

The Role of Education in Emergencies:

*An examination of the Education Cluster
activities in fulfilment of the right to
education during humanitarian crises*

Matthew Stephensen



Master of Philosophy in Comparative and International
Education, Department for Educational Research

UNIVERSITY OF OSLO

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Matthew Stephensen

<http://www.duo.uio.no/>

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IV

Abstract

Education was recognised as a humanitarian priority with the establishment of the Education Cluster in 2006. The Education Cluster is responsible for coordinating and managing the various actors and activities supporting education during a humanitarian response. This thesis examines how the activities of the Education Cluster support the fulfilment of the right to education during humanitarian emergencies. It does so through an examination of the activities proposed by the Education Cluster for humanitarian relief to education, and an analysis of the objectives pursued through those humanitarian relief activities.

Literature on education as a humanitarian priority was first examined using qualitative methods of content analysis to identify objectives and justifications for education in emergencies. Using a human rights approach, the frequencies of activities proposed in numerous Consolidated Appeals Processes (CAP) over a 28 month period were measured and analysed through quantitative methods. The findings clearly indicate that the fulfilment of the right to education is an explicit objective of the Education Cluster activities. The majority of Education Cluster activities proposed in the CAP are in support of the acceptability of education – what is taught and the manner and environment in which it is taught – followed by the activities to ensure the availability and accessibility of education, and finally to support the adaptability of education. By meeting these obligations, the rights to, in and through education are fulfilled. Yet there are components of the education sector that are neglected by the Education Cluster activities but which must be considered for greater support in future humanitarian responses.

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Abbreviations

4As	Availability, Accessibility, Acceptability and Adaptability
ALP	Accelerated Learning Programme
CAP	Consolidated Appeals Process
DHA	Department of Humanitarian Affairs
DRR	Disaster Risk Reduction
ERC	Emergency Relief Coordinator
FTS	Financial Tracking Service
IASC	Inter-Agency Standing Committee
INEE	Inter-Agency Network for Education in Emergencies
MoE	Ministry of Education
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee
Plan	Plan International
PTA	Parent-Teacher Association
SC	Save the Children
SMC	School Management Committee
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organisation
Unicef	United Nations Children's Fund
UCDP	Uppsala Conflict Data Program
UN	United Nations
WFP	World Food Programme

1 The Basis and Context for the Examination of Education in Emergencies

This chapter introduces the topic of this thesis and establishes the context for its examination. It presents the rationale and background for the examination of education in emergencies. This includes introductions to humanitarian coordination, education as a humanitarian priority, the humanitarian appeals process and the Education Cluster. This is followed by a presentation of the research questions that define the study and the parameters for the research. The chapter concludes with a brief outline of the thesis.

1.1 Rationale: Why Education in Humanitarian Emergencies is Worth Examining

This thesis examines education in emergencies within the narrow context of humanitarian aid activities in support of education. Education in emergencies emerged as a recognised humanitarian priority with the establishment of the Education Cluster in 2006. The Education Cluster is the operational framework for coordinating and managing education actors and activities during humanitarian responses (The NGOs and Humanitarian Reform Project, 2010b; UNESCO, 2011). There has for some time been a growing community of scholars and practitioners of education in emergencies with its body of literature. Several humanitarian agencies have examined their own organisation's strategy, activities and objectives in support of education during a humanitarian emergency, but very little research has been conducted on the Education Cluster as a whole and the activities and objectives that they are pursuing collectively. There is a need to better understand the role of education in emergencies through an examination of the activities and objectives that the Education Cluster actors pursue in the Consolidated Appeals Process (CAP). The CAP is the principal tool for planning and monitoring humanitarian activities and mobilising resources to fund those activities (OCHA, 2010; Siddiqui, 2010).

There are three conceptual approaches to education in emergencies: human rights, humanitarian, and development (Burde, 2005). The justifications and objectives of education in emergencies can be understood according to each of these conceptual approaches, as will be explained below. This thesis examines the activities proposed in support of education during humanitarian emergencies, and analyses these activities according to a human rights approach in order to better understand how education in emergencies supports the fulfilment of the right to education.

Humanitarian aid activities have increased in frequency and magnitude (Centre for Research on the Epidemiology of Disease, 2009; Global Humanitarian Assistance, 2010; UNESCO, 2011). It is important to understand how humanitarian aid activities can support the fulfilment of the right to education when an education system and the society it serves is beset by a humanitarian emergency. The global incidents of natural disasters and complex emergencies have increased during the latter half of the twentieth century and first decade of the twenty-first century, as explained below. These crises often result in humanitarian emergencies that require coordinated humanitarian aid from the international community.

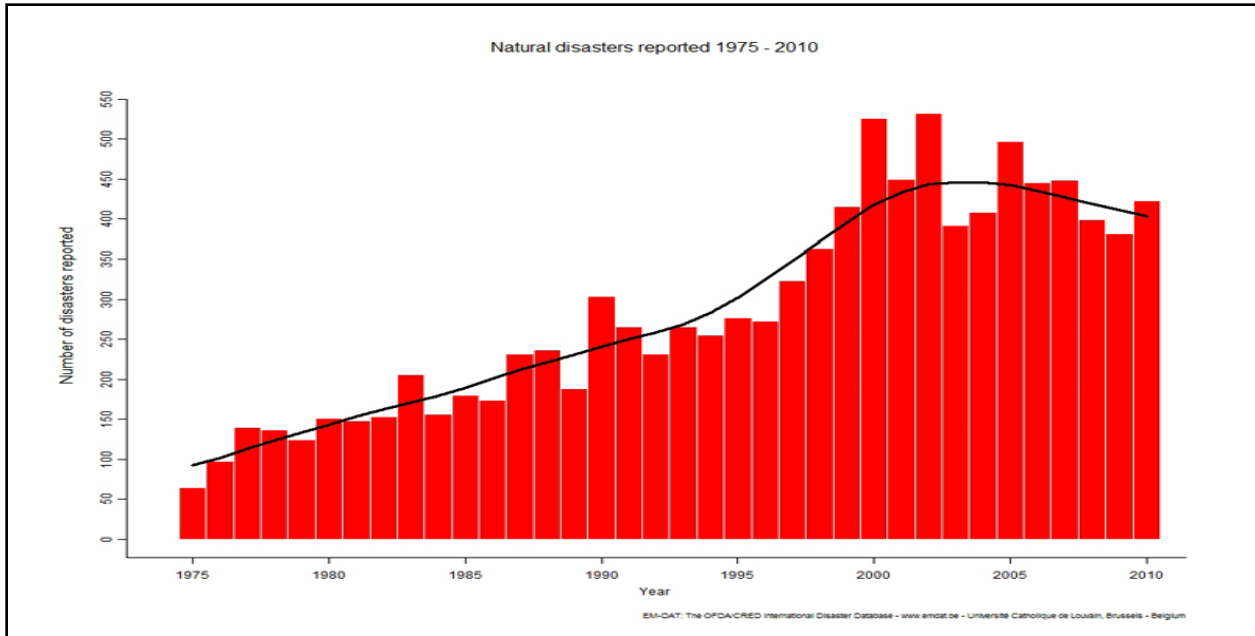
The financial requirements for humanitarian aid have increased in the last decade (Global Humanitarian Assistance, 2010). UNESCO (2011) has acknowledged the importance of humanitarian assistance to the education sector for the wider development effort of crisis-affected states. Humanitarian aid is no longer seen as a rare deviation from development as usual, a gap-filler until normal development resumes, but instead constitutes a significant proportion of aid invested in countries (Martone, 2002). Consequently, if human rights-based objectives, priorities and development goals are to be met by humanitarian support to the education sector, it is crucial that the role of education in emergencies be clarified through a methodical review of what the Education Cluster actors are doing and a careful identification and review of the objectives pursued.

1.1.1 The Incidents of Crises

Humanitarian emergencies are the result of a number of causes, such as political, environmental, economic, and health emergencies. Humanitarian emergencies most commonly emerge from natural disasters, which result from environmental crises, and complex emergencies, which result from a combination of causes such as political and economic crises. Examples of humanitarian emergencies include the 2010 earthquake in Haiti, the 2010 floods in Pakistan, the ongoing civil war in Somalia, and the multifaceted emergency in Sudan.

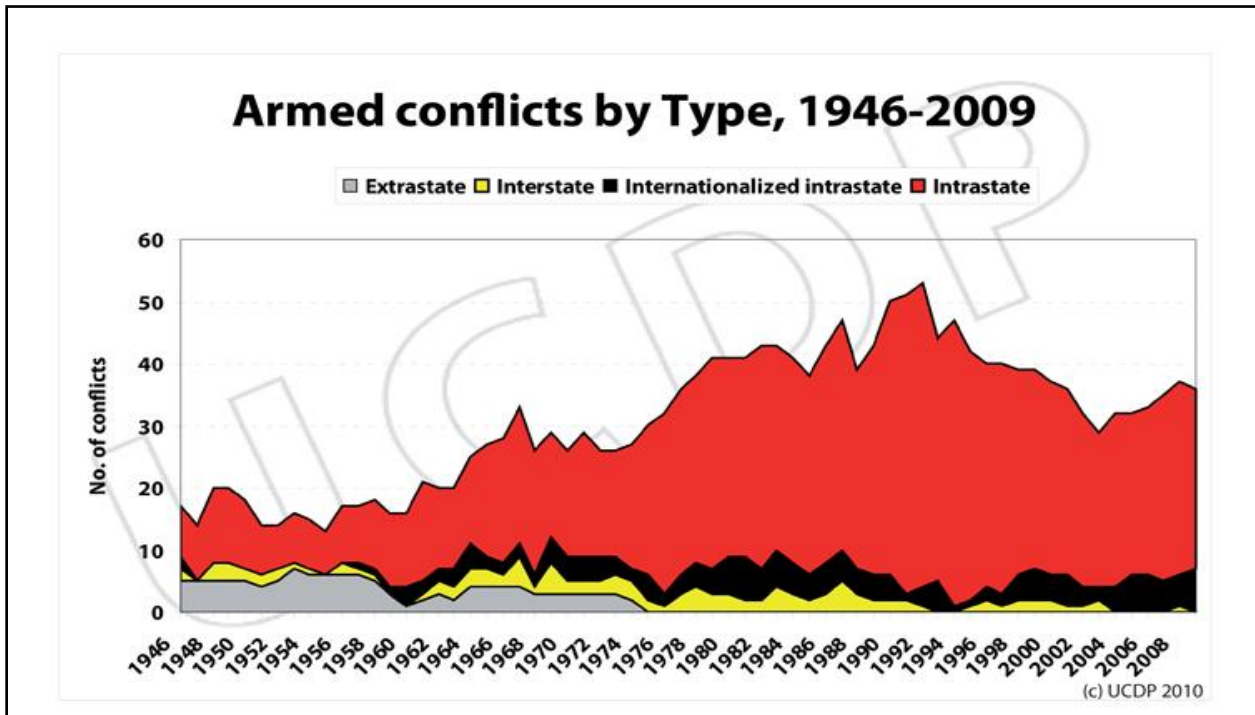
The incidents of natural disasters and complex emergencies are significant as they often can result in humanitarian emergencies to which the international community responds with a programme of coordinated humanitarian relief. The global incidents of natural disasters and complex emergencies (i.e. armed conflict) have both increased during the latter half of the twentieth century and the first decade of the twenty-first century. The EM-DAT: The International Disaster Database (Centre for Research on the Epidemiology of Disease, 2009) reported 373 incidents of natural disaster in 2010, and UNESCO (2011: 137) reported 36 complex emergencies for the same year. Figure 1.1 presents the pattern of global frequencies of natural disasters from 1975 to 2010, as reported by the EM-DAT: The International Disaster Database (Centre for Research on the Epidemiology of Disease, 2009). Figure 1.2 presents the pattern of global frequencies of armed conflict from 1946 to 2009, as reported by the Uppsala Conflict Data Program (UCDP) (Uppsala Universitet: Department of Peace and Conflict Research, 2011). As the incidents of crises that might precipitate a humanitarian emergency requiring a coordinated international response increase in frequency, it is important to understand the role of education in those humanitarian responses.

Figure 1.1 – Global Incidents of Natural Disasters



Source: Centre for Research on the Epidemiology of Disease (CRED), 2009 (<http://www.emdat.be/natural-disasters-trends>)

Figure 1.2 – Global Incidents of Armed Conflict



Source: Uppsala Universitet: Department of Peace and Conflict Research, 2011 (http://www.pcr.uu.se/research/ucdp/charts_and_graphs/)

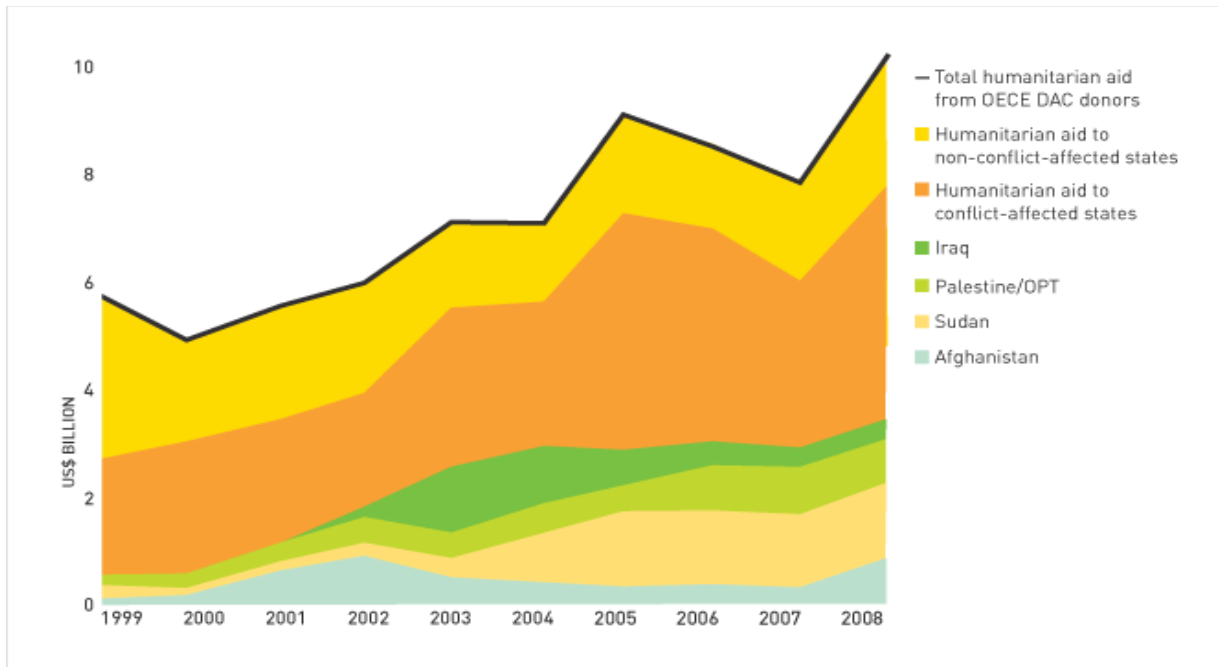
1.1.2 Financial Requirements for Humanitarian Aid

Not only have the incidents of humanitarian emergencies increased, but the financial requirements for humanitarian aid in response to these emergencies have also increased. As the financial requirements for humanitarian aid and the proportion of humanitarian aid as a share of official development assistance (ODA) both increase, it is important to examine and understand the humanitarian activities supported by those funds.

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) manages the Financial Tracking Service (FTS) (<http://fts.unocha.org/>), which is responsible for monitoring the financial requirements of the Consolidated Appeals Process (CAP). As will be explained below, the CAP is the most consistently used measure of humanitarian requirements, and is used by many donors to guide their prioritisations and investment of finite humanitarian resources (Global Humanitarian Assistance, 2010). Data from the Financial Tracking Service indicate an increase in the financial requirements for the humanitarian aid proposed in the CAPs since 2007 – the year that the Education Cluster became active in the CAP. According to the Financial Tracking Service (<http://fts.unocha.org/>), the overall financial requirements for the CAPs were US\$ 11.3 billion in 2010, US\$ 9.9 billion in 2009, US\$ 7.1 billion in 2008, and US\$ 5.1 billion in 2007. The financing requirements for the education sector in the CAPs have similarly increased. The Education Cluster requirements were US\$ 530 million in 2010, US\$ 467 million in 2009, US\$ 328 million in 2008 and US\$ 162 million in 2007.

Figures 1.3 presents the growth in humanitarian financing to conflict- and non-conflict-affected states from members of the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC).

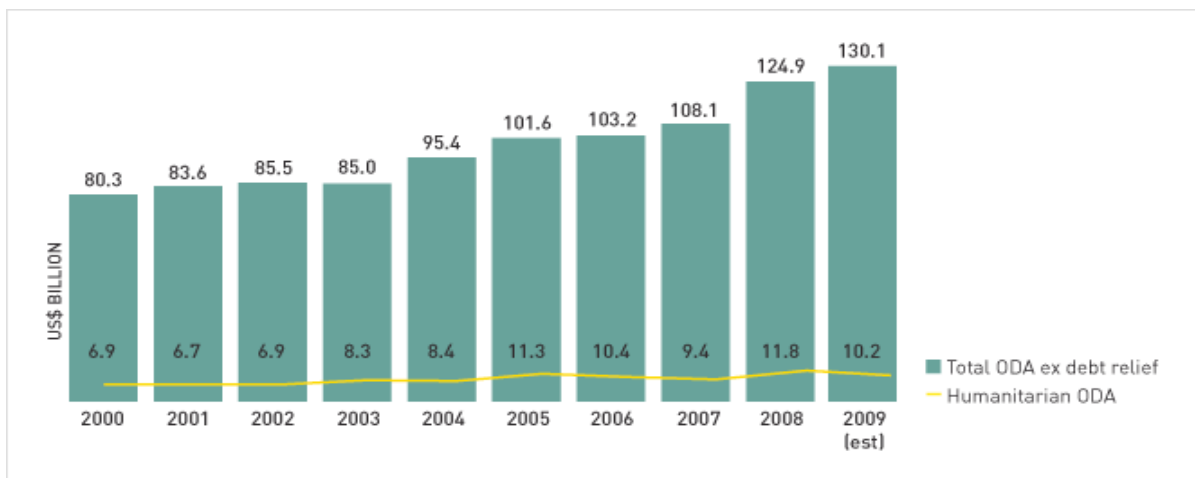
Figure 1.3 – Growth in Humanitarian Funding, 1999-2008



Source: Global Humanitarian Assistance, 2010: 9

The volume of humanitarian aid from donors has increased since 2000 and now constitutes more than 10 per cent of the official development assistance (ODA) provided by members of the OECD/DAC (Global Humanitarian Assistance, 2010: 5). Figure 1.4 presents the share of official development assistance that is comprised of humanitarian aid from all donors reporting to the OECD/DAC.

Figure 1.4 – Humanitarian Aid as a share of Official Development Assistance (ODA), 2000-2009



Source: Global Humanitarian Assistance, 2010: 5

1.2 The Context for the Examination of Education in Emergencies

The following sections present a history of the transformation of humanitarian coordination, the emergence of the Education Cluster and the development of the CAP. These establish the context for the examination of the Education Cluster activities in the CAP.

1.2.1 INEE: An Important Actor for Education and Emergencies

Apart from the Education Cluster, the Inter-Agency Network for Education in Emergencies (INEE) is a notable actor in the field of education in emergencies. INEE is an open, global network of members that work together within both a humanitarian and a development framework to ensure the right of all people to quality education and a safe learning environment during humanitarian crises and post-crisis recovery (INEE, 2008b). The INEE global network consists of representatives from UN agencies, NGOs, donor agencies, governments, academic institutions, schools and affected populations. INEE does not coordinate the activities of agencies or implement projects of its own, but works to enable the greater effectiveness of actors in the field of education in emergency and advocates for the right to education during emergencies (INEE, 2008b). INEE has pushed strongly for education to be recognised as the fourth pillar of humanitarian relief and it is largely due to the network's advocacy that education appears on the humanitarian agenda (Rose & Greeley, 2006; UNESCO, 2011).

1.2.2 Humanitarian Coordination

In 1991, the United Nations General Assembly adopted Resolution 46/182: *Strengthening of the coordination of humanitarian emergency assistance of the United Nations* (United Nations, 1991) with the goal of strengthening the international coordination, management, effectiveness and delivery of humanitarian relief. This resolution created the position of Emergency Relief Coordinator (ERC) and bestowed on the position the responsibility of coordinating UN responses to natural disasters and complex emergencies. This resolution also established the Inter-Agency Standing Committee (IASC) and the Consolidated Appeals Process (CAP). The IASC is chaired by the Emergency Relief Coordinator and is responsible for ensuring inter-agency decision

making in response to humanitarian emergencies (OCHA, 2011b). The IASC is tasked with developing humanitarian policies, allocating responsibilities for humanitarian assistance among the various actors, promoting a common ethical framework for humanitarian assistance, and advocating for the effective and timely application of humanitarian principles (IASC, 2009). The CAP, which is explained in detail below, was established as the principal tool for the Emergency Relief Coordinator to coordinate a humanitarian response.

Following the adoption of Resolution 46/182, the Secretary-General established the Department of Humanitarian Affairs (DHA), which would later be reorganised as the Office for the Coordination of Humanitarian Affairs (OCHA) (OCHA, 2011b). The DHA was created within the Secretariat of the UN and the Emergency Relief Coordinator was assigned the status of Under-Secretary-General for Humanitarian Affairs and appointed leader of the DHA (OCHA, 2011b). The DHA was reorganised into OCHA in 1998 and its mandate was expanded to include the coordination of humanitarian responses, the development of humanitarian policy and humanitarian advocacy (OCHA, 2011b). The IASC together with OCHA form the key institutional mechanism for the coordination of humanitarian actors (IASC, 2009). OCHA coordinates humanitarian responses primarily through the IASC. Participants in the IASC include humanitarian partners from UN agencies, NGOs, the Red Cross movement, and other humanitarian funds and programmes (OCHA, 2011b).

1.2.3 Humanitarian Reform and the Cluster Approach

Although the IASC and OCHA were developed with the goal of improving humanitarian coordination and delivery, international responses to humanitarian crises continued to be characterised as unpredictable and ad hoc (Özerdem & Gianni, 2005). Humanitarian actors and recipient countries repeatedly emphasised the need for improved humanitarian coordination, accountability and predictability. NGOs, academia and civil society were calling for a review of humanitarianism, citing as justification for this the recurring themes of concerns for efficiency and effectiveness, the need for improved coordination, the lack of broader policy frameworks for humanitarian operations, and the increasing interference of politics in neutral humanitarian space (Özerdem & Gianni, 2005). In his 1997 presentation to the UN Economic and Social Committee

(ECOSOC), then UN Secretary-General Kofi Annan (as quoted in Strand, 2005: 89) acknowledged that:

The most important challenge facing the humanitarian community remains the provision of coherent, effective, and timely assistance to those in need. Improved coordination among and between national bodies, the United Nations and the international community is essential to serve those in need.

In 2005 the Emergency Relief Coordinator launched the independent Humanitarian Response Review to assess the capacities of UN agencies, NGOs, Red Cross/Red Crescent Movements, and other key humanitarian actors, and to make recommendations for the improvement of humanitarian coordination (OneResponse, n.d.). The review concluded that uncoordinated humanitarian action had in the past led to inadequate sectoral and geographic coverage (i.e. gaps), competition, duplication, and ineffective use of resources. The review made recommendations for increased effectiveness of humanitarian assistance through increased coordination and partnership between the various actors, and greater predictability, reliability and accountability through clearly identified organisational leaders for defined sectors of humanitarian response (OneResponse, n.d.; Parihar & Street, 2007). An organisational framework, with its associated operational tools for coordinating humanitarian assistance, was prescribed to ensure a larger degree of interaction, cooperation and information sharing between actors, adherence to commonly agreed upon rules, norms and agendas (general and response-specific agenda), and financial transparency and accountability (OneResponse n.d.; Parihar & Street, 2007; Strand, 2005).

In response to the findings and recommendations of the review, the IASC initiated the process of humanitarian reform.¹ This UN-led reform of the framework and tools for the provision of humanitarian assistance involved the development of a new approach to humanitarian response: the cluster approach (Derderian et al., 2007; Parihar & Street, 2007). The processes of humanitarian reform were rolled out in 2005 with the aim of improving the capacity and effectiveness of humanitarian assistance by ensuring greater predictability, accountability and partnership for responses to humanitarian emergencies. Five years on, these humanitarian

¹ Most often referred to in the upper case “Humanitarian Reform” in the relevant literature.

reforms (i.e. the cluster approach) are now widely regarded by the international community as the prevailing paradigm for humanitarian response (Featherstone, 2010).

The processes of humanitarian reform were implemented to make the international humanitarian community more structured, accountable and professional in order to be a better partner for host governments, local authorities and civil society (OCHA, 2011a). According to OCHA:

Humanitarian coordination is based on the belief that a coherent approach to emergency response will maximize its benefits and minimize its potential pitfalls (OCHA, 2011a).

The cluster approach was established as the operational framework for humanitarian responses to ensure such a coherent approach. The cluster approach aims to strengthen the overall capacity and effectiveness of a humanitarian response in five key ways: ensuring sufficient global capacity; predictable leadership; partnerships; accountability; and strategic field-level coordination and prioritisation (The NGOs and Humanitarian Reform Project, 2010b). The establishment of sector-specific clusters provides a framework for multiple humanitarian actors to engage in a coordinated sectoral response. The interagency actors that participate in the cluster at the national level are responsible for identifying needs, coordinating the humanitarian response to ensure that those needs are jointly addressed, agreeing upon shared humanitarian objectives and appropriate strategic response plans, developing funding proposals, and ensuring effective coordination between international actors and national authorities leading the response (The NGOs and Humanitarian Reform Project, 2010b; UNESCO, 2011). The cluster approach is now systematically used as the standard planning and coordination framework in any new humanitarian crisis requiring a multi-sectoral response with the participation of a wide range of international actors (Price, 2010; The NGOs and Humanitarian Reform Project, 2010b).

There are 11 global clusters, each with clearly designated lead agencies and specific terms of reference endorsed by the Emergency Relief Coordinator and the IASC (The NGOs and Humanitarian Reform Project, 2010b). These clusters consist of humanitarian actors and local stakeholders, including UN agencies, NGOs and other civil society organisations, and government representatives. Participation in the clusters is open to any humanitarian actor and involvement requires participation in the cluster meetings, contribution to the cluster database – which maps who is doing what and where – and engagement in cluster activities such as needs

assessments, strategic prioritisation and planning, resource mobilisation, response delivery and monitoring of activities (The NGOs and Humanitarian Reform Project, 2010b).

1.2.4 The Education Cluster

Education has not traditionally been considered a humanitarian priority and consequently was not included in the humanitarian reform process and initial adoption of the cluster approach in 2005 (Martone, 2002; Price, 2010; Burde, 2005). Education was largely excluded from humanitarian assistance and as late as 2000 less than 2% of humanitarian funding was allocated to the education sector (Price, 2010: 8). In December 2006, the IASC endorsed the creation of an Education Cluster to ensure consistent, reliable and accountable education sector programming during humanitarian responses. As of October 2010, Education Clusters have been established in 39 countries in response to natural disasters and complex emergencies, out of a total of 44 countries that have adopted the cluster approach. These Education Clusters were established in response to 19 natural disasters and 25 conflict-related emergencies (Price, 2010: 17). Further information on the countries in which these 39 Education Clusters are established, the status of the cluster, the type of emergency and the cluster lead(s) is presented in Appendix 1.

Following the devastating earthquake that struck Haiti in January 2010, the Global Education Cluster conducted an exercise to capture the lessons learned in Haiti during the first three months of the humanitarian response. In their summary of the lessons learned, Berther and Lattimer² (2010, Background, para. 1) explain that the vision of the Education Cluster is:

*to enable all children and young people to have immediate access or ensured continuity to a good-quality education in a safe environment, in order to protect, develop and facilitate a return to normality and stability.*³

² Lattimer, coincidentally, works for Save the Children as the Knowledge Management Advisor for the Global Education Cluster. Berther, who works for Unicef as the Regional Education Specialist, Emergencies in the Unicef West and Central Africa Regional Office, was the Education Cluster Coordinator in Haiti from January to April 2010, and is a member of the Global Education Cluster's Core Reference Group (Berther & Lattimer, 2010).

³ This exact vision for the Education Cluster is articulated in the Education Cluster Work Plan 2009-2010, as quoted in Price, 2010: 46-47.

Humanitarian assistance to the education sector has been increasingly recognised as a priority, not only from human rights and humanitarian perspectives, but also with regard to the future social and economic development of the crisis-affected country (Gonzalo & Aedo-Richmond, 1998; see Chapter 2 for further details).

The Global Education Cluster is jointly led by Unicef and Save the Children. This co-leadership is often replicated at country-level with some exceptions where any one agency is lacking a significant field presence (Global Education Cluster, 2010). According to the Education Cluster Work Plan 2009-2010 (as quoted in Price, 2010: 46), the Education Cluster coordination of humanitarian agencies is responsible for ensuring a “*holistic response to education-related needs of children and young people resulting from major emergencies as they arise.*” The Global Education Cluster under the shared leadership of Unicef and Save the Children is responsible for establishing and maintaining broad partnership bases within the Education Cluster that collaboratively engage in standards and policy setting, building response capacity, and providing operational support for humanitarian responses (Global Education Cluster, 2010).

The Education Cluster at country-level is responsible for managing education sector humanitarian response through the Education Cluster’s participation in the CAP. The Cluster Coordinator responsible for managing the Education Cluster participants at country-level is most commonly appointed from one of the co-lead agencies (Global Education Cluster, 2010). At country-level, the Education Cluster is responsible for ensuring high standards of predictability, accountability and partnerships for humanitarian relief to education. The Education Cluster is intended to guarantee a more strategic response for education in emergencies and to better define the roles and responsibilities of the cluster stakeholder (Price, 2010).

1.2.5 The Consolidated Appeals Process (CAP)

The Consolidated Appeals Process (CAP) is the main tool for strategic planning and coordination of activities, and securing aid funding during a humanitarian response.⁴ The CAP is

⁴ The CAP is usually preceded by a Flash Appeal. The Flash Appeal is similarly a tool for structuring the coordinated humanitarian response for the first three to six months of an emergency, whereas the CAP has a greater operational timeframe and is used for longer-term emergencies (The NGOs and Humanitarian Reform Project, 2010b; UNESCO, 2011). For the sake of simplicity these two mechanisms of humanitarian response, the

a tool developed by humanitarian actors to plan and monitor their activities in response to a humanitarian crisis, and to ensure a coordinated and strategic method for mobilising resources to fund those activities and meet humanitarian needs (OCHA, 2010; Siddiqui, 2010). The CAP development process is managed by OCHA: At the global-level the CAP is overseen by the Emergency Relief Coordinator, who heads OCHA, while at country-level the Humanitarian Coordinator, who is appointed by the Emergency Relief Coordinator, together with the Humanitarian Country Team are responsible for developing, implementing and reviewing the CAP (OCHA, 2010; Siddiqui, 2010). For a given humanitarian response, a CAP is published annually by OCHA on behalf of the appealing agencies to inform donors of the planned activities, associated costs and implementing partners, and to solicit their financial support for the crisis-affected country (OCHA, 2010).

Coordination and planning can be extremely difficult tasks in the challenging environment of a humanitarian response. UNESCO (2011: 201) has observed that “*the humanitarian aid system comprises a bewildering array of organizations, financing mechanisms and reporting arrangements.*” A universal tool for managing humanitarian aid such as the CAP is essential in the complex environment of a humanitarian response. As a tool for planning, the CAP is intended to ensure the development of a more strategic approach to the provision of humanitarian assistance. As a tool for coordination, the CAP is intended to foster closer coordination between governments, donors, humanitarian aid agencies, NGOs and the Red Cross Movements (OCHA, 2010). The CAP is designed as an inclusive and coordinated programme cycle under the leadership of OCHA and the Humanitarian Coordinator, and in close consultation with local governments and stakeholders, to analyse the context, assess the needs, and plan and prioritise the humanitarian response (OCHA, 2010).

During the strategic planning process of the CAP, the humanitarian partners develop a Common Humanitarian Action Plan (CHAP) to outline strategic priorities and ensure a comprehensive and complementary response by all humanitarian actors (The NGOs and Humanitarian Reform Project, 2010b). Each cluster involved in the humanitarian response is responsible for forging a

Consolidated Appeals Process (CAP) and the Flash Appeal, will henceforth be referred to exclusively as the CAP. While there does exist some differences between the two appeal mechanisms, they are identical in being tools to plan, coordinate, fund, implement and monitor humanitarian response activities.

common understanding of the needs and priorities, and developing a strategy and plan of action for a common response to meet those needs (The NGOs and Humanitarian Reform Project, 2010b; Siddiqui, 2010). The Humanitarian Coordinator and the Humanitarian Country Team have the responsibility of ensuring that every project proposed in the CAP deserves to be there, and that the CAP therefore deserves to be funded. As was noted by the Global Humanitarian Assistance (2010: 110), “*CAP requirements individually are taken as an assessment of need for each situation and collectively the requirements can be taken as a proxy for global humanitarian need.*” Due to this, donors can be held accountable for providing funding according to real humanitarian need (IASC, 2010). As a result, UNESCO (2011: 202) reported that “*the largest tranche of humanitarian aid comes from the United Nations consolidated appeals process.*”

The vetting of the projects appealing for funding in the CAP begins with the clusters. All project proposals included in the CAP must meet needs that are evidence based: There must be a clear link between the needs analysis, strategic priorities, cluster response plan, and all project proposals. According to the Inter-Agency Standing Committee Working Group (2004), the cluster priorities should be “*identified through a participatory and objective needs assessment followed by inclusive and analytical strategy-setting.*” Thereby the prioritisation of projects under the CAP focuses the collective efforts of the humanitarian community on providing the most urgently needed assistance in a crisis.

All project proposals in the CAP must have been selected through a peer-review vetting process, and meet the parameters of the response set by the Humanitarian Coordinator as well as the IASC humanitarian criteria (IASC, 2010). The development of the CAP, according to The NGOs and Humanitarian Reform Project (2010a) and Siddiqui (2010), begins with the clusters at both country- and global-level agreeing upon sector priorities and a strategy for activities. Once sector needs and priorities have been identified by the clusters the participating agencies develop relevant project proposals. These project proposals are consolidated on a sectoral basis by the clusters, approved by the cluster coordinator and then submitted to OCHA for review. The Humanitarian Coordinator then circulates a draft document among the humanitarian agencies for comment, and a final document is then developed by OCHA for the approval of the Humanitarian Coordinator. This document is then sent to all IASC members for revision before a final document is presented to the international donor community. The final document largely

contains information on the needs, priorities and strategy of each cluster, information about the participating agencies and their proposed humanitarian interventions and the associated costs (The NGOs and Humanitarian Reform Project, 2010b; Siddiqui, 2010). These procedures ensure that there exists a logical consistency between identified humanitarian needs, strategic priorities, sector objectives and project activities and indicators. Projects may only be included in the CAP if they relate to a specific sector objective with observable and measureable indicators (OCHA, 2006).

1.2.6 The Importance of the Education Cluster and the CAP

These various stages in the planning and development of the CAP clearly indicate the importance of the Education Cluster in the establishment of the objectives and strategy of the CAP, the projects proposed therein, and the overall education sector's humanitarian response. The criteria and parameters for the development of the CAP are so thorough and authoritative that the document guides donor prioritisation of their finite humanitarian funding (Global Humanitarian Assistance, 2010). The CAP and the cluster approach strongly support each other, with the CAP encouraging joint planning and monitoring by the clusters and the clusters vetting proposals and establishing the objectives pursued by the Education Cluster actors. Due to the relationship between the Education Cluster, which is composed of the international community of education actors, and the CAP, the activities proposed therein can be considered to reflect the role of education in emergencies and represent how education in emergencies supports the fulfilment of the right to education.

1.3 Problem statement, research questions and overview of research design

This thesis involves an examination of how activities for education in emergencies support the fulfilment of the right to education during humanitarian emergencies. It is structured according to two research questions:

1. What activities are proposed by the Education Cluster actors for humanitarian relief to education?
2. What are the objectives pursued by the Education Cluster actors through those humanitarian relief activities?

Through a case study of the Education Cluster, the activities for education in emergencies proposed in the CAPs are analysed according to the human rights approach in order to identify the objectives pursued.

1.4 The Research Parameters

It is necessary to identify what education in emergencies is in order to understand and analyse the objectives and justifications for education in emergencies. Working definitions of “emergency” and “education in emergencies” are also required in order to establish the research parameters of this thesis. However, due to the focus of this thesis, emergency was defined in a manner that differs from what is commonly encountered in the literature. Explanations of what is commonly understood by the terms emergencies and education in emergencies are presented below followed by the definitions used in this thesis.

1.4.1 A General Understanding of “Emergency”

Before understanding the term “education in emergencies,” one must first appreciate the various emergencies that can impact an education system and the society that it serves. The terms humanitarian emergencies and humanitarian crises are both found in the literature on education in emergencies, and are equivalent in referring to a situation of danger or conflict that arises

unexpectedly and requires urgent action (Oxford University Press, 2007). In this thesis, the terms emergency and crisis are used interchangeably.

As mentioned previously, education systems can be affected by four types of emergencies: political, environmental, health and economic crises. Political crises are violent conflicts, including ideological, identity or resource-based conflicts. Environmental crises are natural disasters, which can be both sudden- or slow-onset. Health crises are increased rates of sickness and death resulting from widespread disease and epidemics. For example, in countries where more than 30 per cent of the population between the ages of 15 and 49 are infected with HIV/AIDS, the education systems have been decimated by the loss of teachers and other education personnel, and the loss of parents and caregivers for children (Burde, 2005: 8). Economic crises are desperate economic circumstances for households that often force parents and children to adopt drastic measures for economic survival, such as child employment or the sale of children into various forms of bonded labour (Burde, 2005). The role of the education system in contributing to or mitigating the resulting negative effects is different for each of these types of emergency (UNESCO, 2011; Burde, 2005).

Pigozzi (1999) noted that every emergency is unique but there are a number of commonalities. An emergency is characterised by systems failing and breaking down and very few assistance mechanisms or actors being operational. The overall goal, according to Pigozzi (1999), of those responding to these emergency situations is to eliminate the obstacles and constraints that have emerged so that those persons affected can continue to enjoy normal, healthy and productive lives with dignity. An education emergency (Bensalah et al., 2001) is when the education system has been disorganised, destabilised or even destroyed by crisis, and requires an integrated process of crisis and post-crisis response. Burde (2005) considers the wide range of circumstances in which access to education is in jeopardy to constitute an education emergency.

1.4.2 Emergency and Fragility

An emerging body of literature in the field of education and fragility (Mosselson et al., 2009) highlights the increasingly acknowledged relationship between fragility and emergencies, and its implications for the definition of an emergency. There is much contention concerning the

definition of fragility, but it is generally accepted that fragility is the opposite of durability, resilience and strength (OECD, 2008; Rose & Greeley, 2006), and consequently there are some overlaps between fragility and emergencies.

Fragile states are characterised as having poor governance (Mosselson et al., 2009; Rose & Greeley, 2006). This poor governance is identified by a lack of political commitment and/or weak capacity to provide basic social services to its population (Mosselson et al., 2009; Rose & Greeley, 2006). Although many crises are similarly characterised by a weak capacity to develop and implement pro-poor policies, fragility pertains to contexts that extend far beyond humanitarian emergencies and responses,⁵ and the parameters of the CAPs and the Education Cluster's involvement.

1.4.3 Defining “Emergency” in the Thesis

This thesis examines education in humanitarian emergencies through a case study of the Education Cluster-led humanitarian responses in the CAPs. In the context of this thesis, an emergency is defined as a crisis involving an international humanitarian response for which there is an OCHA-led humanitarian appeal (i.e. a CAP). An education emergency is an emergency during which the Education Cluster is involved in the CAP. The beginning of an emergency response is marked by the launch of a CAP (most commonly a Flash Appeal) and the emergency is considered to be over once the CAP has ceased.

Emergencies are undeniably more complex and nuanced than these parameters might suggest as can be understood from the discussion above. The definition and timeframe for emergencies are used, however, in order to focus the thesis on education as a humanitarian imperative (see Chapter 2). This has been limited to an examination of the activities and objectives of the Education Cluster responses in the CAP.

⁵ There is some contention concerning the word fragility and its definition, and a lack of agreement over a common typology (Mosselson et al., 2009: 11). OECD/DAC categorise fragility as: 1) deterioration, 2) arrested development, 3) post-conflict transformation, and 4) early recovery. This understanding of fragility complements, but does not align with the understanding of emergency in the context of a humanitarian response and the development of a CAP (Mosselson et al., 2009: 4; Rose & Greeley, 2006). Humanitarian response is an element of fragility, but fragility is more than humanitarian response.

1.4.4 A General Understanding of Education in Emergencies

Education systems face a variety of stresses during times of humanitarian emergencies. The pressures on an education system include, but are not limited to, threats and violence towards teachers and students, recruitment, abduction and kidnapping of teachers and students by armed groups, misbehaviour by teachers and students due to the stresses of the crisis, the risk of sexual abuse, economic pressures on students and their families, economic pressures on teachers and education management, and the politicisation of education (Nicolai & Triplehorn, 2003). Emergencies can result in the destruction of schools, damage to education facilities, and the displacement or death of large numbers of students, parents, teachers and other education staff. School resources can be lost during crises. The assets and material belongings of families can also be lost leaving households impoverished and facing tremendous economic and survival stresses. Families may be unwilling to send children to school because of the risks, the costs or the household needs. Furthermore, during a crisis the government may not be able or willing to provide for the education of its citizens (Nicolai & Triplehorn, 2003; Save the Children, 2008). Crises, particularly violent conflict and natural disasters often result in a large number of refugees and internally displaced people and the complete breakdown of normal societal processes and coping mechanisms for the crisis-affected population (Save the Children, 2008).

What is needed during such emergencies is support for the provision of basic services: Assistance is required as long as the education system is affected by the stresses and pressures of a crisis. Activities for education in emergencies are intended to enable education activities to continue while the government system is restored to normal, or better than normal (Save the Children, 2008). For Sinclair (2001: 4), whose seminal work both promoted and defined this field, education in emergencies (often called ‘emergency education’) refers to:

[Support for] *education in situations where children lack access to their education systems, due to man-made crises or natural disasters. Its precise interpretation varies, from a concern with emergency education during the first few months after a crisis, to the years taken to restore normal education systems after a “complex humanitarian emergency...the term “education in emergencies” increasingly serves as shorthand for schooling and other organised studies, together with “normalising” structured activities, arranged for and with children, young people and adults whose lives have been disrupted by conflict and major natural disasters.*

Save the Children (as quoted in Sinclair, 2002: 23) defines education in emergencies as:

education that protects the well-being, fosters learning opportunities, and nurtures the overall development (social, emotional, cognitive, physical) of children affected by conflicts and disasters.

For Nicolai and Triplehorn (2003:13):

education in emergencies...is primarily carried out in situations where children lack access to their national and community education system due to the occurrence of complex emergencies or natural disaster.

While there are numerous nuanced definitions of education in emergencies, they all agree on a common overarching goal: the continued provision of quality education during an emergency. Education in emergencies includes both the support for the continued provision of education and the content of that education.

1.4.5 Defining “Education in Emergency” in the Thesis

The numerous and varied activities that constitute education in emergencies are presented in the conceptual framework in Chapter 2. These activities can also be referred to as “humanitarian relief activities” for education. Education in emergencies is defined in this thesis as the activities in support of education proposed and implemented by the Education Cluster actors in the CAP.

The “role of education in emergencies” can refer to both the objectives to be achieved through education and the objectives to be achieved by supporting education during a humanitarian emergency. As these two levels are inextricably linked – the achievement of the latter enabling the possible accomplishment of the former – the term “role of education in emergencies” is somewhat murky. The role of education in emergencies refers to both the fulfilment of the right of access to education during emergencies, and the role of education in emergencies in enabling the fulfilment of that right through humanitarian relief activities in support of education implemented through the CAP.

The term “the right to education,” which education in emergencies aims to fulfil, denotes the rights to, in and through education. The right **to** education pertains to issues of access and equity. The rights **in** education pertains to what is taught and the manner and environment in

which it is taught. The right **through** education pertains to education enabling the fulfilment of other human rights. Only by ensuring each of these can the right to education be guaranteed. The rights to, in and through education will be explained in detail in Chapter 2.

1.5 Structure of the Thesis

Having introduced the topic and established the background and context for its examination, what follows in Chapter 2 is a presentation of the conceptual framework for this examination, including the conceptual tools used for the investigation and the process and findings from this examination. This is followed by the applied methodology in Chapter 3. Chapter 4 presents the findings from the literature review, the intent of which is to identify the justifications and objectives for education in emergencies articulated by scholars and practitioners in the field. This is followed in Chapter 5 by the presentation and analysis of the findings from the examination of the activities proposed in the CAP by the Education Cluster actors. Chapter 6 concludes the thesis with a summary of the findings.

2 The Right to Education as a Humanitarian Imperative

This chapter explains the human rights approach that is used to examine the activities proposed by the Education Cluster in the CAP, and to understand the objectives for education in emergencies. The analysis is undertaken in the wider framework of world system theory that contextualises the examination of education in emergencies within the UN-led CAP. The human rights approach is explained in the context of new humanitarianism and its emphasis on the importance to protect human rights in times of crises. Finally, the human rights justification for education in emergencies is explained according to how the right to education is fulfilled during emergencies.

2.1 World Systems Theory: a Framework for Humanitarianism

The role of multilateral systems and organisations, and non-state actors in the post-Cold War world order and their relation to humanitarian relief and education in emergencies can be understood through the theory of world systems. Özerdem & Gianni (2005) noted that the humanitarian commitments of states after the end of the Cold War have been characterised by a geographic focus dictated by national interests. This orientation was apparent when the developed North intervened in Kosovo but did nothing in response to the genocide and humanitarian emergency in Rwanda (Özerdem & Gianni, 2005). The result of these contradictions and lack of coordination was that humanitarian organisations were either relegated to the sidelines during operations conducted by dominant states during humanitarian crises where the political interests of these states happened to coincide with the concerns of the humanitarian community, or found themselves alone in situations of violence and chaos that far exceeded their mandates and capacity for action (Özerdem & Gianni, 2005; Pasquier, 2001). Such tensions emerged from a lack of coordinated engagement, as Özerdem & Gianni (2005: 62) observed:

Such difficulties are inevitable when humanitarian players cannot rely on an international community capable of assuming an effective role in managing the political

and security aspects of crises, and therefore find themselves alone, constantly exposed to the dangers of hostilities and even deliberately targeted because of their activities.

An effective mechanism to coordinate and manage the provision of humanitarian relief was clearly needed to rectify this situation. At this point a series of critical reviews of humanitarianism were initiated and the UN, NGOs and academics agreed that the trend of political responses to crises was insufficient (Özerdem & Gianni, 2005). As explained in Chapter 1, in an effort to strengthen the coordination, management, effectiveness and delivery of humanitarian assistance, the UN established a global regulative system consisting of the Emergency Relief Coordinator, OCHA, the CAP and the IASC.

World systems theory, as explained by Meyer et al. (1997), propounds that global culture constructs and propagates global models that define and legitimate agendas for action, and shape the structures and policies of national and local actors in almost all areas of rationalised social life. These global models reflect purposes such as humanitarianism and human rights that are highly rationalised, articulated and consensual (Meyer et al., 1997). Contemporary constructed actors such as nation-states and the United Nations are legitimated and organised around these global models that are seen as having universal world applicability (Meyer et al., 1997). The United Nations system and international civil-society actors (NGOs) organise, promote and diffuse these world cultural models by encouraging and supporting nation-states and national and local actors to implement policies and activities that are congruent with these world models (Meyer et al., 1997).

According to world systems theory, ideals such as humanitarianism or the importance of humanitarian assistance to fulfil the right to education are implemented through the gradual but focused efforts to build world order by aligning states, multilateral organisations and civil society actors and their interests with some form of global regulative system (Jones & Coleman, 2005). In our increasingly connected world of global politics, economics, telecommunications and media, a single multilateral basis for the work of governments is seen to be exceedingly more efficient than operating through a multitude of separate bilateral agreements (Jones & Coleman, 2005). Nation states are no longer the only actors exercising power and shaping change at global levels. The United Nations and its myriad agencies are now key actors in the dynamics of world

order, providing the necessary functioning structure for state and non-state actors to achieve global-level objectives (Jones & Coleman, 2005).

According to Jones and Coleman (2005), multilateral organisations like the UN together with its institutional tools and mechanisms, such as OCHA, IASC and the CAP, provide international actors with a consensual basis for engagement that is grounded in common adherence between those actors and norm-driven behaviour:

International co-operation [for humanitarian relief] is thereby seen as a highly rational activity undertaken by willing participants (actors) who both embrace and promote normative frameworks and their accompanying rules, as a means of transcending the need to be constantly examining the implications of multilateral engagement for any immediate impacts on national interests. (Jones & Coleman, 2005: 13)

The UN-led global system for the regulation of humanitarian engagement exemplifies how established world order has been put on an institutional basis and how multilateral organisations like the UN can transform world order (Jones & Coleman, 2005).

2.2 Competing Perspectives on Humanitarianism

Global models such as humanitarianism and human rights are pervasive at the global level and there is almost universal consensus on their nature and value (Meyer et al., 1997). Yet, there are competing perspectives on their interpretation and application. Traditional humanitarianism and new humanitarianism disagree on the place of human rights in humanitarian relief activities, and the role of education in emergencies. The following sections address these competing perspectives and their implications for education in emergencies.

2.2.1 Traditional Humanitarianism

Humanitarianism is founded upon three deontological⁶ principles: 1) the obligation to assist, which is also known as the humanitarian imperative, 2) impartiality, and 3) neutrality (Martone, 2002; Özerdem & Gianni, 2005). Traditional humanitarianism, according to Özerdem & Gianni

⁶ Deontology refers to “*the science of duty or moral obligation*” (Oxford University Press, 2007).

(2005), explains these principles in the following manner: The obligation to assist pertains to the provision of humanitarian aid being a duty that is independent of consideration of interest, opportunity or prodigality. Impartiality means that all humans are equal and have the right to equal treatment during crises. Neutrality refers to the complete separation of humanitarian aid from the political and military aspects of a crisis. Neutrality is particularly important during conflict as it aims to ensure respect and immunity for humanitarian actors, which will allow them to deliver humanitarian aid unmolested by the antagonists in a conflict. Traditional humanitarianism holds that without the two principles of impartiality and neutrality, humanitarian aid becomes politicised and consequently is directed by partisan politics that dictate the nature, scale and focus of external assistance (Özerdem & Gianni, 2005).

A consequence of the traditional humanitarian perspective on impartiality and neutrality is that relief agencies operating in humanitarian emergencies are expected to respond exclusively to the symptoms of a crisis. The goal of providing aid during a humanitarian emergency is to alleviate life-threatening suffering. Humanitarian aid must not blur the boundary between traditional humanitarian relief and development work by emphasising principles for the progress of people such as human rights (Özerdem & Gianni, 2005). Traditional humanitarianism holds that any attempts to address the underlying root cause(s) of a crisis, such as inequality and poverty, are considered to be development work and as having a political agenda. As Özerdem & Gianni (2005: 59) have observed:

to deal with root causes of conflicts would inevitably bring with it the need to deal with local political balances, empowerment of disenfranchised communities and taking direct action against human rights abuses. However, this would also mean the politicisation of humanitarian assistance, thereby positing a direct challenge to the principle of neutrality.

Most emergencies, particularly political conflicts, are likely to have root causes in balances of power, political structures and access to resources of the crisis-affected country. These contentious issues must be addressed by any attempt to reduce future vulnerabilities. Consequently, the use of humanitarian relief to rectify vulnerabilities faces the risk of the politicisation of humanitarian assistance (Özerdem & Gianni, 2005). Humanitarian spaces must remain free of political, religious, or other such associations, and all aid, in its purest form, must be disassociated from any effort to resolve the cause of the emergency (Burde, 2007; Özerdem &

Gianni, 2005). Any attempt to address the underlying root cause(s) of a crisis by dealing with poverty and inequality would only compromise the principles of impartiality and neutrality, which would in turn jeopardise access to the affected populations.

The principal mandate of humanitarian relief agencies, according to Martone (2002), is to provide urgent assistance to crisis-affected people to alleviate suffering. From the perspective of traditional humanitarianism, this assistance typically involves the provision of food, water, shelter, medical care and other basic life-saving services. The physical and legal protection of people during humanitarian emergencies, Martone (2002) continues, is regarded as subordinate to these commitments to alleviate suffering and provide life-saving support. Although many conflicts and crises are characterised as being ‘protection crises’, the protection of human rights such as the right to education is seen as being at odds with the provision of humanitarian assistance and the traditional understanding of neutrality.

2.2.2 A New Humanitarian Paradigm

Yet a new humanitarianism⁷ has emerged to challenge the perspectives of traditional humanitarianism. The new humanitarianism considers the contrived antagonistic dichotomy between humanitarian relief and the protection of human rights to be obsolete and dangerous (Martone, 2002). The new humanitarianism, according to Nockerts and Van Arsdale (2008), connotes human rights, but is not to be equated with them. The motivation of the new humanitarianism is not only to alleviate life-threatening suffering but also to address the root cause(s) of humanitarian emergencies and to ensure physical and legal protection for the affected population. Humanitarian relief attempts to improve a deteriorating human condition, while human rights preserve the human condition at its best (Nockerts & Van Arsdale, 2008). Martone (2002: 36), who is a vocal proponent of this new humanitarianism, has noted that:

Considering the frequency, duration and severity of human rights abuses, it should not be a question of whether relief agencies address the issue of human rights protection, but rather to what extent and how they do so...suffering may frequently stem from the loss or denial of physical and legal protection, for which humanitarian aid offers no remedy. The traditional perspective of humanitarian motivation must expand beyond the

⁷ Referred to as the “new aid orthodoxy” by Özerdem & Gianni, 2005: 54.

conventional view of how people are dying, to embrace an...appraisal of how people are living.

The objectives of the new humanitarianism are linked to development, justice and human rights, and universal access to basic services that will improve the human condition (Burde, 2007). New humanitarianism involves a number of activities from immediate response and mitigation to the strengthening of local social and institutional mechanisms to support recovery and avoid future crises (Özerdem & Gianni, 2005).

This new humanitarian paradigm is now widely accepted among relief agencies (Burde, 2007). Those relief agencies that subscribe to it, which includes the Education Cluster global co-leads Unicef and Save the Children, believe in the potential of humanitarian aid to transform the underlying social inequities, risks, and fragility that contributed to the crisis, and to ensure physical and legal protection for the affected populations. Their expanded humanitarian mandate aims to address inequity, risk and fragility through a transformational agenda (Burde, 2007). The new humanitarianism is seen to be apolitical (independent) because it acts according to and pursues universal human values such as human rights, while avoiding partisan politics (Burde, 2007).

Martone (2002: 37) challenges the view of neutrality of traditional humanitarianism and argues that *“humanitarian neutrality...in no way justified a neutral stance towards suffering or the abuse of basic human rights.”* Instead, Martone (2002: 37) continues, the new humanitarian orientation interprets the principle of neutrality to mean *“not taking sides in the hostilities or engaging in political, racial, religious or ideological controversies”*. The principle of neutrality thus refers to a relief agency’s non-political stature whereas the principle of impartiality refers to the non-discriminatory stature of the agency. New humanitarianism emphasises the promotion of impartiality that ensures the allocation of aid in proportion to need, and not as a factor of demographics. The challenge for new humanitarianism is to deliver humanitarian aid in a manner that upholds humanitarian values, while simultaneously protecting human rights (Martone, 2002).

2.2.3 New Humanitarianism's Obligation to Education

Having embraced the new humanitarian paradigm, UNESCO (2011) noted that humanitarian actors were often surprised by the level of demand for education among crisis-affected communities. The traditional humanitarian mindset was focused on a narrow perspective that prioritises food, water, shelter and health, and which concludes that education is not a priority. The argument against education in emergencies was that a lack of education and access to quality schooling is a development concern, but is not a threat to human life. Contrary to this argument, however, the regularly received message from crisis-affected populations is that education is a vital service, a right and a source of dignity that must be protected (UNESCO, 2011). According to the new humanitarian paradigm, the humanitarian relief community has stopped seeing education as a peripheral concern and has begun to see it as part of the humanitarian imperative. It is now recognised that crisis-affected communities do not live on food and water alone; they see education as an immediate priority that must be supported by humanitarian actors (UNESCO, 2011).

2.3 Protecting the Right to Education in Emergencies

The right to education is well defined in numerous international conventions and UN documents. The Universal Declaration of Human Rights (United Nations, 1948) and the Convention on the Rights of the Child (United Nations, 1989) clearly address the right to education, and are complemented by the General Assembly Resolution on the right to education in emergency situations (United Nations, 2010). The content of the right to education is articulated in Article 26 of the Universal Declaration of Human Rights (United Nations, 1948) and Article 28 of the Convention on the Rights of the Child (United Nations, 1989): It is the right of universal access to free and compulsory primary education, the general availability of technical and professional education, and equal access to higher education on the basis of merit. In addition to being a right in itself, the right to education enables the fulfilment of other human rights. As expressed in Article 26 of the Universal Declaration of Human Rights (United Nations, 1948),

education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms.

Education provides both an understanding of the rights of a person and the voice and capacity with which to claim and protect those rights (The Right to Education Project, 2008).

This right to education is not suspended during humanitarian emergencies, and Article 7 of the UN General Assembly Resolution 64/290:

Urges Member States to implement strategies and policies to ensure and support the realization of the right to education as an integral element of humanitarian assistance and humanitarian response.

It is a governmental obligation to ensure that education of good quality is available at all times for all its citizens, even during humanitarian emergencies, and to respect human rights and freedom in education (The Right to Education Project, 2008; Tomaševski, 2001b; United Nations, 1948). Yet it is often the case that during humanitarian emergencies the right to education is recognised in theory but there is not the capacity or will to fulfil this right (The Right to Education Project, 2008). The continued provision of education in emergencies is, according to UNESCO (2011: 187):

a national and international responsibility for all governments. The human right to education is not an optional provision that can be waived or suspended until more propitious circumstances arise. It is an entitlement that comes with binding commitments and obligations on governments – commitments and obligations that are being ignored.

Humanitarian emergencies are often characterized by a weakened capacity of the state to provide basic social services such as education to its population (Mosselson et al., 2009). Yet there can be no right to education without governments meeting their corresponding obligations to guarantee that right (Tomaševski, 2001b). Recognising that the capacity of governments to provide education is often diminished during emergencies, the international humanitarian community is often called upon to support governments, or even substitute governments, to fulfil all facets of the right to education for the affected population, including the rights to, in and through education.

2.4 The Framework of the 4As: Fulfilling the Rights To, In and Through Education

The right to education comprises the right of persons **to** education, their rights **in** education and their rights **through** education. The right to education is the right of equitable access to education for all people. The rights in education pertain to the quality of the education that is delivered, the conditions under which it is delivered, and the respect and protection of the human rights of the student by the education system. The rights through education pertain to the relevance of the education that is received and its capacity to enable the fulfilment and protection of other civic, political, and economic human rights, and thereby guarantee full participation within society (Tomaševski, 2001a, 2001b, 2001c).

For education to be a meaningful right it must be available, accessible, acceptable and adaptable (Tomaševski, 2001b). This conceptual framework, which is often referred to as the 4As, was developed by Katarina Tomaševski (2001a, 2001b, 2001c, 2003), former UN Special Rapporteur on the Right to Education. The achievement of the 4As defines the process as well as the end of fulfilling the human right to education (INEE, 2008c). The 4As constitute a conceptual framework for understanding the obligations of governments to fulfil the rights to, in and through education (Tomaševski, 2001b). It can also be used to analyse and evaluate the provision of education, its meaning and content (ActionAid, 2007; INEE, 2008c).

The 4As are therefore used in this thesis as the basis for the development of the human rights approach for the analysis of the activities proposed by the Education Cluster in the CAP. Figure 2.1 illustrates this conceptual framework, which links together activities for education in emergencies with the components of the education system to which those activities pertain, the education obligations according to the 4As to which those components of the education system pertain, and either the right to education or the rights in and through education to which the 4As pertain.

2.4.1 Availability of Education

That education is available is a precondition for the fulfilment of the right to education. The availability of education pertains to education being free and government-funded, that there

exists adequate and appropriate infrastructure, facilities, resources and equipment, and that there are sufficient trained teachers who are able to support the delivery of education (ActionAid, 2007; The Right to Education Project, 2008; Tomaševski, 2001b; Unicef & UNESCO, 2007). International human rights law obliges governments to ensure that primary education is available for all school-age children (Tomaševski, 2001b).

Availability embodies two different obligations of governments for the provision of education: The right to education as an economic and social right requires that governments establish or fund education to ensure that education is available. The right to education as a political and civil right requires that governments permit the establishment of schools by non-state actors (Tomaševski, 2001b). Availability, in short, concerns the obligation of governments to ensure that the education system has sufficient schools, teachers and funding to meet their society's demand for education.

2.4.2 Accessibility of Education

That education is accessible is a precondition for the fulfilment of the right to education. The accessibility of education pertains to the issue of equity: that education is non-discriminatory, physically and economically accessible to all, and that actions are taken to ensure the inclusion of the most marginalised populations (ActionAid, 2007; Tomaševski, 2001b). For all members of a society to participate in education, the education system must eliminate any discrimination on the basis of gender, ethnicity, religion, economic status, disability, political affiliation, etc. Schooling must be within safe physical reach, protected from attacks, free (or where fees are required schooling must be affordable), all obstacles to education must be abolished, and the parental freedom of choice for the education of their children must be respected (The Right to Education Project, 2008; Tomaševski, 2001b). Accessibility to education pertains to the obligation of governments “*to secure access to education for all children in the compulsory education age-range*” (Tomaševski, 2001b: 13). Education must be both available and accessible to fulfil the right to education during humanitarian emergencies (see Figure 2.1).

2.4.3 Acceptability of Education

That education is acceptable is a precondition for the fulfilment of the rights in and through education. Acceptability pertains to the content and quality of education. Acceptable education has relevant content that is of good quality and culturally appropriate, is non-discriminatory, and is delivered in a safe and healthy environment by teachers who are trained professionals using quality methods and textbooks (ActionAid, 2007; The Right to Education Project, 2008; Tomaševski, 2001b).

Governments or other duty-bearers are obliged to ensure that all schools and teachers conform to the minimum criteria that it has developed to guarantee that the education that is available and accessible is also of good quality. The government must set and enforce the minimum standards for environmental health and safety in schools and the professional requirement for teachers. Acceptable education must also be delivered in a language of instruction that is suitable for both the students and the teachers (Tomaševski, 2001b). Acceptability, in short, means that education is acceptable to children, parents and teachers, has relevant, good quality content and methods, and respects the rights of all recipients (INEE, 2008c).

2.4.4 Adaptability of Education

That education is adaptable is a precondition for the fulfilment of the rights in and through education. Adaptability pertains to education developing to meet the specific needs of children, the changing needs of society, while being able to be adapted locally to suit specific contexts (ActionAid, 2007; Tomaševski, 2001b). Governments or other duty-bearers are obliged to ensure that education is adapted to the specific situations and abilities of children. (Tomaševski, 2001b).

An adaptable education system is able to evolve to meet the changing best interests of the individual, and respond to the needs of students in diverse cultural and social settings. The adaptability of education also pertains to how education can fulfil the right to education and can enhance the human rights of out-of-school children, children with disabilities, working children, displaced, imprisoned or otherwise marginalised children (INEE, 2008c). The acceptability and

adaptability of education constitute the obligations that must be met to ensure the quality and relevance of education, and which fulfil the rights **in** and **through** education.

The 4A framework addresses the core issues of the access, equity, quality and relevance of education. These are interlinked and are collectively important to fulfill the right to education. This human rights approach is applied in the following analysis of the activities of the education cluster.

Figure 2.1 – Human Rights Approach to Education in Emergencies

Education Rights	Education Obligations	Components of the Education System	Activities for Education in Emergencies
Right to Education (Access and Equity)	Availability of Education	School buildings	<ul style="list-style-type: none"> • Learning spaces
		Presence of teachers	<ul style="list-style-type: none"> • Number of teachers • Teacher remuneration
		Education managers (Ministry of Education (MoE) staff, school managers, Community Education Committees)	<ul style="list-style-type: none"> • Education manager training and capacity development for disaster risk reduction (DRR), conflict prevention, and emergency preparedness and response management (ensure the continued provision of education)
		Policy and planning	<ul style="list-style-type: none"> • DRR strategies and initiatives • Emergency preparedness, response and contingency plans • Conflict prevention and peace-building strategies and initiatives
	Accessibility of Education	Enrolment and attendance	<ul style="list-style-type: none"> • School fees • Transport • Learning opportunities for vulnerable and marginalised groups • Transfer of students • School hours (shifts) • School uniforms • Public awareness campaigns for education

Rights in & through Education (Quality and Relevance)	Acceptability of Education	School environment	<ul style="list-style-type: none"> • Safe learning environment • Adequate classroom space • Teaching, learning and recreational materials • Sanitation facilities • Clean drinking water • School feeding programmes • Gender-sensitive learning environments • Female teachers • Psychosocial support • Language of instruction
		Regulation and supervision	<ul style="list-style-type: none"> • Minimum standards for quality, safety, and environmental health • School and classroom management during crises (MoE, teachers and other staff) • Community participation, parent-teacher associations (PTA), school management committees (SMC) • School safety monitoring committees • Monitoring and evaluation
		Curricula	<ul style="list-style-type: none"> • Life-skills • Health, hygiene and sanitation • Disaster risk reduction (DRR) • Peace education, conflict prevention and resolution
		Teacher capacities	<ul style="list-style-type: none"> • Teacher certification • Teacher training and capacity development (child-centred, participatory pedagogy during crises, new curriculum) • Psychosocial support training and capacity development • Physical protection training and capacity development • Gender sensitivity training and capacity development • Classroom management training and capacity development • DRR training and capacity development • Peace building, conflict prevention and resolution training and capacity development
	Adaptability of Education	Out-of-school education	<ul style="list-style-type: none"> • Accelerated learning programmes (ALP) • Non-formal education • Community education programmes • Schooling for working children • Social services • Accreditation

3 The Methodology for the Examination of Education in Emergencies

The case study of the Education Cluster involved two stages of research: The first stage was a review of documents on education in emergencies to identify the predominant objectives and justifications for education in emergencies established by scholar-practitioners in this field. The second stage involved an analysis of the humanitarian relief activities proposed by the Education Cluster actors within the context of the CAP. Together the findings from these two stages of research elucidate the role of education in emergencies. In the following sections, the details of the design of the analysis and the analytical tools are explained.

3.1 The Commitment: Objectives and Justification in the Relevant Literature

There exists a wealth of documents and online information on education in emergencies that approach the subject from a variety of perspectives for a number of purposes: scholarly, advocacy, policy and strategy development, and guidelines for practitioners, including UN agencies, NGOs, governments and local stakeholders. The purpose of the literature review was to identify the predominant objectives and justifications and for education in emergencies that are commonly agreed upon by scholars and practitioners in this field. The identified objectives and justifications were then collated and summarily presented.

The human rights approach used in this thesis was identified during the literature review. It is one of three predominant conceptual approaches to education in emergencies and was selected from among these as the conceptual approach for the analysis of the activities and objectives examined in the second stage of research. The human rights approach was selected because it can encompass all the activities proposed by the Education Cluster actors in the CAP.

Furthermore, the objectives identified through the literature review established a valuable comparative context and formed the crucial referents against which the activities proposed by the Education Cluster in the CAPs were analysed in the second stage of research.

3.1.1 Literature Sample

The documents selected for review were intended to offer a representative sample of the trends and themes that dominate the field of education in emergencies within the parameters of a humanitarian response, and of the scholars and practitioners active in the field. As explained in Chapter 1, although emergencies are generally understood according to a broad definition, the focus of this thesis is on education in an international OCHA-led humanitarian response. The result of this focus was a reduction in the number of possible documents for review to only those that addressed education in emergencies according to those parameters. Other documents that address education in emergencies according to a broader definition, such as materials on education and fragility (as discussed in Chapter 4) were not included.

The selective sample of literature for review included documents produced by agencies with a dedicated section within their organisation committed to education in emergencies according to this thesis' narrow definition of emergencies. Unicef, UNESCO, INEE, the World Bank, as well as individual scholar-practitioners who authored the literature reviewed are all actively engaged in the Education Cluster, the CAP and humanitarian relief activities.

The identified authors and publishers of the documents represent the range of organisations engaged in activities for education in emergencies during humanitarian responses. UNESCO and Unicef represent the UN agencies, and their involvement in the Education Cluster was measured during preliminary examination of the CAPs to far exceed that of any other UN agency. Save the Children represents the NGOs involved in the Education Cluster, USAID represents bilateral organisations engaged with education in emergencies, and the Women's Commission for Refugee Women & Children represents organisations working for refugees and internally displaced people. The scholar-practitioners who authored many of the articles represent the individuals who advocated for and developed the Education Cluster and who are engaged in its ongoing activities. For example, Nicolai (Nicolai & Triplehorn, 2003) is the Deputy Coordinator of the Education Cluster, Lattimer (Berther & Lattimer, 2010) is the Knowledge Management Advisor of the Education Cluster, and Sommers (Sommers, 2002, 2003) is a professor and researcher with extensive NGO and humanitarian experience. The World Bank (World Bank, 2003), although not directly involved in the activities of the

Education Cluster, has played a number of relevant roles, such as managing post-conflict and post-disaster needs assessments during a humanitarian response.

Having identified a number of possible documents for review, individual documents were selected according to defined criteria. The first criterion for selecting documents for review was that the documents explicitly articulate objectives for education in emergencies that could be pursued in the context of a humanitarian response (i.e. CAP). Further criteria for selecting documents for review included those most frequently cited and referred to, and which are produced by scholar-practitioners and agencies that are respected and regarded as authorities within the field of education in emergencies. These frequently cited authors and documents were identified through extensive reading, bibliography searches, web searches, and review of the websites of education in emergency actors.

An extensive list of objectives that represent what education in emergencies should achieve and justifications that express the reason for education in emergencies was compiled and collated following a critical reading of the identified documents. This list was then analysed and the most frequently occurring objectives and justifications were identified. These objectives and justifications are summarised and presented in tables as part of the discussion in Chapter 4.

3.2 The Engagement: Education Cluster Activities in the CAP

The second stage of research involved the examination of the activities proposed in the CAP by the Education Cluster actors. A coding manual for identifying categories of activities and measuring their frequencies was first developed. The categories of activities and their frequencies were subsequently analysed using the human rights approach that links specific activities for education in emergencies to the fulfilment of the right to, in and through education.

3.2.1 Mixed Methods

Both qualitative and quantitative methods were used to examine the activities for education in emergencies proposed in the CAPs by the Education Cluster actors. As explained below, a qualitative content analysis of the sample of activities in the CAP was used to develop the categories of activities for the coding manual. These categories of activities were then used to measure the quantitative frequencies of the activities proposed in the CAP. The frequencies were subsequently analysed in order to elucidate the objectives pursued collectively by all the Education Cluster actors. Emphasis was placed on the quantitative measurement of the frequencies of activities as they were the only variable universally present among all the humanitarian responses that could be examined to investigate the role of education in emergencies.

3.2.2 Development of the Coding Manual

The coding manual for data collection and analysis was developed to produce a quantitative account of the activities proposed in the CAP in a systematic and replicable manner according to the predetermined categories of the human rights approach. This coding manual was developed according to the human rights approach that was presented in Chapter 2, and illustrated in Figure 2.1. The variables measured for data collection were nominal categories based on themes of activities identified in the CAPs through analysis of the content of the proposed projects. The coding manual is presented together with the data collected in Appendix 2.

Ten projects proposed by Education Cluster actors were selected at random from CAPs launched between 2009 and 2011. The activities described in these project proposals were analysed and theme-based categories of activities for education in emergencies were developed. The categories were compared to a further fifteen project proposals selected from the same sample in order to analyse their coherence, test them for exhaustiveness, redundancy and gaps, and evaluate the logic of their categorisation of activities.

Examples of the activities that constitute each category of activities are provided in Appendix 3. The coding manual has clearly defined and transparent categories of activities that can be used and tested by future research. All the activities proposed by the Education Cluster actors are

given equal weight by the coding manual. The categories of activities were developed with the intent of being exhaustive: there are no activities for education in emergencies proposed in the CAP that cannot be measured by this coding manual. However, management of the Education Cluster during humanitarian emergencies was excluded as it does not pertain to the objectives for the crisis-affected education system and crisis-affected population.

3.2.3 The Relationship Between the Coding Manual and the Human Rights Approach

Once the categories of activities for the coding manual were finalised they were incorporated into the human rights approach. They appear in the column *Activities for Education in Emergencies* in the human rights approach presented in Figure 2.1. The categories of activities were first linked to the human rights approach according to the components (i.e. sectors) of the education system that appear in the column *Components of the Education System* in the human rights approach in Figure 2.1. The components of the education system were subsequently categorised according to the 4As (availability, accessibility, acceptability and adaptability), which are classified in the column *Education Obligations* in the human rights approach in Figure 2.1. Finally, the 4As were categorised according to their pertinence to either the right to education or the rights in and through education, and classified as *Education Rights* in the human rights approach in Figure 2.1. The theoretical justification for these classifications and the development of the human rights approach are presented in Chapter 2.

The categories in *Education Rights* and *Education Obligations* have been classified according to the 4As system developed by Tomaševski (2001a, 2001b & 2001c). The order of the categories in *Components of the Education System* and *Activities for Education in Emergencies* are in no particular order, and should not be interpreted to suggest a hierarchy of priorities or a chronology of obligations.

3.2.4 The Sample of CAPs Measured

As mentioned earlier, data on the activities proposed by the Education Cluster actors was gathered from CAPs launched over a 28 month period between January 2009 and March 2011. This represented 64 per cent of the CAPs launched during that period.

The sample represented different types of humanitarian emergencies, both newly emerged and ongoing emergencies, from crisis-affected regions around the world. These included natural disasters, health crises, political crises and complex emergencies. For example, the humanitarian appeal in Haiti is in response to the 2010 earthquake, in Pakistan in response to the 2010 floods and before that to the ongoing complex emergency and natural disasters, in Somalia in response to the complex emergency, in Mongolia and Guatemala in response to natural disasters, in Zimbabwe in response to health and economic crises, and in the Sudan in response to an array of crises throughout a number of regions of the country. These humanitarian emergencies were also of a variable timeframe, including sudden onset natural disasters, chronic political violence, and transitions from crisis to development. Tables 3.1, 3.2 and 3.3 present the sample of CAPs from which data was obtained.

Table 3.1 – Sample of 2011 CAPs Examined

Country	Humanitarian Appeal
Afghanistan	Consolidated Appeal
Central African Republic (CAR)	Consolidated Appeal
Chad	Consolidated Appeal
Haiti	Consolidated Appeal
Kenya	Emergency Humanitarian Response Plan
Occupied Palestinian Territories (oPt)	Consolidated Appeal
Somalia	Consolidated Appeal
Sudan	UN & Partners Work Plan
Zimbabwe	Consolidated Appeal

In 2011 (as of 15.03.2011), 15 CAPs involving the Education Cluster were launched. Of these, 9 CAPs were examined, representing 60 per cent of the CAPs in which the Education Cluster was active.

Table 3.2 – Sample of 2010 CAPs Examined

Country	Humanitarian Appeal Type
Afghanistan	Humanitarian Action Plan
Benin	Consolidated Appeal
Burkina Faso	Emergency Humanitarian Action Plan
Central African Republic (CAR)	Consolidated Appeal
Chad	Consolidated Appeal
Democratic Republic of Congo (DRC)	Humanitarian Action Plan
Guatemala	Flash Appeal
Haiti	Flash Appeal & Revised Humanitarian Appeal
Kyrgyzstan	Flash Appeal
Kenya	Emergency Humanitarian Response Plan
Mongolia	Dzud ⁸ Appeal
Occupied Palestinian Territories (oPt)	Consolidated Appeal
Pakistan	Humanitarian Response Plan & Floods Emergency Response Plan ⁹
Somalia	Consolidated Appeal
Sudan	Work Plan
Uganda	Consolidated Appeal
Zimbabwe	Consolidated Appeal

In 2010, 21 CAPs involving the Education Cluster were launched. Of these, 17 CAPs were examined, representing 81 per cent of the CAPs in which the Education Cluster was active.

⁸ The title of this appeal refers to the Mongolian word for the natural disaster: dzud. According to the appeal document (retrieved 10.03.2011 from the OCHA website: [http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/2010_Mongolia_DzudAppeal/\\$FILE/2010_Mongolia_DzudAppeal_SCREEN.pdf?OpenElement](http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/2010_Mongolia_DzudAppeal/$FILE/2010_Mongolia_DzudAppeal_SCREEN.pdf?OpenElement)) a dzud is a natural disaster that occurs when a summer drought is followed by an unusually cold winter with heavy snow falls, and then a dangerous spring thaw.

⁹ The Humanitarian Response Plan is measured as Pakistan (1) and the Floods Emergency Plan is measured as Pakistan (2) in Appendix 1.

Table 3.3 – Sample of 2009 CAPs Examined

Country	Humanitarian Appeal Type
Afghanistan	Humanitarian Action Plan
Central African Republic (CAR)	Consolidated Appeal
Chad	Consolidated Appeal
El Salvador	Flash Appeal
Kenya	Emergency Humanitarian Response Plan
Nepal	Humanitarian Transition Appeal
Occupied Palestinian Territories (oPt)	Consolidated Appeal
Philippines	Flash Appeal
Somalia	Consolidated Appeal
Sudan	Work Plan
Uganda	Consolidated Appeal
Zimbabwe	Consolidated Appeal

In 2009, 23 CAPs involving the Education Cluster were launched. Of these, 12 CAPs were examined, representing 52 per cent of the CAPs in which the Education Cluster was active.

The CAPs and all associated project documents were retrieved online from the OCHA Financial Tracking Service – Tracking Humanitarian Aid Flows (FTS) website at <http://fts.unocha.org/pageloader.aspx?page=home>. The frequencies of activities were measured for all the projects proposed in a CAP per country per year, as recorded in the FTS. There are often several CAPs launched per country per year due to periodic revisions to a CAP, or less commonly because of the onset of a new crisis such as was seen with the flooding in Pakistan in 2010. In the event of there being revisions to a CAP for a country in the calendar year, the FTS consolidates all the projects proposed for that country in the various versions of the CAP. All data is aggregated according to year and country, and not by revised versions of a CAP document. If there are being different CAPs launched for one country in one year due to the onset of a further humanitarian emergency, all projects and revisions are separately aggregated by FTS according to the two distinct CAPs.

In most of the CAPs examined there were a few project proposals that were labelled “cancelled” or “withdrawn.” These projects were not included since it was impossible to account for why they were withdrawn or cancelled. Similarly, projects proposed in the CAP lacking details or information on the activities apart from the project title, the proposing agency and the budget were also excluded.

3.2.5 Data Collection: Measuring the Frequencies of Activities

Box 3.1 is a representative example of the kinds of project proposals that are part of the Education Cluster section of the CAP. The majority of the proposals outline numerous activities in support of multiple objectives. A given project could therefore be measured by one or several categories of activities.

Box 3.1 presents a project proposed by Save the Children in the 2010 *Pakistan Floods Relief and Early Recovery Response Plan*. Table 3.4 exemplifies how the frequencies of activities proposed in this project were measured. The column *Category of Activities* indicates the category of activities from the coding manual to which the activities proposed in the project pertain. The column *Frequency of Proposed Activities* indicates the number of activities proposed in the project that pertain to that category of activities. The column *Activities in Example* indicates which of the activities listed on the second page of the project proposal (page 2 of Box 3.1) pertain to that category of activities.

Table 3.4 illustrates how the numerous and variable activities proposed in each project were examined to measure the frequencies of activities. For example, *Teaching, learning and recreational materials* had two activities, namely c. and j. on page 2 of Box 3.1.

Table 3.4 – Example of the Measurement of Frequencies of Activities Proposed in the CAP

Category of Activities	Frequency of Proposed Activities	Activities in Example (Box 3.1, page 2)
Learning spaces	2	Activity d. Activity i.
Public awareness campaigns for education	1	Activity b.
Community participation, parent-teacher associations (PTA), school management committees (SMC)	1	Activity b.
Teaching, learning and recreational materials	2	Activity c. Activity j.
Psychosocial support training and capacity development	1	Activity e.
Disaster risk reduction (DRR) training and capacity development	1	Activity e.
Health, hygiene and sanitation	1	Activity f.
Sanitation facilities	1	Activity g.
Clean drinking water	1	Activity g.
Training and capacity development for disaster risk reduction (DRR), conflict prevention, and emergency preparedness and response management	1	Activity h.

Box 3.1 – Example of CAP Project Proposal

Pakistan Floods Relief and Early Recovery Response Plan (August 2010 - July 2011)	
Appealing Agency	SAVE THE CHILDREN (SC)
Project Title	Provide access to and quality of education to flood affected boys and girls to resume their education in flood hit areas
Project Code	PKA-FL-10/E/34954/R
Sector/Cluster	EDUCATION
Objectives	Access to quality of education for flood affected children in safe learning environment in districts Rajanpur, DG Khan and Muzaffargarh in Punjab, Shikarpur and Jacobabad in Sindh, D.I.Khan, Shangla and Swat in Khyber Pakhtunkhwa and Naseerabad and Jaffarabad Balochistan province. The project also aims to strengthen the skills of teachers, schools committees and education personnel (male and female) to cope with emergency and support children (boys and girls) in quality teaching and learning as well as provision of essential education and recreational supplies to boys and girls in targeted schools.
Beneficiaries	Total: 208,800 flood affected school going children (girls and boys)
Implementing Partners	Save the Children will directly implement this project
Project Duration	Oct 2010 - Oct 2011
Current Funds Requested	\$13,060,911.00
Location	MULTIPLE PROVINCES
Priority	EARLY RECOVERY
Gender Marker Code	2a - The project is designed to contribute significantly to gender equality

Needs

Several parts of Pakistan have been inundated with flash floods caused by the unusually heavy monsoon rains. According to National Disaster Management Authority (NDMA) the floods have claimed over 1,500 lives and affected 16.8 million people. The number of dead and injured is expected to increase, as it is feared that many people have been swept away or are under the debris of fallen structures. Over 1 million houses have been damaged or destroyed.

As of August 21, an estimated 7.4 million children have been affected by the floods. The impact of this disaster on children is great. In a country that has been repeatedly affected by natural disasters and conflict over the past decade, access to on-going education is a serious concern. The education cluster reports that more than 10,000 schools are out of use. A total of 5,457 schools are reported damaged and a further 4,911 are unusable after being converted into makeshift settlements for those displaced. Millions of students are out of school and looking safe learning environment in this emergency context.

While the severely conflict-affected province of Khyber Pakhtunkhwa suffered the greatest number of deaths thus far (over 1000), and more than 4.3 million people were affected, the province of Punjab has thus far been the hardest hit, with an estimated 8.2 million people affected as of 21 August 2010. The province of Sindh has also faced massive destruction, with over 3.6 million people affected. The impact on livelihoods across the country has been particularly devastating. The UN estimates that more than 600,000 hectares of crops have been destroyed in Punjab, the country's breadbasket. Farmers in Khyber Pakhtunkhwa alone have lost 35 billion rupees (\$408 million) worth of crops.

The majority of those worst-affected are children who have experienced displacement, faced disruptions in their education, and lacked access to health services. About six thousand schools are now reported to have been fully or partially damaged in Punjab, Sindh, Balochistan, Khyber Pakhtunkhwa (KPK), Gilgit-Baltistan (G-B) and Pakistan Administered Kashmir (PAK), and about five thousand schools are being used as relief shelters. A decrease in the number of schools being used as shelters has been reported from KPK and Sindh.

Since July 21, several provinces of Pakistan have been inundated with flash floods caused by the unusually heavy monsoon rains. More than 18 million people are affected within one month. Out of these 6 millions are children have been affected and now they are in chronic conditions as they have losses their houses, schools and playing spaces. Currently they are experiencing of living among strangers in IDP camps. This sudden social change has made some affects on their lives. They have required schooling, playing spaces and psycho social support to cope with situation on urgent basis. Even prior to the conflict, girls' school attendance in much of Pakistan was low, with only 22 percent of girls, compared to 47 percent of boys, completing primary school. Dropout rates climb further after primary school, with only 30 percent of Pakistan's children receiving secondary education and only 19 percent attending upper secondary schools.

This project will focus on affected girls' and boys' educational needs, psycho social support and life skills to cope with

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the crises.

Activities

- a. Detail assessment carry out to measure the number of required items /essential education material and to measure the intensity/kind of damages as per INEE minimum standards guidelines.
- b. Comprehensive community participation and social mobilization campaign will be launched in targeted areas with mutual consultation of school committee members and other stakeholder to bring back children especially girls to school to restart their education activities.
- c. Provision of essential education and recreational supplies targeted schools (boys and girls) that includes note books, sitting arrangements (Mats or Furniture), teacher Furniture, stationary for teacher & children, Note books, Black Boards, Chalks, Learning material, and sports material etc.
- d. 400 Temporary learning spaces will be established around IDPs camps (40 in each districts both boys and girls) to ensure the safe learning spaces & environment in emergency situation.
- e. Teacher will be trained on DRR and psycho social support skills (240 teachers in each district both male and Female) so that they can provide support to boys and girls to cope with crises. Similarly 6,400 school committee members (male and female) will be trained through training on DRR, Psycho social support and on child well being.
- f. To aware children (boys and girls) on health & hygiene practices to minimize their risk to various disease
- g. Wash facilities specifically clean Water and latrine facility are essential in all schools especially in girls schools . WASH facilities will be provided to each targeted school.
- h. Capacity building workshops will be convened in all 10 districts for education official and project staff to enhance their skill regarding coordination, management and communication to deal with emergency.
- i. 400 partially/ IDP occupied schools (boys and girls) will be rehabilitated in flood affected areas with mutual consultation of department, education cluster and other stakeholders.
- j. Sports material will be provided to children to have games and sports at schools level for their physical growth and reduce their trauma. In girls schools the culturally acceptable games will be promoted.

Approach to ensure the Gender equality

This project aims to benefit all affected school-aged children in the targeted communities, with a particular emphasis on girls' education, as the current crisis has impacted them most. This project will also focus on the most vulnerable children, which will include: Out-of-school boys and girls who were not studying prior to the crisis, mainly due to poverty, Working children, Orphaned boys and girls, Boys and girls with disabilities

Save the Children continues to place a strong focus on applying holistic approaches which address the needs of all segments of society, particularly marginalised groups such as women and girls, HIV/AIDS, or disabled boys and girls.

Save the Children will ensure equally gender welfare, access, participation, and control in this project. Save the Children would have to pay especial efforts to ensure the female participation in all stages. In all interventions it will be ensured that project impact should be equal on both boys .ad girls

Monitoring and Evaluation

To further improve quality and accountability, a workable community-based monitoring, evaluation and compliance/accountability system will be developed, in close coordination with all stakeholders, following HAP-I and INEE minimum standards and procedures. In addition, SC's Monitoring, Evaluation, and Accountability Team will develop monitoring tools, carry out monitoring visits, and help develop and verify field reports, and conduct "real time" assessments with beneficiaries. The M&E and Accountability team will also manage a complaints and response system which beneficiaries can utilize to voice any issues or concerns they have about the services they've received from Save the Children

Outcomes

1. 120,000 boys & girls have resumed their education and have access to safe learning spaces/schools and education supplies
2. 2,400 teachers have skill to deal with traumatized/ stressed children and they are providing psych social support and DRR techniques
3. 6,400 school committee members (male and female) are motivated and assisting in project implementation specifically to bring back 33,600 boys and girls to schools
4. 400 IDPs occupied schools are clean up , white washed and their wash facilities are functional
5. 800 school children and teachers are fully aware pertaining significance of Health & hygiene and practises are being promoted among students and teachers (male and female) as well.
6. Co curricular activities are smoothly observed on monthly basis in both boys and girls schools

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Retrieved 2.05.2011 from: http://fts.unocha.org/reports/daily/ocha_R32_A905___3_May_2011_%2802_06%29.pdf
Note: page three of the project proposal in Figure 3.1, the project budget, was not included for lack of relevance to the thesis.

3.2.6 Presentation of the Data

Data on the activities measured in the CAPs is presented as frequency tables consisting of absolute frequencies and relative frequencies (proportional percentage). This data is presented and analysed in Chapter 5. Since the number of CAPs launched per year is never consistent, the measure and analysis of absolute frequencies of annual activities are of little value alone. Relative frequencies are used to offset the variable number of CAPs per year, and to illustrate the proportional frequency of each activity relative to all the other activities.

3.3 Limitations of the Research Methodology

Although the Education Cluster was established in December 2006 and began participating in the CAP in 2007, this thesis only examines the activities proposed in the CAP during the 28 month period between January 2009 and March 2011. This period represents 54 per cent of the total period for possible CAP involvement since the establishment of the Education Cluster. That the data collection sample was drawn from this period of time was dictated by the limited availability of documents from the FTS. The FTS was launched in January 2011 to replace the former system of financial reporting on ReliefWeb (<http://www.reliefweb.int/>), and all records of new and former CAPs moved to that site. As of March 2011, all CAP documents and project details were no longer available on ReliefWeb. However, the detailed records of project proposals (apart from the title, agency and budget) from CAPs launched before 2009 were not yet available on the FTS at this time.

Prior to the establishment of the Education Cluster, country-specific education sector groups were involved with the CAP since its establishment in 1992. The activities proposed by the education sector groups in the CAPs prior to December 2006 were not examined in this thesis because they did not represent the global orientation and multilateral commitment to education in emergencies coordinated by the Education Cluster that this thesis investigates.

This thesis measured the frequencies of proposed rather than implemented activities. This is because the activities proposed are considered to reflect the objectives based upon the needs and priorities identified by the Education Cluster without being influenced by variables that can determine which activities are actually implemented. The implementation of projects depends

upon securing the necessary funding, which in the context of a humanitarian response is determined by the priority of the sector in the perception of potential donors (e.g. education versus food), the publicity and fund raising capacity of the proposing agency, and the strategy of the funding agency. These at times reflect the political orientation and agenda of the donor agency rather than the identified needs of the crisis-affected communities.

The education section of most CAPs includes an overview of the objectives and priorities for the sector but these were not examined in this thesis. This is partly because this overview of objectives and priorities is not provided for all CAPs, and when provided, they were often too superficial and overly general to be of any value for data collection. When detailed information on needs and priorities was available and of suitable quality, it was most often presented by the proposing agency as justification for its project (see Figure 3.1, page 1). This information was compiled by the proposing agency to justify and “sell” the project to potential donors, and was consequently of questionable accuracy and objectivity.

The project proposals in the CAPs seldom clearly specified the level of education to which the activities pertained. Consequently, data could not be collected or analysed according to the level of education that those activities address.

What follows is a presentation of the findings from these two stages of research data collection. Chapter 4 presents the findings from the literature review, and Chapter 5 first presents the data from the examination of the education activities in the CAP followed by a discussion of those findings.

4 Why Education in Emergencies? Objectives and Justifications in the Literature

Education in emergencies is a field of increasing importance for scholars and education actors, both national and international. This is reflected by the growth of literature on the field in the last two decades, culminating most recently with the launch of the UNESCO *EFA Global Monitoring Report 2011: The Hidden Crisis – Armed Conflict and Education* that addresses the impact on education of emergencies resulting from violent conflict. This chapter presents a synthesis of the objectives and justifications for education in emergencies that have been identified through a review of documents produced by scholar-practitioners, UN agencies and NGOs. The summary focuses on the key features of why education in emergencies is important and what it should achieve through its programmes.

4.1 Classification of Documents Reviewed

The literature review focused on a variety of documents including articles produced by scholar-practitioners in the field of education in emergencies, policy and advocacy documents produced by UN agencies, UN agencies' websites, the UN Conventions and Resolutions, and NGO-produced documents that include tools, reviews and websites. The complete list of documents reviewed is presented in Table 4.1. As explained in Chapter 2, these documents were all selected for review because each explicitly articulates the objectives and/or justifications for education in emergencies. The findings from the review are presented in the sections below.

Table 4.1 – Literature Reviewed: Documents and Websites

United Nations	Scholarly	NGOs
<p>Bensalah, K., Sinclair, M., Nacer, F.H., Commisso, A & Bokhari, S. (2001). <i>Education in Situations of Emergency and Crisis: Challenges for the New Century</i>. Paris: UNESCO.</p>	<p>Berther, A. & L., Charlotte. (2010). The Work of the Education Cluster in Haiti. <i>Humanitarian Exchange Magazine</i>, 48.</p>	<p>Bethke, L. & Braunschweig, S. (2004). <i>Global Survey on Education in Emergencies</i>. New York: Women’s Commission for Refugee Women & Children.</p>
<p>Convention on the Rights of the Child (1989).</p>	<p>Mosselson, J., Wheaton, W. & Frisoli, P. (2009). Education and Fragility: A Synthesis of the Literature. <i>Journal of Education for International Development</i>, 4(1), 1-17.</p>	<p>Burde, Dana. (2005). <i>Education in Crisis Situations: Mapping the Field</i>. New York: USAID.</p>
<p>Pigozzi, M. J. (1999). <i>Education in Emergencies and for Reconstruction: A developmental approach</i>. New York: Unicef.</p>	<p>Nicolai, S. & Triplehorn, C. (2003). <i>The Role of Education in Protecting Children in Conflict</i>. London: Overseas Development Institute.</p>	<p>INEE. (2010). <i>Minimum Standards for Education: Preparedness, Response, Recovery</i>. New York: INEE.</p>
<p>Sinclair, M. (2001). Education in Emergencies. In J. Crisp, C. Talbot, & D.Cipollone, (Eds.), <i>Learning for a Future: Refugee Education in Developing Countries</i> (pp. 1-83). Geneva: UNHCR.</p>	<p>Sommers, M. (2002). <i>Children, Education and War: reaching Education for All (EFA) Objectives in Countries Affected by Conflict</i>. New York: The World Bank.</p>	<p>INEE. (2008a). <i>About Education in Emergencies</i>.</p>
<p>Sinclair, M. (2002). <i>Planning Education In and After Emergencies</i>. Paris: IIEP-UNESCO.</p>	<p>Sommers, Marc. (2003). <i>The Education Imperative: Supporting Education in Emergencies</i>. Washington, D.C.: Academy for Educational Development.</p>	<p>INEE. (2008c). <i>The Right to Education in Emergencies</i>.</p>
<p>UNESCO. (2000). <i>The Dakar Framework for Action</i>. Paris: UNESCO.</p>	<p>World Bank. (2005). <i>Reshaping the Future: Education and Postconflict Reconstruction</i>. Washington, D.C.: The World Bank.</p>	<p>Save the Children. (2008). <i>Delivering Education for Children in Emergencies</i>. London: International Save the Children Alliance.</p>
<p>UNESCO. (2010, 25 May). <i>Did You Know? Nine Reasons to Provide Education During and After Conflicts and Disasters</i>.</p>		
<p>UNESCO. (2011). <i>EFA Global Monitoring Report 2011: The Hidden Crisis – Armed Conflict and Education</i>. Paris: UNESCO.</p>		
<p>Unicef. (2010, 13 October). <i>Emergencies and Post-Crisis Education</i>.</p>		
<p>Universal Declaration of Human Rights (1948).</p>		
<p>United Nations General Assembly Resolution 64/290. The right to education in emergency situations. 27 July 2010.</p>		

4.2 Conceptual Approaches to Justifying Education in Emergencies

Three conceptual approaches to education in emergencies are found in the reviewed documents: a human rights approach, a humanitarian approach, and a development approach. The three conceptual approaches are explained in a document (Burde, 2005) that maps the field of education in emergencies. The human rights approach emphasises the right to education for all persons in all emergency situations and for refugees and internally displaced persons. Crises, such as natural disasters and violent conflict, are seen as potential obstacles to the fulfilment of children's right to education (Burde, 2005). Education in emergencies should ensure the right to education, the rights in education and the rights through education.

The humanitarian approach emphasises the potential for education services and structures to provide immediate protection to children and prevent human rights violations during the temporary set of adverse circumstances faced during a crisis. This humanitarian approach was particularly important for promoting the inclusion of education in humanitarian relief through the establishment of the Education Cluster and its involvement in the CAP (Burde, 2005).

The development approach sees crises as holding back development potential and justifies interventions for education in emergencies to prevent backward development. The development approach recognises that education is a long-term social investment, and education in emergencies is intended to promote stability during the crisis and support post-crisis reconstruction and development. Education activities during emergencies should begin from the onset of the crisis with a focus on sustainability and the transition from post-crisis response to early-recovery and development (Burde, 2005).

These conceptual approaches are particularly apparent in the justifications for education in emergencies. The scholars, practitioners and agencies who engage within this field do so with clear perspectives on why it is important and what it should achieve. Most actors engaged in the field of education in emergencies align their programme goals with these conceptual approaches – each of these conceptual approaches has merit in defining the justification for and organisation and delivery of support for education in emergencies (Burde, 2005).

While they form convenient categories for understanding and analysing education in emergencies, it is important to recognise that these three conceptual approaches are not mutually exclusive, clearly delineated categories. Nor are the conditions during a crisis that they reflect and attempt to address mutually exclusive or clearly demarcated (Burde, 2005). The risks to human rights, humanitarian concerns and development can and often do occur simultaneously, resulting from the same humanitarian emergency. Consequently these conceptual approaches to education in emergencies can exist in parallel to one another, particularly when justifying activities for education in emergencies.

4.2.1 A Biased Perspective on Education in Emergencies and the Literature Reviewed

The justifications and objectives for education in emergencies reported below all purport that education can prevent and mitigate the negative effects that result from crises. While these summaries focus on the beneficial, almost idealistic potential for education to be a positive component in emergencies, the role of education is never so one-sided and unequivocally benign. The malignant potential of education to contribute to and exacerbate crises, particularly ideological- and identity-based violent conflict is recognised by scholar-practitioners. Education can expose children to racism, sexism, religious intolerance and other forms of discrimination, and can incite them to acts of violence and genocide (Tomaševski, 2001a). While education can foster greater resiliency to environmental, health and economic crises, it is also complicit in magnifying the likelihood of crises due to a lack of public awareness of risk and the means for preparedness and prevention.

There is a growing body of literature (Bush & Salterelli, 2000; Mosselson et al., 2009; UNESCO, 2011) that seeks to develop a greater understanding of the destructive potential of education. While this literature is important for the field of education in emergencies, it does not fall within the scope of this literature review and this thesis' narrow definition of emergencies and education in emergencies. The literature review in this thesis instead focuses on documents that clearly articulate possible education activities and initiatives in the context of the structured and clearly delineated operations of a humanitarian response, as explained in Chapter 1. The

sections below summarise the positive contributions that education is believed to be able to make during humanitarian responses, and which should be reflected in the CAP documents.

4.3 Justifications for Education in Emergencies

There are those who see education to be a long-term development activity that only delivers beneficial results after years and decades, not in the much shorter timeframes of emergencies and humanitarian responses. Dedicating resources to education in emergencies is believed to divert much needed resources from more immediate, essential services such as food, shelter and health care (Sommers, 2003). Schooling may seem irrelevant or of lower value to governments and humanitarian actors, who instead prioritise activities that most obviously address the humanitarian imperative of keeping affected populations alive during times of crisis (Sommers, 2003). Yet scholar-practitioners, UN and NGO agencies that advocate for education in emergencies counter, as explained in Chapter 2, that these perspectives are based on a misunderstanding of the purposes of both education in emergencies and humanitarian assistance.

The provision of support for education in emergencies is predicated on the belief that during a humanitarian crisis the international community must do more than just prevent people from dying (Martone, 2002). According to Sinclair (2001: 9), *“This is the reverse of the “macho” philosophy that education is a luxury in emergencies, and not a humanitarian requirement.”* Education in emergencies is justified on the grounds that it ensures access to and continued provision of good quality education in a safe environment, in order to protect children and adolescents during crises and support the return to stability and normalcy (Berther & Lattimer, 2010). Most importantly, crisis-affected communities value education as a lifeline in desperate times, and prioritise and demand support for the continued provision of quality education (INEE, 2008a)

4.3.1 Conceptual Approaches to the Justification of Education in Emergencies

The justifications for education in emergencies can be understood and categorised according to the human rights approach, the humanitarian approach and the development approach. Each of

these conceptual approaches offers a different reason for why education in emergencies should be part of a humanitarian response. This is well summarised in a Bensalah et al. (2001: 33-34) publication co-authored by Sinclair:

Apart from its apparent humanitarian character, emergency education represents a formidable springboard for reconstruction and sustainable development in situations of crisis... Emergency programmes, by definition, respond to immediate needs, whether at the humanitarian, pedagogical, organizational or infrastructure level... However, any humanitarian interventions which focus only on immediate needs will remain insufficient and incomplete unless they look forward to the reconstruction of education systems and, through this, the perspective of general rehabilitation... This long-term vision is vital for social stability and the return to normalcy... Any interruption of education programmes constitutes a serious violation of children's rights.

The documents reviewed in this thesis present a number of key justifications for education in emergencies. These justifications articulate **why** education in emergencies is important and **why** it is a crucial element of any humanitarian response. What follows is a summary of the key features of these justifications for education in emergencies that were identified through the literature review. The majority of the documents reviewed (20 out of 23) clearly presented justification(s) for education in emergencies. Of the 20 documents, 16 (80 per cent) justified education in emergencies according to a human rights approach, 13 (65 per cent) according to a humanitarian approach, and 15 (75 per cent) according to a development approach. As argued above, the use of one conceptual approach to justify education in emergencies does not exclude the use of another argument according to another conceptual approach. Most of the documents had several conceptual approaches to why education in emergencies is important. This research has summarised the dominant perspectives on education in emergencies identified in the documents reviewed and presented them according to three distinct conceptual approaches for the sake of clarity, rather than in an attempt to harmonise parallel approaches.

Table 4.2 summarises the human rights, humanitarian and development justifications for education in emergencies. Appendix 4 summarises the justifications used in the conceptual approach of each document reviewed. Appendix 5 presents an overview of the frequencies that the human rights, humanitarian and development conceptual approaches were used to justify education in emergencies in the 20 documents.

Table 4.2 – Summary of the Justifications for Education in Emergencies

Human Rights Justifications	Humanitarian Justifications	Development Justifications
<ul style="list-style-type: none"> • The right of all persons to free, compulsory education • The right to education is not suspended during crises • Education can ensure dignity and the fulfilment of other human rights • Opportunity for initiatives to overcome discrimination and disparities such as gender • Education supports humans to reach their full potential and claim their other rights 	<ul style="list-style-type: none"> • Education can be life-saving and life-sustaining • Education provides physical protection • Education provides cognitive protection • Education provides psychosocial protection and support • Schools and education serve as entry points for the provision of other essential emergency support • Education can support the legal protection of children 	<ul style="list-style-type: none"> • Quality education in emergencies contributes to social, political and economic reconstruction and development following a crisis • Quality education in emergencies contributes to sustainable peace and development • The provision of education in emergencies is an explicit element in support of EFA and MDG 2 • Crises are development in reverse, and education in emergencies can mitigate the long-term negative effects for development • Support the reconstruction and the resumption of development • Invest in the long-term cognitive, social and emotional development of children and adolescents

4.3.2 Human Rights Justification

The right of all persons to education is used as justification for education in emergencies. The right to education, which includes the right of access to education, the protection of rights in education and fulfilment of other rights through education is a fundamental human right. Like all human rights, the right to education is universal and inalienable, cannot be given, nor taken away, and is not suspended during times of crises (INEE, 2008c). The right of all persons to free and compulsory primary education is confirmed in the Universal Declaration of Human Rights (United Nations, 1948) and the Convention on the Rights of the Child (United Nations, 1989). The right to education during times of crises was reaffirmed and strengthened in 2010 with the General Assembly Resolution 64/290 (United Nations, 2010), which was also reviewed during

this research. Most of the documents reviewed recognise the right to education as justification for supporting education in emergencies.

As discussed in Chapter 2, education is a fundamental human right and an end in itself: quality education supports individuals to reach their full potential and claim their other rights, while providing opportunities to overcome discrimination and social disparities including gender, linguistic, religious and ethnic disparities (INEE, 2008c). According to INEE, “*gaining and utilising the knowledge and skills that a basic education affords permit the exercise of other fundamental rights*” (INEE, 2008a). Access to quality education is a right in itself, and enables the fulfilment of the other rights.

4.3.3 Humanitarian Justification

Education should be recognised as a fundamental element of child protection during a humanitarian response. As Nicolai and Triplehorn (2003) have noted, children constitute a particularly vulnerable group in times of crisis due to their dependence on adult care, and the protection of children during crises is a legal, social and physical concern. Education is a tool for protection and schools are a cost-effective form of protection that provides safe and supportive environments for children (Sommers, 2003). In emergency situations through to recovery, quality education in a safe learning environment provides physical, cognitive and psychosocial protection. That protection can be both life-saving and life-sustaining by providing adult supervision in a safe place that is free from the dangers and risks of exploitation of a crisis environment (Nicolai & Triplehorn, 2003). Those dangers include violence and sexual assault, sexual and economic exploitation, abduction, and forced recruitment into armed forces, armed groups and gangs (INEE, 2010; INEE, 2008a; Sommers, 2003).

Schooling offers vital support that can mitigate the psychosocial impacts of a crisis by promoting a sense of normalcy, stability and hope for the future (INEE, 2010; Sommers, 2003). According to Sinclair (2001: 7):

the strongest reasons for supporting organized activities such as education early in emergency situations are to lessen the psychosocial impact of trauma and displacement and to protect at-risk groups.

The adult supervision, structured daily schedules, social networks, normalcy and sense of self-worth that comes from being a student provide invaluable support for mitigating the psychosocial stresses caused by crises (Nicolai & Triplehorn, 2003). Schools can also act as hubs for the provision of care and support services including safe water, sanitation, health, nutrition and recreation for children and adolescents during crises (Unicef, 2010). Education can be used to deliver vital safety and protection messages to children, parents and communities. Education can also support adaptive responses to crises, addressing some of the particular conditions that arise during emergencies and conveying potentially life-saving information (Nicolai & Triplehorn, 2003).

4.3.4 Development Justification

Emergencies such as conflict or natural disasters are conceptualised as “*development in reverse*” (Collier et al., 2003). They can undo past development gains, interrupt ongoing development programmes, and cause obstacles and long-lasting negative effects to future economic and social development. That emergencies can reverse and obstruct development was recognised by governments in the Dakar Framework for Action, which identified conflict as “*a major barrier towards attaining Education for All*” (UNESCO, 2000: 19). Findings by UNESCO (2011) clearly indicate that emergencies resulting from armed conflict are a barrier to Education for All and long-term development. For the World Bank (2005: *xvi*), emergencies are seen as having:

devastating impact on education, both directly in terms of the suffering and psychological impact on the pupils, teachers, and communities, and in the degradation of the education system and its infrastructure. Yet these same education systems are expected to make a significant contribution to rebuilding a shattered society at a time when they themselves are debilitated by the effects of conflict.

If education in emergencies is to contribute to undoing the damage caused by crises, build resiliency to future crises and support future economic and social development, education in emergencies must be undertaken with a development perspective from the outset of the humanitarian response (World Bank, 2005). Pigozzi (1999) notes that programmes for education in emergencies must be development programmes and not merely a stop-gap measure that will cease once the excitement of the initial humanitarian response has passed. While education in emergencies programmes will likely begin simply, they must extend and expand to address

early-recovery and development issues (Pigozzi, 1999). Bensalah et al. (2001: 8-9) present a similar development approach:

For UNESCO, education in emergencies is comprised of programmes that are a response to exceptional crisis conditions requiring exceptional means of response, linked to a process of planning for future educational developments... education in emergencies [sic.] is a humanitarian imperative which has development-promoting outcomes.

Education in emergencies strengthens communities affected by crisis and supports the redevelopment of civil society. The provision of education during emergencies provides a foundation for the development of peaceful, post-crisis communities (Sommers, 2003). Investment in the education of crisis-affected populations represents on the micro level an investment in a better future for those individuals, households and communities, and on the macro level an investment in the development of the crisis-affected country and in the peace and prosperity of the countries in the region (Sinclair, 2001). Failure to invest in education can lead to the perpetuation of fragility and a state of chronic crisis (Sinclair, 2001; UNESCO, 2001).

Crises present challenges to the reconstruction of education systems and yet opportunities to implement reform (World Bank, 2005). Education in emergencies is not only crucial for preventing reverse development but can provide opportunities to address any weaknesses and shortcomings that existed prior to a crisis and might have contributed to it, and to improve the quality of education and increase access to education. The opportunities provided by crises should be used to promote more equitable education systems that contribute to the development of more equitable societies (INEE, 2008a). Education systems that are more resilient and equitable, and schooling that builds greater resiliency and equity are part of the critical strategy for a development approach to education in emergencies.

4.4 Objectives for Education in Emergencies

The general goal of education in emergencies is to ensure the continued provision of quality education to meet the needs of crisis-affected populations. When the ordinary education system fails or is absent due to a humanitarian emergency, aid activities are necessary to support the delivery of education to the affected populations. This goal, however, is comprised of a number of specific elements that constitute the objectives for education in emergencies. During crises

there are access and equity problems that limit participation in schooling. Even if access is maintained, there may be further problems regarding the quality of education as teachers, parents, the government and aid agencies struggle to ensure the continuity of schooling (Sommers, 2002; UNESCO, 2011). Orderly educational environments must be quickly established amid the chaos of a crisis. Teachers must be identified and trained, students registered, materials procured, learning locations identified, and curriculum developed and approved (Sommers, 2003).

4.4.1 General Objectives for Education in Emergencies

Although all emergencies and humanitarian responses are unique, INEE (2008a) recognises the following standard objectives that are common to an education response. It is essential to establish safe spaces for education to take place during a humanitarian emergency. Temporary shelters such as tents are often used to provide safe learning spaces while long-term education spaces are rehabilitated and developed. Teachers and other education staff must be secured to teach, care for and supervise children so rapid teacher recruitment, training and support is often required to meet these personnel needs. Teaching and learning materials are often needed for classes to continue or resume, so these essential supplies must be secured and distributed. Recreation is also an essential element of the psychosocial, physical and cognitive wellbeing of children, and requires the provision of culturally relevant play and recreation materials and activities. In addition to providing spaces for schooling and recreation, students and teachers must have access to adequate water and sanitation facilities that must be segregated for teachers and students, and boys and girls. Fulfilling these objectives constitutes the bare minimum necessary to ensure child-friendly, safe learning spaces where teachers can teach with minimum hardship and students can play, are purposefully engaged in their learning, regain a sense of normalcy, and can receive or be referred to other vital services (INEE, 2008a).

UNESCO (2011) summarises a number of immediate objectives for education in emergencies that are applicable in all crisis situations: User fees should be withdrawn to eliminate potential barriers to schooling. Community initiatives for education should be built on through the recognition and accreditation of community-run schools. Schools and classrooms must be rehabilitated to ensure the availability of spaces for learning. The educational achievements of

returnees must be recognised through accreditation of the schooling received by refugees in other countries. Accelerated learning programmes (ALP) should be supported to ensure that children who lost education opportunities can return to school and resume progress and matriculation. Skills training and technical and vocational education and training (TVET) should be prioritised to support for disarmament, demobilisation and reintegration. Teachers should be recruited and trained, and psychosocial support must be provided (UNESCO, 2011).

In addition to these immediate objectives, there are a number of broad themes that constitute good practices for education in emergencies. UNESCO (2011) presents several early-recovery objectives that ensure the foundation for long-term recovery. Interventions should strengthen the national planning system, and to do so must begin early and continue through progressive stages. The development of an effective post-crisis national planning system is the basis for long-term reconstruction. Goals and their corresponding strategies for reconstruction and development must be established to define the ambition for the education sector and set the direction of education policy. Information systems must also be developed to ensure that the necessary data to facilitate effective planning is available, and to enable transparency and accountability. Data on the numbers of students and teachers and the post-crisis state of schools is necessary to establish essential goals such as teacher recruitment targets or financial requirements. Finally, the development of more inclusive education systems is an essential element of post-crisis, particularly post-conflict recovery. Education interventions that target particular groups and regions that were badly affected by the crisis are crucial for reconstruction and to decrease the risk and susceptibility of those groups and regions to further crises (UNESCO, 2011).

4.4.2 Objectives in the Field of Education and Fragility

Although the emerging field of education and fragility extends far beyond this thesis' examination of education in emergencies, as explained in Chapter 1, the synthesis of the literature on education and fragility by Mosselson et al. (2009) identified a number of objectives for education in fragile situations that are applicable in the context of a humanitarian emergency. It is not enough to simply provide schools for crisis-affected populations. Opportunities to mitigate the immediate effects of a crisis, alleviate future repercussion and improve the

educational outcomes will be missed if careful attention is not given to the issues of access and quality (acceptability) of education (Mosselson et al., 2009).

An emergency has a direct impact on the education system and challenges service delivery, policy coherence, and financial (aid) allocation. The objectives for education in emergencies are to enhance child welfare and promote stability and redevelopment (Mosselson et al., 2009). The immediate provision of education must be emphasised in order to sustain resilient learning communities so that crisis-affected communities retain a pedagogical bond and sense of identity as a community of learners (Mosselson et al., 2009). This is essential for a speedy return to the normal development path.

4.4.3 Specific Objectives for Education in Emergencies

Many of the documents reviewed (14 out of 18) clearly present a number of key objectives for education in emergencies. The objectives of the human rights approach to education in emergencies are to ensure that all children, without discrimination or disparity, receive quality education that guarantees their rights in and through education. The objectives of the humanitarian approach are to establish safe spaces where education activities can be carried out as a stop-gap measure until regular services can resume. The objectives of the development approach are to ensure community participation and government collaboration in education programmes and content that look towards sustainability and the transition to resumed development (Burde, 2005).

Specifically, Sinclair (2001) has summarised the following list of objectives for education in emergencies. These objectives are echoed by INEE (2010) and Sommers (2003), and reflect the general themes and specific goals presented throughout the documents reviewed.

1. Recruit and train teachers and community youth leaders through pre- and in-service teacher training, and teacher certification. Ensure appropriate remuneration and working conditions, and appropriate support and supervision mechanisms for teachers and other education personnel.
2. Strengthen community participation in school management and local education administration.

3. Meet the psychosocial needs of children and adolescents through capacity development of teachers, resumption of routines and stability, recreation, strengthening participatory, child-centred pedagogy and establishing safe school spaces.
4. Guarantee the continuity between the pre-crisis and post-crisis education experiences of students and education staff by ensuring that the response relates to the completion and resumption of pre-crisis schooling. Provide catch-up classes, accelerated learning programmes, examinations, etc for students to complete the interrupted school year(s) and be eligible to resume the academic progress and matriculation. Ensure the certification and accreditation for education in emergencies and the training and capacity development of teachers and other education personnel.
5. Ensure the sustainable development of education systems through the implementation of durable programming.
6. Develop and implement crisis-specific curricula that promotes peace building, human rights, social cohesion, and learning that supports social, political and economic reconstruction and development.
7. Convey survival messages and services such as health education, nutritional support, environmental awareness, mine awareness, sanitation and hygiene, education for peace and citizenship, etc.
8. Ensure education access for all groups, be they gender-specific, early childhood, adolescents, minorities, children separated from parents or care-givers, ex-combatants, or children with disabilities.
9. Prepare ongoing refugee and IDP education programmes to receive new arrivals. Ensure education access for refugees, IDPs and transfer students.
10. Improve (emergency) education quality through teacher training and development of teaching and learning materials.
11. Improve emergency education coverage.
12. Develop education policy that prioritises the continuity and recovery of quality education that meets the learning needs of affected populations during the present and future possible crises.

Sommers (2003) acknowledged that it takes time and resources to roll out a full-spectrum programme for education in emergencies. Basic schooling with a special, skeletal curriculum that emphasises literacy, numeracy, routines and socialisation may be temporarily implemented

to initiate the resumption of schooling in the acute stage of a crisis. Once the emergency situation stabilises, teachers are identified and resources secured, a more complete programme for education in emergencies that meets all objectives should be developed and implemented (Sommers, 2003).

These objectives reflect **what** education in emergencies should achieve during a humanitarian response and early recovery. Table 4.3 summarises the objectives for education in emergencies identified through the document review. Appendix 6 lists the documents that presented objectives for education in emergencies. These objectives pertain to the issues of the availability, accessibility, acceptability, and adaptability of education, as explained according to the conceptual framework of the 4As. Alternatively they can be understood according to the issues of education access, equity, quality and relevance. In the following chapter, the Education Cluster activities in the CAP are examined. The human rights approach is used to analysis the objectives that these activities pursue, and these objectives are compared to those identified in the literature.

Table 4.3 – Synthesis of the Objectives for Education in Emergencies

Objectives for Education in Emergencies
<ul style="list-style-type: none"> • To provide immediate access or ensured continuity to good quality education in a safe environment • To ensure equal access to learning opportunities for individuals of all ages and gender • To ensure the presence of a sufficient number of teachers and other education personnel • To ensure appropriate remuneration, working conditions, and support and supervision mechanisms for teachers and education personnel • To provide relevant training and capacity development for teachers and education personnel • To ensure the availability of safe learning spaces • To ensure the availability of essential teaching and learning materials • To ensure the availability of essential water and sanitation facilities • To develop and approve relevant, accredited curricula • To ensure community support for and participation in education through School Management Committees, Parent-Teacher Associations, and Community Education Committees • To ensure the availability of alternative, non-formal and out-of-school education • To provide physical protection through education • To provide cognitive protection through education • To provide psychosocial protection through education • To protect against human rights violations through education • To convey survival messages, and life-saving knowledge and skills for the crisis environment through education • Schools and education can be used as entry points for others forms of humanitarian protection such as nutrition, sanitation, and health • To provide training and capacity development of Ministry of Education personnel • To build resiliency to further crisis • To support peace building • To support reconstruction and the speedy resumption of development

5 Findings from the Examination of the Education Cluster Activities in the CAP

In this chapter the findings from the examination of the Education Cluster activities in the CAPs are presented and examined. The chapter begins with a summary presentation of the data followed by a discussion of these findings, their strengths and limitations.

5.1 Textbooks, Classrooms and Teachers: Activities for Education in Emergencies

The examination of education in emergencies in the context of a humanitarian response began with the measure of the frequencies of activities proposed by the Education Cluster actors in the CAP. Figure 5.1 presents the three-year average relative frequencies (proportional percentage) of education activities proposed in CAPs from 2009 to 2011. The categories of activities measured are those classified as *Activities for Education in Emergencies* in the coding manual and human rights approach, as explained in Chapters 2 and 3.

The complete data on activities, including both absolute frequencies and relative frequencies proposed by country from 2009 to 2011 is presented in Appendix 2. The annual averages for each activity are presented in Appendix 7.

Figure 5.1 – Average of Relative Frequencies of Activities for Education in Emergencies Proposed from 2009 to 2011

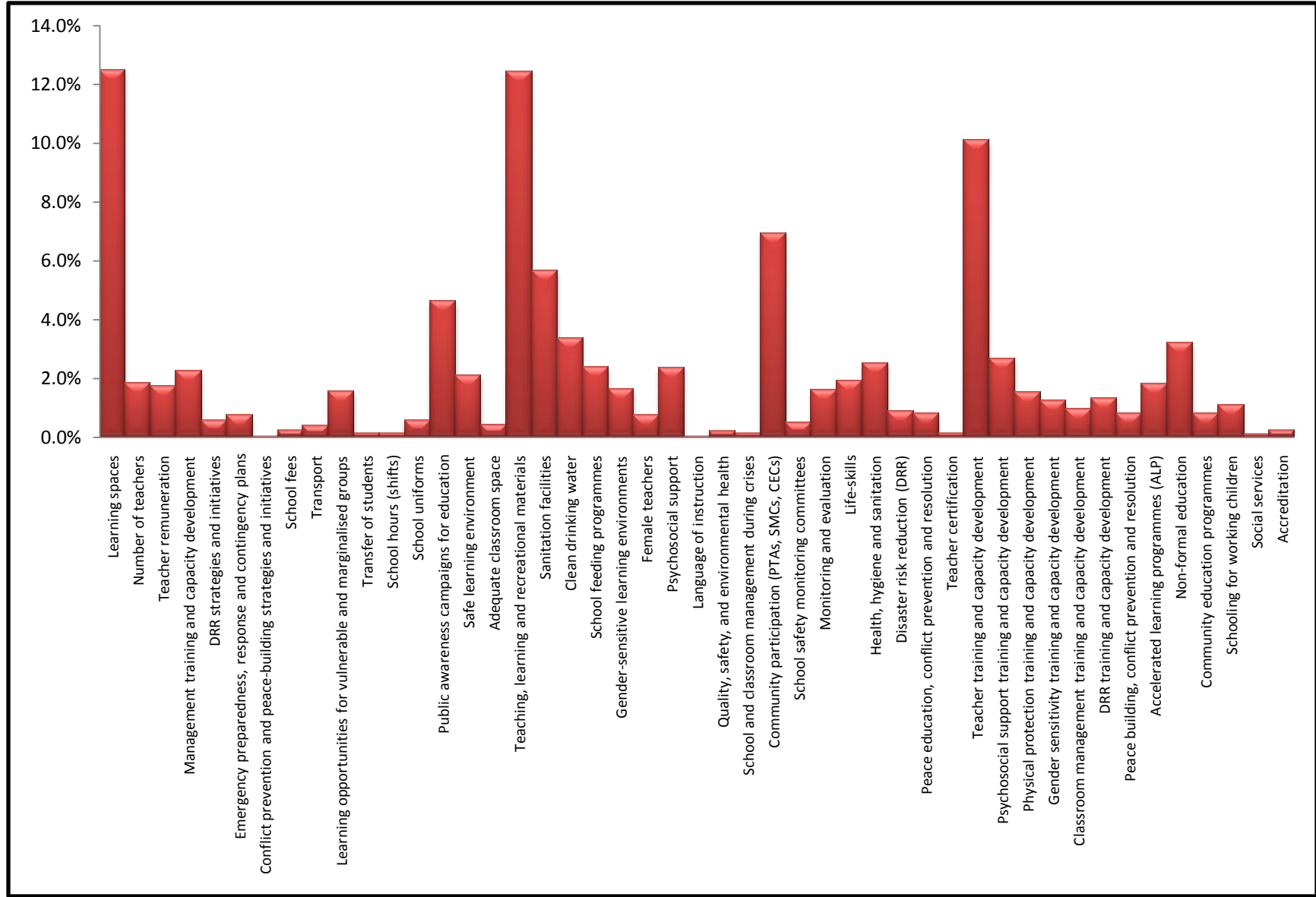


Figure 5.1 clearly illustrates the relative frequency of the categories of activities proposed by members of the Education Cluster in the CAP between 2009 and 2011. According to the annual data (Appendices 1 & 6), the most frequently occurring activity (the mode) in 2009 concerned the availability of learning spaces, while in 2010 and 2011 it was activities concerning the availability of teaching, learning and recreational materials. On average the most frequently proposed activity between 2009 and 2011 was to ensure the availability of learning spaces, followed by activities to ensure the availability of teaching, learning and recreational materials, and activities for teacher training and capacity development.

Although activities to ensure the availability of learning spaces was the most frequently occurring individual category of activities, the distribution of frequencies changes when the activities are examined according to the human rights approach. The middle range activities (those representing 1.5 to 5 per cent of the activities proposed) become far more significant, as we see below, when considered in terms of the area of the education system that they support, which of the 4As they address, and what aspect of the right to education they fulfil.

5.2 A Focus on the School Environment: Activities in Support of the Components of the Education System

Table 5.1 presents the annual absolute frequencies and annual relative frequencies (proportional percentage), the average relative frequencies, and the total absolute frequency and total relative frequencies of the activities for each of the *Components of the Education System*. This data is presented in Figures 5.2 and 5.3.

Table 5.1 – Measure of the Frequencies of Activities According to the Components of the Education System

		Annual Frequencies						Average Annual Per cent	Total Frequencies	
		2011		2010		2009			Total	
		<i>n</i>	per cent	<i>n</i>	per cent	<i>n</i>	per cent		<i>n</i>	per cent
Availability of Education	School buildings	79	9.8	131	11.8	161	15.3	12.3	371	12.5
	Presence of teachers	22	2.7	38	3.4	47	4.5	3.5	107	3.6
	Education managers	28	3.5	25	2.3	14	1.3	2.4	67	2.3
	Policy and planning	10	1.2	21	1.9	9	0.9	1.3	40	1.3
Accessibility of Education	Enrolment and attendance	64	7.9	86	7.8	77	7.3	7.7	227	7.6
Acceptability of Education	School environment	258	32.0	337	30.4	330	31.3	31.2	925	31.1
	Regulation and supervision	90	11.2	91	8.2	98	9.3	9.6	279	9.4
	Curricula	61	7.6	63	5.7	58	5.5	6.2	182	6.1
	Teacher capacities	147	18.2	236	21.3	173	16.4	18.6	556	18.7
Adaptability of Education	Out-of-school education	48	5.9	81	7.3	87	8.3	7.2	216	7.3
Total:		807	100.0	1109	100.0	1054	100.0	100.0	2970	100.0

Figure 5.2 presents the annual relative frequencies (proportional percentage) of activities proposed from 2009 to 2011 according to the components of the education system to which they pertain. The components of the education system measured are those identified according to the analytical framework in Chapter 2. The annual average was calculated using the annual frequency of the total activities proposed for each area of the education system. These are presented in quantitative, proportional relation to the whole.

Figure 5.2 – Annual Averages of Activities According to the Components of the Education System

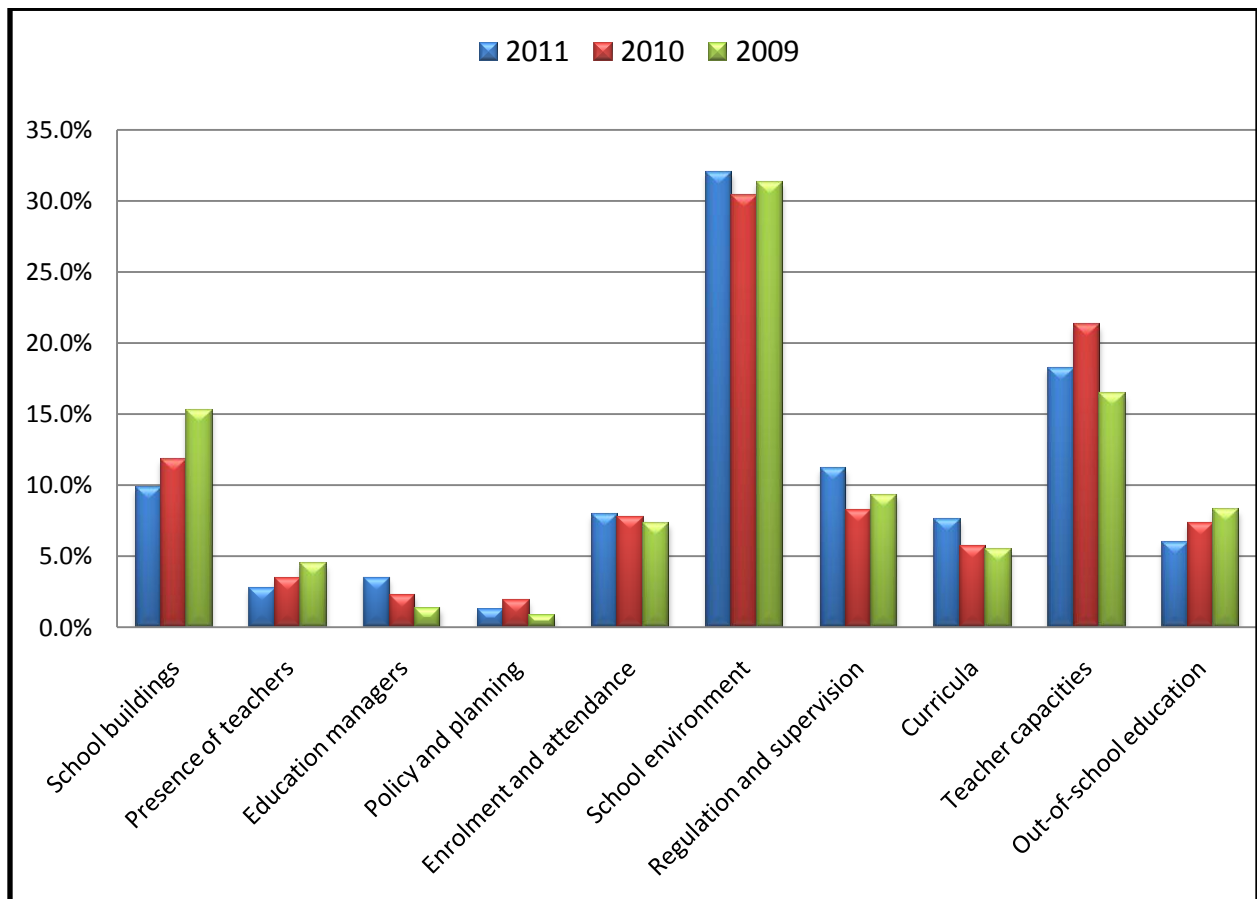
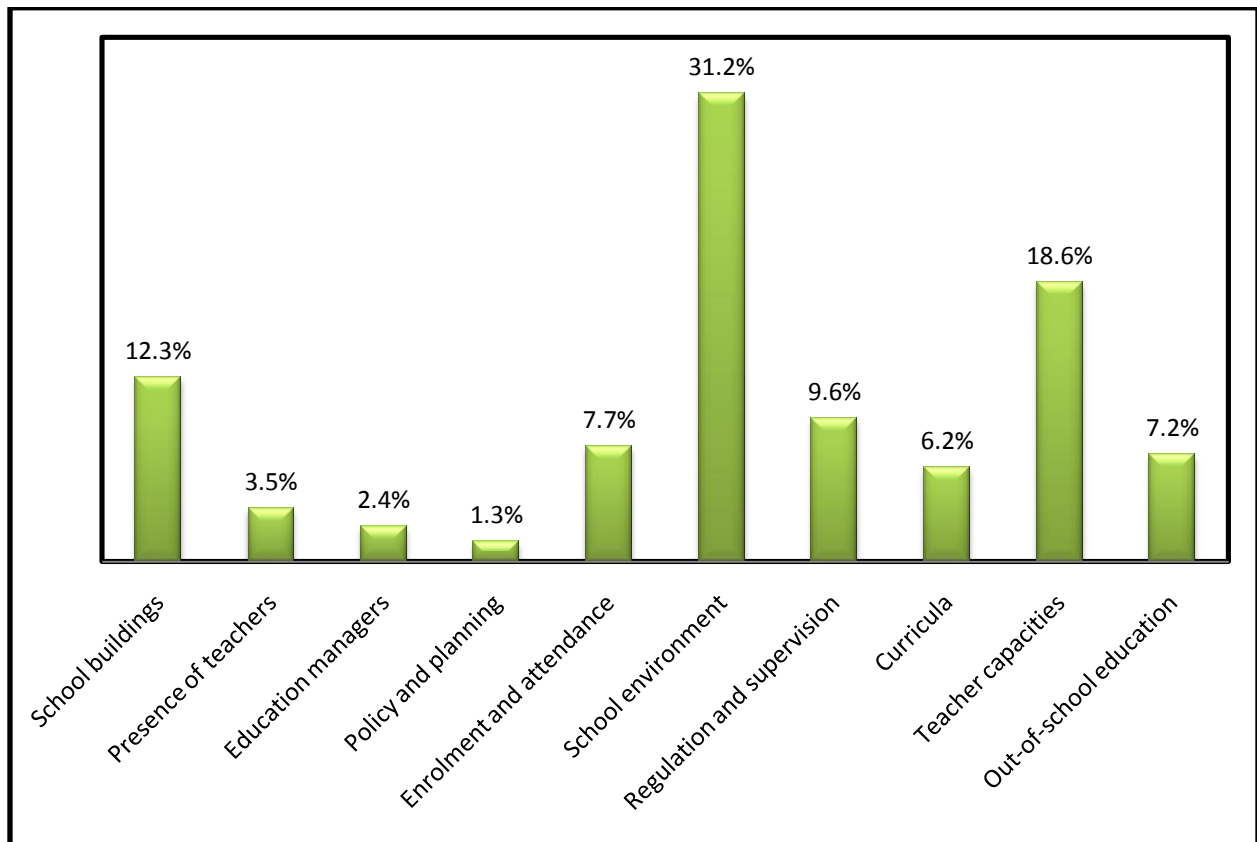


Figure 5.3 presents the three-year average relative frequencies (proportional percentage) of the activities proposed from 2009 to 2011 according to the areas of the education system. The components of the education system measured are those identified according to the analytical framework in Chapter 2. Using the annual frequency of activities proposed for each area of the education system, the average annual relative frequencies (proportional percentage) for each area of the education system was calculated. These are presented in Figure 5.3 in quantitative, proportional relation to the whole.

Figure 5.3 – Activities According to the Components of the Education System, Three-Year Average from 2009 to 2011



Figures 5.2 and 5.3 clearly illustrate a different pattern of distribution from that seen in Figure 5.1. Once the activities are aggregated according to the components of the education system to which they pertain, support for the school environment represents the most frequent activity (the mode), accounting for 31 per cent of the average annual activities proposed. Furthermore, the most frequently supported component of the education system in 2009, 2010 and 2011 was the school environment. Teacher capacities are the second most frequent component of the education system supported, followed by school buildings (representing a little more than 12 per cent of activities proposed).

Activities to ensure the availability of learning spaces was the most frequently proposed individual category of activities (Figure 5.1). Yet this activity is the only one that pertains to the category of school buildings once aggregated according to the components of the education system. Consequently, activities in support of the availability of school buildings remains slightly above 12 per cent and is not the most frequently supported component of activity in the education system.

The number of categories that pertain to each component of the education systems is seen to affect the relative frequencies (proportional percentage) of activities in support of each component. Ten separate categories of activities pertain to the school environment while eight separate categories of activities pertain to teacher capacities. Although the frequency of many of the individual activities was quite low, as seen in Figure 5.1, once the categories of activities are aggregated according to the components of the education system to which they pertain, it is apparent that their collective relative frequencies were much higher and represent a large proportion of the activities proposed in support of education in emergencies.

The relative frequencies of activities in comparison to the relative frequencies of the components of the school environment to which they pertain also illustrate that supporting some areas requires a larger diversity of distinct activities than others. The provision of learning spaces is achieved by merely one category of activities – the construction and rehabilitation of temporary and permanent schools – whereas support for the learning environment and teacher capacities during emergencies requires a complex variety of activities.

5.3 Making Education Acceptable: Activities in Support of the 4As

Table 5.2 presents the annual absolute frequencies and annual relative frequencies (proportional percentage), the average relative frequencies, and the total absolute frequency and total relative frequencies of the activities measured according to the 4As. This data is presented in Figures 5.4, 5.5 and 5.6. Figure 2.1 indicates the grouping of activities and components of the education system according to the 4As.

Table 5.2 – Measure of the Frequencies of Activities According to the 4As

Year: Measure:	Annual Frequencies						Average Annual Per cent	Total Frequencies	
	2011		2010		2009			Total	
	<i>n</i>	per cent	<i>n</i>	per cent	<i>n</i>	per cent		<i>n</i>	per cent
Availability of Education	139	17.2	215	19.4	231	21.9	19.5	585	19.7
Accessibility of Education	64	7.9	86	7.8	77	7.3	7.7	227	7.6
Acceptability of Education	556	68.9	727	65.6	659	62.5	65.7	1942	65.4
Adaptability of Education	48	5.9	81	7.3	87	8.3	7.2	216	7.3
Total:	807	100.0	1109	100.0	1054	100.0	100.0	2970	100.0

Figure 5.4 presents the annual relative frequencies (proportional percentage) proposed from 2009 to 2011 according to the 4As conceptual framework. The annual average was calculated using the annual frequency of activities proposed for each of the 4As. These are presented in quantitative, proportional relation to the whole.

Figure 5.4 – Annual Averages of Activities Aggregated According to the 4As

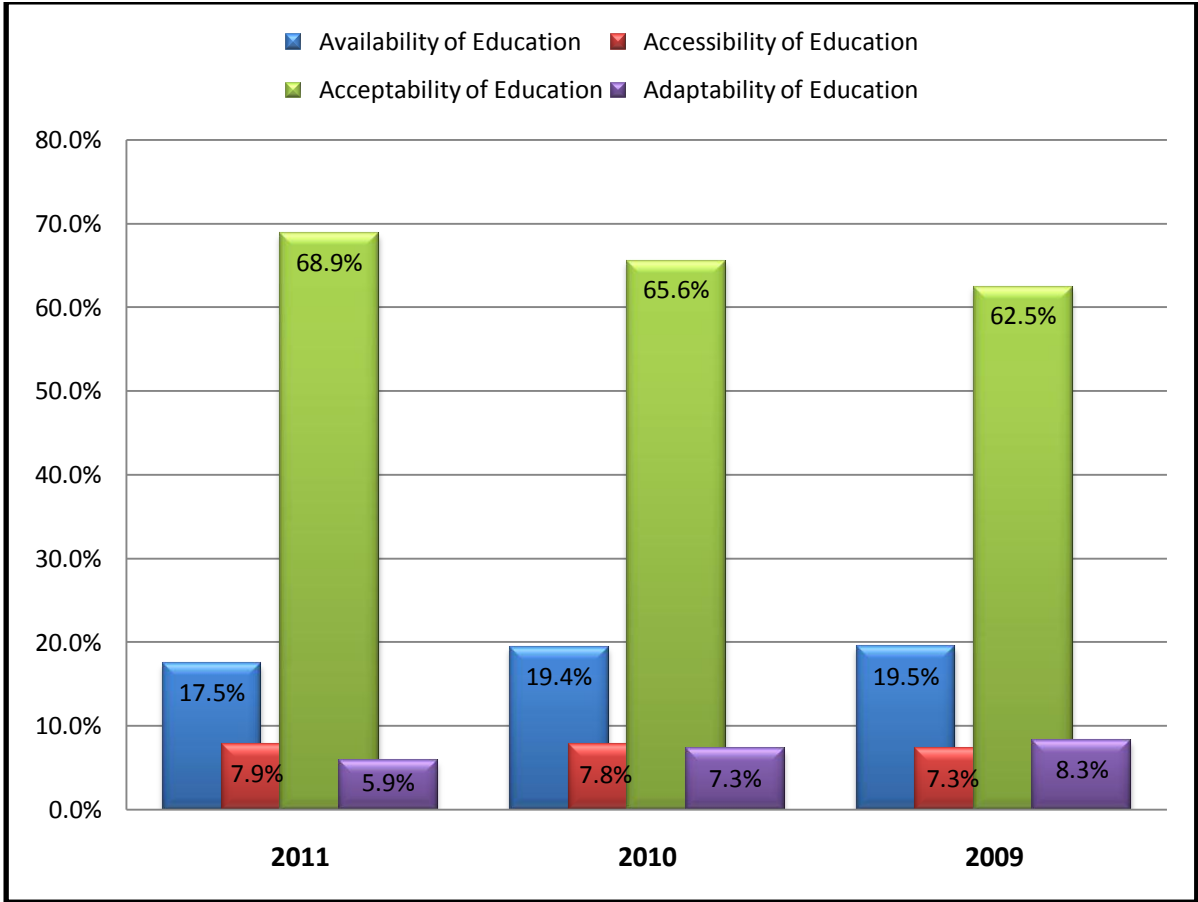


Figure 5.5 presents the annual average relative frequencies (proportional percentage) of activities proposed from 2009 to 2011 according to the 4As conceptual framework. Using the annual frequency of activities proposed for each of the 4As, the annual average was calculated. These are presented in quantitative, proportional relation to the whole to illustrate the changing annual percentage of activities for each of the 4 As.

Figure 5.5 – Changes in the Annual Averages of Activities Proposed According to the 4As

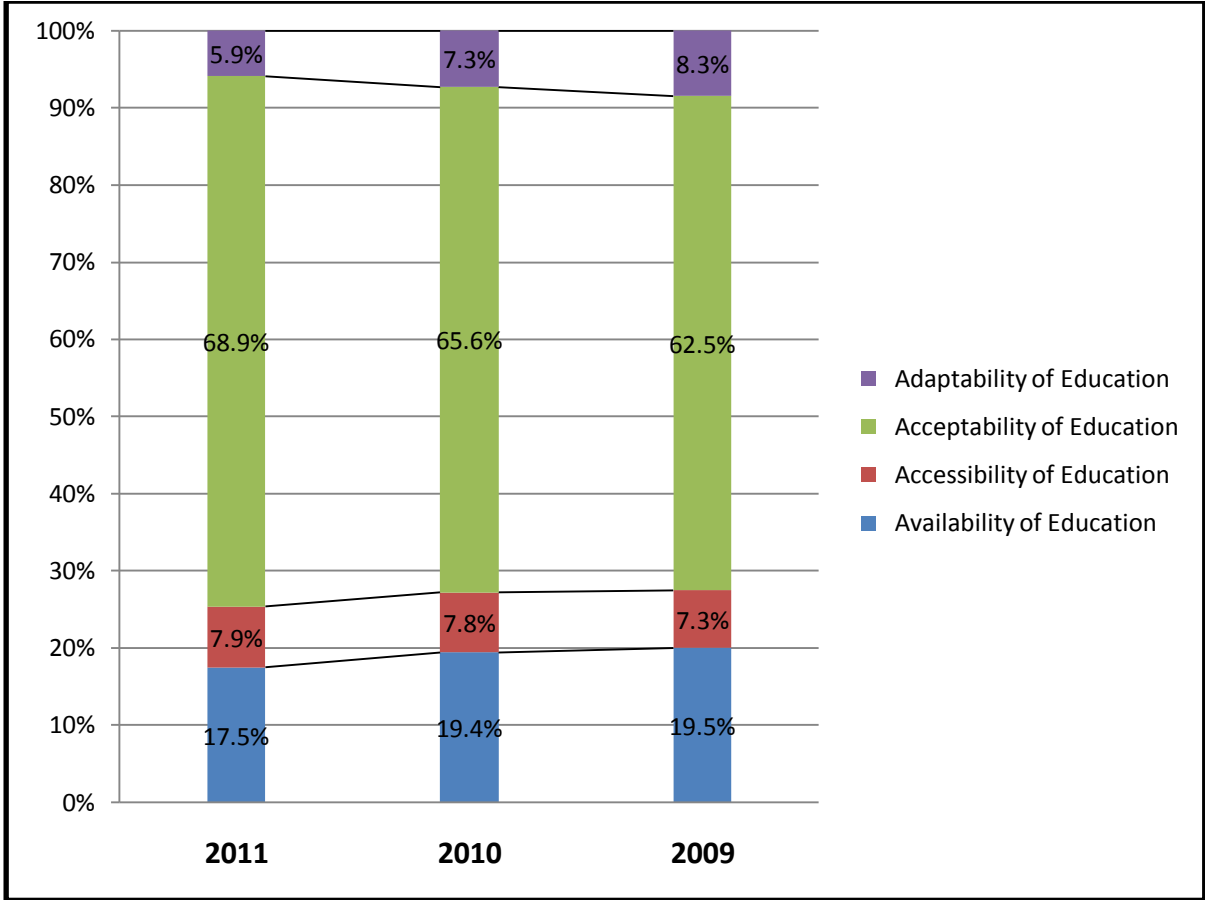
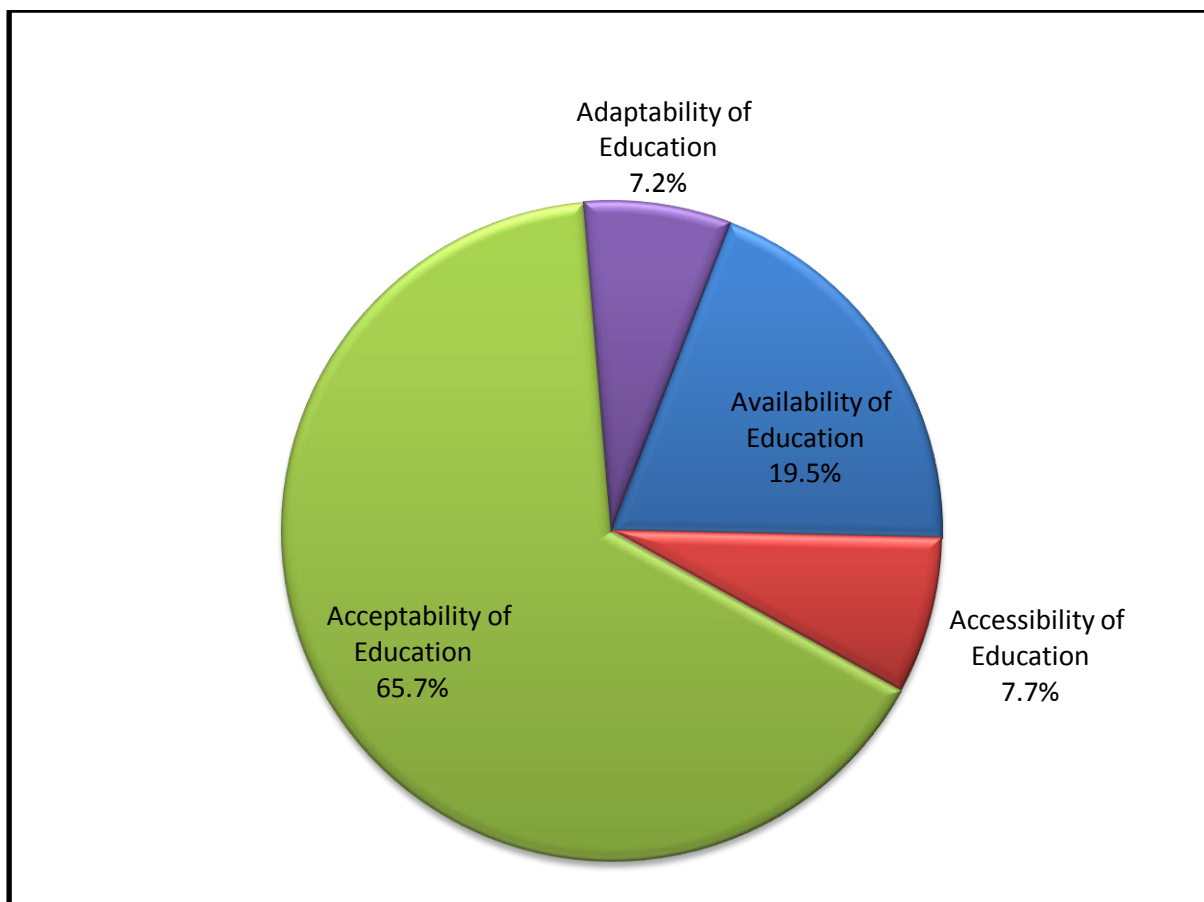


Figure 5.6 presents the three-year average (2009-2011) relative frequencies (proportional percentage) of activities proposed according to the conceptual framework of the 4As. Using the annual frequency of activities proposed for each of the 4As, the average annual relative frequencies (proportional percentage) of activities for each of the 4As was calculated. These are presented in quantitative, proportional relation to the whole.

Figure 5.6 – Proportional Support for the 4As: Three-Year Average



Once the data is further aggregated and collated according to the conceptual framework of the 4As, further information on the objectives of the Education Cluster members emerges. The data on activities for education in emergencies between 2009 and 2011 clearly indicate a definite pattern in the objectives pursued: 66 per cent, exactly two thirds of the average annual activities were in support of the acceptability of education. The acceptability of education was the most frequently supported obligation for education (the mode) every year from 2009 to 2011. This proportion of activities is understandable considering that both the school environment and teacher capacities – the most frequently supported components of the education system – pertain to the acceptability of education. Moreover, the second and third most frequently proposed activities – support for teaching, learning and recreational materials and support for teacher training and capacity development – both pertain to the acceptability of education. The acceptability of education represents the most frequently supported objective, in terms of the 4As.

The availability of education received the second highest proportion of support due to the fact that learning spaces, the most frequently proposed individual activity, pertains to availability. It is understandable that both the adaptability of education and the accessibility of education should proportionally receive the least amount of support. This low proportional support is due to the fact that there are only 2 categories among the 10 components of the education system that pertain to each of them respectively. There are 4 categories among the components of the education system that pertain to the acceptability of education, and 4 categories that pertain to the availability of education.

5.4 What Happens in the Classroom: Activities in Support of the Right to Education

Table 5.3 presents the annual absolute frequencies and annual relative frequencies (proportional percentage), the average relative frequencies, and the total absolute frequency and total relative frequencies of the activities measured according to the right to education and the rights in and through education. This data is presented in Figure 5.7.

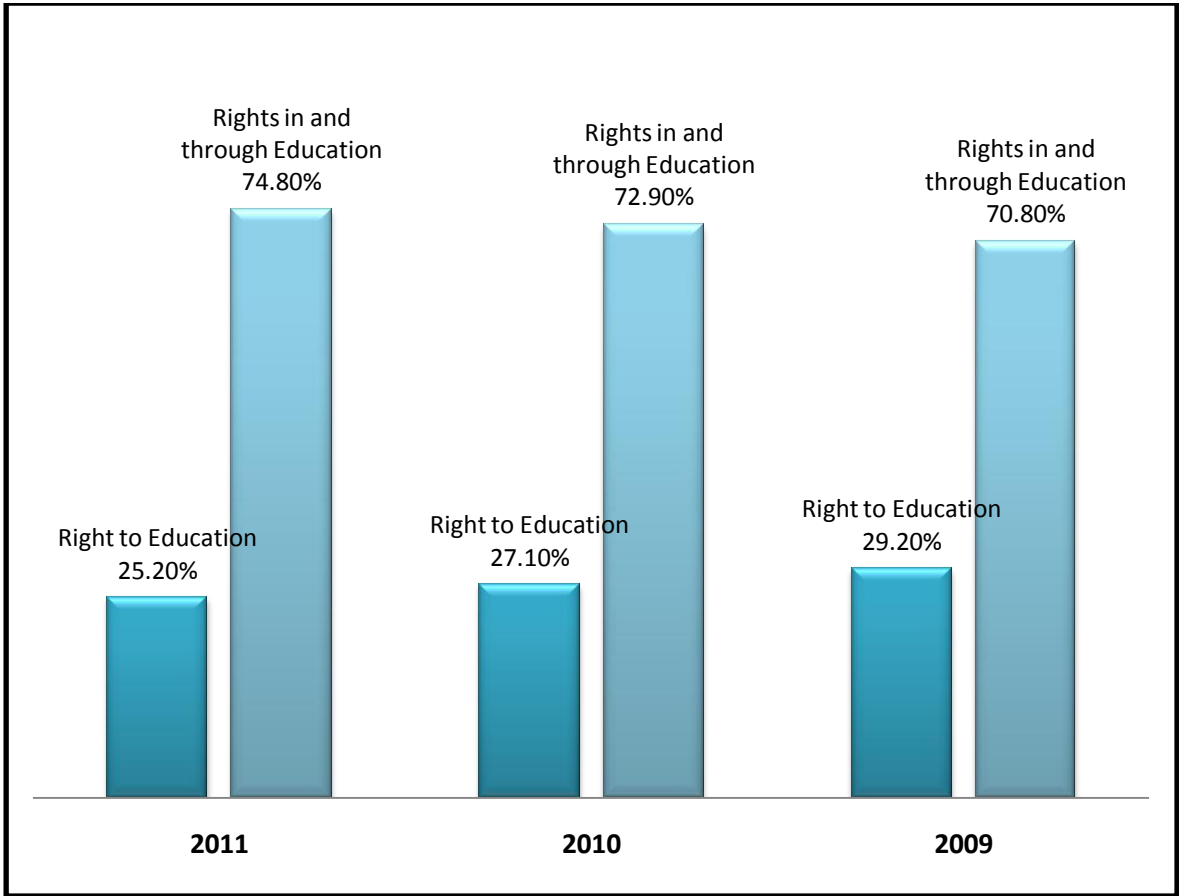
Figure 2.1 indicates the grouping of activities, the areas of the education system, and the 4As according to the right to education and the rights in and through education.

Table 5.3 – Measure of the Frequencies of Activities According to the Right to, in and through Education

Year: Measure:	Annual Frequencies						Average Annual Per cent	Total Frequencies	
	2011		2010		2009			Total	
	<i>n</i>	per cent	<i>n</i>	per cent	<i>n</i>	per cent		<i>n</i>	per cent
Right to Education	203	25.2	301	27.1	308	29.2	27.2	812	27.3%
Rights in & through Education	604	74.8	808	72.9	746	70.8	72.8	2158	72.7%
Total:	807	100.0	1109	100.0	1054	100.0	100.0	2970	100.0%

Figure 5.7 presents the annual relative frequencies (proportional percentage) of activities proposed from 2009 to 2011 according to the right to education conceptual framework. The activities measured as the right to education and as the rights in and through education are those identified according to the analytical framework in Figure 2.1. Using the annual frequency of activities proposed the annual average was calculated. These are presented in quantitative, proportional relation to the whole.

Figure 5.7 – Average Annual Activities According to the Right to Education



Once the data is further collated and analysed according to the right to, in and through education it is apparent that the majority of activities proposed by the Education Cluster members are in support of fulfilling the rights in and through education. Approximately three quarters of the activities proposed pertain to the fulfilment of the rights in and through education, while approximately one quarter of the activities pertain to fulfilling the right to education.

5.5 Analysis of the Activities for Education in Emergencies

The aim of this thesis has been an investigation of how activities for education in emergencies support the fulfilment of the right to education. This issue has been approached through an examination of the role of education in emergencies as defined by the two research questions presented in Chapter 1:

1. What activities are proposed by the Education Cluster actors for humanitarian relief to education?
2. What are the objectives pursued by the Education Cluster actors through those humanitarian relief activities?

A superficial look at the activities proposed by the Education Cluster (Figure 5.1) might give the impression that the principal objectives for education in emergencies are merely to keep children in school and ensure the continued provision of education, regardless of the quality of education. The most frequent activity concerns ensuring the availability of learning spaces during humanitarian emergencies, followed by the provision of teaching and learning materials and the training and capacity development of teachers. These activities might suggest that the main concern of humanitarian relief to education is that there are schools, books and teachers to ensure that students do not drop out of school and that learning is not interrupted. This could lead to the assumption that in the context of a humanitarian emergency the content of education, which concerns what and how students are learning, is of secondary importance to the availability and accessibility of any education. Further analyses of the findings, however, clearly indicate that the majority of activities pertain to the content of education and guaranteeing the quality and relevance of that education during humanitarian emergencies.

The content of education – what and how students are learning – pertains to the acceptability of education and the adaptability of education. As explained in Chapter 2, the acceptability of education concerns the relevance of the formal and informal curriculum, that it is of good quality and culturally appropriate, is non-discriminatory, and is delivered in a safe and healthy environment by teachers who are trained professionals using quality methods and textbooks. The adaptability of education concerns the content meeting the specific needs of children, the changing needs of society and contributing to eliminating social inequalities. The acceptability and adaptability of education, in short, pertain to the quality and relevance of education.

The availability and accessibility of education, on the other hand, do not concern the manner in which students are taught or the quality and relevance of what is taught. As explained in Chapter 2, the availability and accessibility pertain to whether or not students can receive an education. The availability of education pertains to education being free and government-funded, the existence of adequate and appropriate infrastructure, facilities, resources and equipment, and the presence of a sufficient number of trained teachers who are able to deliver the education. The accessibility of education pertains to all members of a society being able to participate in education. The availability and accessibility of education, in short, concern whether or not education can be delivered and students can receive that education.

Once all the disparate activities are aggregated and collated according to various categories of the human rights-based analytical framework and the objectives to which they pertain, it becomes apparent that ensuring the quality and relevance of the education delivered is the foremost objective for education in emergencies. Analysing the activities at the level of the components of the education system to which they pertain (Figure 5.2), the data already clearly indicates that what is happening in the classroom is the main focus. Activities in support of the school environment and teacher capacities account for more than half of the proposed activities. Those activities focused on school buildings to ensure the availability of learning spaces understandably represent a high proportion of the activities proposed: without learning spaces learning cannot take place. Yet it is apparent from the data that what happens in those schools and learning spaces is receiving the greatest attention from the Education Cluster.

At the next level of analysis, the aggregation and collation of data according to the 4As, two thirds of the activities proposed pertain to the acceptability of education. When the data is

analysed according to these four obligations that must be met to fulfil the right to education – the availability, accessibility, acceptability and adaptability of education – the most supported objective is again the content of education. The acceptability of education, which as explained in Chapter 2 and summarised above concerns what is taught and how it is taught, is the focus of two thirds of the activities proposed in the CAP. The physical availability of learning opportunities remains the second most supported objective representing less than one fifth of the activities proposed. The accessibility and the adaptability of education represent a low percentage of the activities.

At the final level of analysis, the right to education, the data (Figure 5.7) clearly indicate that the principle objective for education in emergencies in the context of the human rights approach is to support the content of education. When analysed according to this conceptual approach, activities that pertain to the rights of learners in and through education account for three quarters of the proposed activities. The rights in and through education concern the relevance and quality of education, which the data clearly indicate are the principle objective of the Education Cluster activities. One quarter of the proposed activities pertain to the right to education, which concerns the issues of access and equity in education. The majority of activities that pertain to the right to education are those that ensure the availability of learning spaces.

5.5.1 Objectives in the Literature and Objectives Pursued

A further aim of this study was to compare the objectives and justification for education in emergencies that are articulated in the relevant literature with the actual activities proposed and objectives pursued in the CAPs. The right to education featured prominently in the literature review (see Chapter 4). The majority (79 per cent) of the documents reviewed recognised the right to education and the obligation to fulfil the right to, in and through education as justifications for humanitarian relief for education in emergencies. On the basis of this human rights justification a number of objectives for education in emergencies were established. Access and equity, the quality and relevance of education, and the development of the education system's policies, planning and operation were all identified as key issues obstructing the right to education that must be addressed through relief activities. These objectives all featured in the activities proposed in CAP.

It is clear from the data that although a list of objectives are clearly articulated in the literature, those activities that pertain to the acceptability of education and consequently the quality and relevance of education – the rights in and through education – receive the greatest support from humanitarian relief agencies.

5.5.2 Quantitative Analysis of the Objectives Identified in the Literature Review

While the activities proposed by the Education Cluster actors in the CAP reflect the objectives, and in particular the human rights-based objectives identified in the literature review, it is the relative frequency of these activities that is most significant. The literature on education in emergencies in no way specified the proportion of support that would or should be dedicated to any one objective. It was only through analysis of the data according to the analytical framework that trends for activities were identified, and these objectives could be better understood in relation to each other. In table 5.4 the objectives for education in emergencies that were identified in the literature review (Chapter 4, Table 4.3) are compared to the activities measured according to the *Activities for Education in Emergencies* (Figure 5.1). The first column in Table 5.4 presents the objectives identified in the literature and the next two columns present the categories of activities measured that pertain to that objective and the relative frequencies (proportional percentage) of that category of activities.

Note that some categories of activities from the *Activities for Education in Emergencies* are counted in more than one of the *Objectives Identified in the Literature* as the categories of activities in the human rights approach were not harmonised with the objectives identified in the literature. As there is not a direct correlation between these two, some overlap and redundancy between the categorisation is to be expected.

Table 5.4 – Synthesis of the Objectives for Education in Emergencies

Objectives Identified in the Literature	Activities for Education in Emergencies	Relative Frequency, Per cent
To provide immediate access or ensured continuity to good quality education in a safe environment	<i>Overall goal of education in emergencies supported by all the activities</i>	<i>Not applicable</i>
To ensure equal access to learning opportunities for individuals of all ages and gender	School fees	0.2
	Transport	0.4
	Learning opportunities for vulnerable and marginalised groups	1.5
	Transfer of students	0.1
	School hours (shifts)	0.1
	School uniforms	0.6
	Public awareness campaigns for education	4.6
	Gender-sensitive learning environments	1.6
	Female teachers	0.7
Language of instruction	0.0	
To ensure the presence of a sufficient number of teachers and other education personnel	Number of teachers	1.9
To ensure appropriate remuneration, working conditions, and support and supervision mechanisms for teachers and education personnel	Teacher remuneration	1.8
To provide relevant training and capacity development for teachers and education personnel	Education manager training and capacity development for disaster risk reduction (DRR), conflict prevention, and emergency preparedness and response management (ensure the continued provision of education)	2.3
	School and classroom management during crises (MoE, teachers and other staff)	0.1
	Teacher certification	0.1
	Teacher training and capacity development (child-centred, participatory pedagogy during crises, new curriculum)	10.1
	Gender sensitivity training and capacity development	1.2
	Classroom management training and capacity development	0.9
To ensure the availability of safe learning spaces	Learning spaces	12.5
	Safe learning environment	2.1
	Adequate classroom space	0.4
To ensure the availability of essential teaching and learning materials	Teaching, learning and recreational materials	12.4
To ensure the availability of essential water and sanitation facilities	Sanitation facilities	5.7
	Clean drinking water	3.4

To develop and approve relevant, accredited curricula	Life skills	1.9
	Health, hygiene and sanitation	2.5
	Disaster risk reduction	0.9
	Peace education, conflict prevention and resolution	0.8
To ensure community support for and participation in education through School Management Committees, Parent-Teacher Associations, and Community Education Committees	Community participation, parent-teacher associations (PTA), school management committees (SMC) School safety monitoring committees	6.9
To ensure the availability of alternative, non-formal and out-of-school education	Accelerated learning programmes (ALP)	1.8
	Non-formal education	3.2
	Community education programmes	0.8
	Schooling for working children	1.1
To provide physical protection through education	Physical protection training and capacity development	1.5
To provide cognitive protection through education	<i>Supported by many of the categories of activities</i>	<i>Not applicable</i>
To provide psychosocial protection through education	Psychosocial support	2.4
	Psychosocial support training and capacity development	2.7
To protect against human rights violations through education	<i>Supported by many of the categories of activities</i>	<i>Not applicable</i>
To convey survival messages, and life-saving knowledge and skills for the crisis environment through education	Life-skills	1.9
	Health, hygiene and sanitation	2.5
Schools and education can be used as entry points for others forms of humanitarian protection such as nutrition, sanitation, and health	School feeding programmes	2.4
	Social services	0.1
To provide training and capacity development of Ministry of Education personnel	Education manager training and capacity development for disaster risk reduction (DRR), conflict prevention, and emergency preparedness and response management (ensure the continued provision of education)	2.3
To build resiliency to further crisis	DRR strategies and initiatives	0.6
	Emergency preparedness, response and contingency plans	0.7
	Disaster risk reduction (DRR)	0.9
	DRR training and capacity development	1.3
To support peace building	Conflict prevention and peace-building strategies and initiatives	0.9
	Peace education, conflict prevention and resolution	0.8
	Peace building, conflict prevention and resolution training and capacity development	0.8
To support reconstruction and the speedy resumption of development	<i>Supported by most of the categories of activities</i>	<i>Not applicable</i>

Among the *Activities for Education in Emergencies*, three categories could not be classified according to the objectives identified in the literature review, namely minimum standards for quality, safety, and environmental health; monitoring and evaluation; and accreditation.

Comparing the objectives identified in the literature review with the categories of activities measured in the examination of the CAP, it is apparent that there is a correlation between the literature on education in emergencies and the actual engagement of the actors in the field. The activities pursued for education in emergencies correspond with the general objectives identified, and the theories and orientation to the field that are reflected in the literature. What the literature could not convey was the relative frequency (proportional percentage) of each objective pursued. Instead they were presented in the literature according to absolute, nominal categories. Table 5.4, however, presents a categorisation of the relative frequencies of the activities in the CAP according to the objectives identified in the literature. This gives a general overview of relative frequency, and consequently the proportional emphasis, of each of these objectives.

The next chapter addresses the implications and limitations of the research, and areas of possible future investigation that emerge from these findings.

6 Perspectives on Education in Emergencies

This chapter begins with a summary of the findings of this thesis, followed by a discussion of the limitations and implications of those findings. The chapter concludes with recommendations for future work on education in emergencies.

6.1 Summary of the Findings

This thesis began with a problem statement concerning how activities for education in emergencies support the fulfilment of the right to education during humanitarian emergencies. As seen in the previous chapter, the activities for education in emergencies can be understood according to the function they perform in fulfilling the rights to, in and through education. The Education Cluster actors proposed a variety of activities for education in emergencies in the CAP. These activities can be grouped into categories of activities that pertain to the specific components of the education system that they support. These components in turn ensure the fulfilment of education obligations, which include guaranteeing the availability, accessibility, acceptability and adaptability of education. By meeting these obligations, the right to and the rights in and through education are fulfilled. Consequently, a role (though not necessarily **the** role) of education in emergencies is to support the fulfilment of the right to education during humanitarian emergencies.

The examination of education in emergencies was structured according to two research questions. As for the first research question, the categories of activities listed in the coding manual and conceptual framework under the classification of *Activities for Education in Emergencies* are the activities proposed by the Education Cluster actors for humanitarian relief to education. As for the second research question, the objectives pursued by the Education Cluster actors through those humanitarian relief activities are progressively classified in the conceptual framework as support for the components of the education system, ensuring the fulfilment of the education obligations of the 4As, and as a result the fulfilment of the rights to, in and through education.

6.2 Limitations of the Examination of Activities for Education in Emergencies in the CAP

There are numerous limitations to this examination that must be recognised. The following sections present these limitations before the implications of the findings are considered.

6.2.1 A Narrow Lens for Data Collection

There are limitations to the methods for data collection due to the nature of the variable that was measured. The frequencies of activities can be skewed by a number of small actors doing the same activity with few beneficiaries, over a small geographic area, or with few schools impacted, or conversely by a large actor proposing one incident of an activity with numerous beneficiaries over a large area. Due to the methods and coding manual used in this thesis, a large project that proposes to develop 100 temporary schools and a small project that proposes to develop one temporary school would both be measured as one incident of an activity in support of learning spaces. As discussed in Chapter 3, the methodology attempted to mitigate this by focusing upon the relative frequency of the activities. The measurement and analysis of the frequency of activities is based on the assumption that the nature of these activities and their proportional frequency should remain identical regardless of the absolute number of beneficiaries, affected-population or proposed costs. Any disproportionately large or small (in terms of beneficiaries, geography, schools, etc.) incident of an activity should average out as neither the large nor the small activities received any different consideration throughout the entire measurement process. Moreover, within the Education Cluster, apart from school feeding programmes which were almost always proposed by the World Food Programme (WFP), there was never any one actor that held a monopoly on a given sphere of activity. No single agency monopolised any of the activities measured in this thesis so the frequencies of activities reflect the orientation and objectives of the various Education Cluster actors collectively rather than the capacity of any one agency to deliver on those activities.

Although an examination of the activities in terms of the beneficiaries, geographic area, number of schools supported, and so forth would be highly informative, it is unfortunately not possible through an examination of the CAPs. The projects proposed in the CAPs often do specify the number of estimated beneficiaries from the project. These are generally broken down in terms of the number of students, number of female students, and the number of

teachers, though there are at times further beneficiaries specified according to the objectives of the project. The number of schools to be built or rehabilitated, the number of units of learning materials to be provided, the number of sanitary facilities to be developed, etc. are also regularly specified in the project proposal, and occasionally the geographic focus of the project is specified. These numbers, however, are generally not specified according to the activities proposed but instead are summarised for the entire project. Consequently, it is impossible to correlate most of the estimated results or beneficiaries for the project with the specific activities proposed. Apart from the frequencies of proposed activities in the CAP, there are no other relevant and consistently occurring measurable variables that would elucidate how the activities proposed by the Education Cluster actors support the fulfilment of the right to education.

6.2.2 The Right to Education Means the Right to Primary Education

As discussed in Chapter 3, data could not be compiled on the levels of education that are benefited by the activities proposed in the CAP because the level of education was not generally specified in the project proposals. Since the data could not be aggregated according to the levels of education that it supports, all the activities measured in the CAPs were equally considered when analysing the data according to the human rights approach. Although this does not affect the relative percentages of categories of activities pursued, there is a possibility that it does distort the relative percentage of activities supporting the fulfilment of the rights to, in and through education.

As explained in Chapter 2, the content of the right to education is articulated in Article 26 of the Universal Declaration of Human Rights (United Nations, 1948) and Article 28 of the Convention on the Rights of the Child (United Nations, 1989). The right to education consists of the right of universal access to free and compulsory primary education, the general availability of technical and professional education, and equal access to higher education on the basis of merit. Although the right to education mostly pertains to primary education, activities in the CAP that target any and all levels of education, including pre-primary, primary, secondary, and higher education, were measured as supporting the fulfilment of the right to education. It is important to recognise that the findings from this examination of the education activities proposed in the CAP pertain to the Education Cluster actors' attempts to fulfil the right to education at all levels: the universal access to primary education, the general

availability of technical and professional education, and equal access to higher education. Yet the findings are presented only generally in terms of the right to, in and through education, without specifying the level of education. The lack of data on the specific levels of education targeted by activities prevents more detailed findings aggregated according to the levels of education.

6.2.3 The Hidden Agenda of the Education Cluster Needs Assessments

There are a number of possible agendas beyond meeting the humanitarian needs and priorities for the education system that could dictate the nature and extent of any agency's relief activities and the project(s) proposed in the CAP. UNESCO (2011: 206) reports that the humanitarian action plan of the CAPs "*does not set out a credible appraisal of need*", which could in turn compromise the credibility of the projects proposed by the Education Cluster actors. As explained in Chapter 1, this thesis' examination of education in emergencies is based on the premises that the Education Cluster endorses all education projects proposed in the CAP to ensure that they align with the strategy of the Education Cluster and that they meet the needs and priorities identified by the Education Cluster. The objectives pursued through the CAP should reflect the empirical, needs-based role of education in emergencies. Yet these fundamental premises for this thesis could be undermined by the failings of the Education Cluster needs assessments.

According to UNESCO (2011), the findings from the Education Cluster needs assessments reflect what the involved agencies have the capacity to implement rather than what is required by the crisis-affected education system and communities. The CAP strategy for the delivery of humanitarian relief is reported to focus on what can be provided by the supplier rather than meeting the demands of the recipient. As a result, the needs assessment distorts and misrepresents the needs of the education system and the objectives of the Education Cluster. UNESCO (2011: 216) argues that the post-conflict and post-disaster needs assessments conducted by the Education Cluster are "*at best haphazard.*" UNESCO (2011: 206) concludes that:

In many cases, education requests [for humanitarian funding] vastly understate the financing required because the underlying planning process is supply driven. That is, it reflects an assessment by humanitarian agencies of what they might be able to

deliver given their current capacity and potential funding prospects, rather than an assessment of what really counts.

Poole (2010) argues that the CAP was never designed as comparable measure of humanitarian needs. A CAP instead describes what humanitarian programmes and projects are possible, what their priority is according to the existing capacity and the ambition of the humanitarian actors. A CAP, Poole (2010) continues, does not articulate the full range and scale of humanitarian needs. Rather, a CAP presents the activities that the humanitarian actors believe they can implement and the corresponding needs and priorities that they believe they can meet. The activities proposed by the Education Cluster actors, which were measured in this thesis to examine the role of education in emergencies, may be dictated by the capacity of the various agencies, and correspondingly reflected in a disingenuous needs assessment.

6.2.4 Humanitarian Activities Adapting to the Availability of Funding

In addition to the needs assessment, the agenda and capacity of the implementing agencies, and the humanitarian relief strategy distorting the activities that are proposed, the humanitarian financing that is perceived to be available dictate the activities proposed by the Education Cluster actors. It may well be that the activities proposed in the CAP are dictated first and foremost by the need to propose projects that will appeal to the interests and agendas of donors rather than pursue activities that are genuinely required. UNESCO (2011: 206) concludes that:

While humanitarian aid is giving some children the chance of an education, financial requests that emerge from needs assessments appear to be largely delinked from a credible evaluation of what [crisis]-affected people might need. Instead, they reflect an appraisal on the part of the different actors involved of their capacity to deliver support through their projects and programmes, taking into account the modest resources they expect through humanitarian requests. The resulting financing provisions [and activities] are often geared towards narrowly defined, small-scale projects.

The activities proposed by the Education Cluster actors, and which were measured in this thesis to examine the role of education in emergencies, may be dictated by the limited funds that are considered to be available for the project(s). The activities proposed by the Education Cluster actors may be limited by the perceived availability of funding for humanitarian relief. The CAPs, UNESCO (2011) continues, are developed to harmonise with the annual budget

cycles of the implementing agencies and potential donors rather than the medium- or long-term planning requirements of a humanitarian response. UNESCO (2011) argues that it is impossible to develop a sustainable solution and system for education based on the short-term funding that the humanitarian appeals processes generate. Basic services such as education are therefore not well served by the finite, short-term context and financing horizon of the CAP. Such variability in the proposed activities and financing modes described above suggests a very different process for determining the education activities during a humanitarian response than those outlined in Chapter 1.

Rather than meeting real and identified needs for a crisis-affected education system, the Education Cluster actors could instead be pursuing alternate agendas dictated by their own agency's strategic orientation and mandate or the interest of the donor community. This would compromise the findings of this thesis as they would reflect the orientation and agendas of the Education Cluster actors and donors – what they can and will do – rather than the role of education in emergencies to support the fulfilment of the right to education – what education in emergencies can do to fulfil the right to education. There is the possibility that there are alternative activities or different relative frequencies of activities that would better reflect the interest and serve the role of education in emergencies than those measured in the CAPs. These alternative activities and relative frequencies of activities, which would more accurately reflect a genuine need-driven strategy for education in emergencies, could be eclipsed by the dictates of agencies. Unfortunately, methodological considerations could not mitigate the possible effects that this might have on the findings of this thesis. These limitations of the needs assessments and the corresponding Education Cluster strategies instead need to be examined through further research.

6.2.5 NGO Perspectives on the Humanitarian Reform Process

NGOs are increasingly questioning whether involvement in the CAP and the Education Cluster is beneficial, and whether they should be accountable to the UN system (Derderian et al., 2007; Siddiqui, 2010). Figures from OCHA's Financial Tracking System (FTS) indicate that NGOs consistently receive much less funding through the CAP than UN agencies, and that national NGOs receive even less funding (Siddiqui, 2010). Although this thesis has not examined humanitarian financing, these funding trends that Siddiqui (2010) reports suggest that the UN projects and activities have greater prominence in the CAP, which might result in

a distortion of the activities proposed by non-UN actors that does not reflect the needs-based role of education in emergencies.

According to the review of the humanitarian reform process by Derderian et al. (2007), UN agencies acting as Cluster Leads wield significant influence over NGOs. The Cluster Leads have power in inviting participating agencies to Cluster meetings and approving and submitting proposals for the CAP. As of October 2010, Education Clusters have been established in 39 countries and Unicef is the cluster lead or co-lead in all those countries except one (Price, 2010: 17). Save the Children serves as the cluster co-lead in 23 countries, Plan International is co-lead in one country, and Ministries of Education serve as co-lead in six countries (Price, 2010: 17, 43-45). Appendix 1 presents further details on these 39 cases in which Education Clusters have been established.

Furthermore, political considerations enter into the operational exchanges of the clusters through the common operational policy, which can compromise the integrity and value of the activities proposed in the CAP:

In such a context, coordination tends towards collective positions, rather than facilitating operations, analysis and/or advocacy (Derderian et al., 2007: Implementation of the reforms, para. 3).

The field-based review of humanitarian reform by Derderian et al. (2007) indicated that through the promotion of policies for humanitarian relief coherence that are already present in the UN integrated missions, the process of humanitarian reform and the cluster approach threaten the diversity, complementarities and independence of humanitarian action. Consequently:

The launch of the clusters... has raised concerns about increased NGO dependence on UN context analysis and security, and/or on UN or donor strategies (Derderian et al., 2007: Impact of the humanitarian working environment, para. 1).

According to Graves et al. (2007), the prevailing concern among NGOs participating in the cluster system and the CAP is that the process of humanitarian reform is UN-centric and compromises the humanitarian relief that they would otherwise deliver. This has ramifications on the findings of this thesis and these are circumstances that could affect the nature and frequency of the activities proposed within the CAP. As above, methodological considerations could not mitigate the possible effects that these issues might have on the

findings of this thesis. The possible dominance of the UN in the CAP and Education Cluster, especially considering that the Education Cluster is jointly led by the NGO Save the Children, and the politicisation of humanitarian aid through this UN dominance need to be examined through further research.

6.3 Implications of the Findings

The fulfilment of the right to education is both an explicit objective of education in emergencies and a direct result of the numerous and varied activities proposed during a humanitarian response. The way in which these activities support the right to education both directly and indirectly during a humanitarian emergency can be understood through the analysis of those activities according to the human rights-based conceptual framework. Although all the activities measured in the CAP can be understood as supporting the right to education in one manner or another, there are areas of activity that appear to deserve greater attention and support from the Education Cluster actors. The following sections consider the implications of the findings from this thesis' examination of education in emergencies through a human right-based framework.

6.3.1 Neglected Activities for Education in Emergencies and Components of the Education System

There are numerous features of education in emergencies that deserve further investigation to see if sufficient support is being provided by the activities of the Education Cluster actors. These activities deserving further consideration are identified by their low relative frequencies in the CAP and their prominence in the objectives identified in the literature on education in emergencies. The features of education in emergencies needing further examination are identified according to the classification system of the human rights approach (Figure 2.1) and the objectives for education in emergencies identified in Chapter 4 and summarised in Table 4.3.

Within the *Activities for Education in Emergencies*, there are several categories of activities that were measured as having extremely low relative frequencies and yet featured prominently in the literature reviewed. It is significant to note that the most frequently occurring activities for education in emergencies are in support of the physical delivery of quality education,

whereas activities in support of education policies and management were far less common. It is also significant that activities in support of community participation in education, activities to ensure adequate sanitation facilities, and activities for raising public awareness on the importance of education were also frequently proposed (respectively the fourth, fifth and sixth most frequent). Activities concerning school fees only represented 0.2 per cent of the activities and yet comprise a fundamental component of the right to education. The right to education, as articulated in Article 26 of the Universal Declaration of Human Rights (United Nations, 1948), involves the right of universal access to free and compulsory primary education. It would be worthwhile to examine whether user fees were eliminated and access to free primary education existed prior to the crises and therefore required little support in the form of humanitarian relief, or if this was a need neglected by the Education Cluster actors. Crisis-affected families often struggle to meet even the most modest of education fees and resort to a number of actions for self-insurance and reducing household costs, such as withdrawing children from school, for economic survival following a crisis (Jacoby & Skoufias, 1997; Jensen, 2000).

Regarding activities in support of securing the presence of teachers, teacher certification, representing 0.1 per cent of activities, and the presence and recruitment of female teachers, representing 0.7 per cent of activities, deserve further examination. Within the *Components of the Education System*, only 3.6 per cent of the activities concerned the presence of teachers. These low relative frequencies might suggest that not enough is being done for securing the presence of teachers and the presence of female teachers by the Education Cluster actors. One of the more frequently identified objectives from the literature review was to ensure the presence of a sufficient number of teachers and yet this activity was relatively infrequent in the CAP.

The objective of ensuring equal access to learning opportunities for individuals of all ages and genders was just as frequently identified as an objective in the literature review. While many of the activities measured concerned the equity of education access, it was surprising that the issue of female teachers was so infrequent. The Millennium Development Goal of gender parity in primary and secondary education was not met by the goal of 2005. The World Bank (World Bank, 2009) has noted that conflicts, emergencies and other fragile situations reduce the rates of enrolment of female students in primary, secondary and tertiary education. Yet UNESCO (2008) has found that the presence of sufficient numbers of female teachers

increases both the enrolment and retention rates of female students. Considering the importance of female teachers for supporting the fulfilment of gender parity in education and the risk to enrolment rates that is posed by crises, the low relative frequency of activities regarding female teachers deserves further examination.

6.3.2 The Risk of Bypassing or Undermining Education Authorities

Among the *Components of the Education System*, it is notable that only 1.3 per cent of activities pertained to education policy and planning for emergencies and 2.3 per cent of activities pertained to support for education managers to oversee the implementation and management of programmes for education in emergencies. It has been observed (Mosselson et al., 2009, and UNESCO, 2011) that projects and programmes for education in emergencies must take care to avoid bypassing and even undermining state capacity. Yet activities in support of increased state capacity for managing and developing the education system during crises, both in terms of human capacity and the institutional frameworks and guidelines represent such a low relative frequency. These findings suggest that the Education Cluster actors might be reluctant to engage directly with state authorities in the Ministry of Education for the management of education in emergencies and the development of relevant policies and planning. This issue deserves further examination.

In their research on education and fragility, Rose and Greeley (2006: 8) have observed a number of objectives for education in fragile states. Fragility has some overlaps with this thesis' definition of emergencies, as explained in Chapter 1, and so it is interesting to compare these objectives to the findings of this thesis. The objectives for education in fragile states are: 1) teacher training, 2) learning materials (immediate delivery of materials followed by development of relevant curriculum), 3) community support, 4) learning spaces. These priorities are the same objectives that were explicitly pursued through the Education Cluster activities in the CAP.

Rose and Greeley (2006: 8) further observed that once these priorities are met, a second set of priorities include: 5) management training, 6) planning and budgeting, and 7) monitoring and evaluation. It is significant to note that these three areas of activities were relatively infrequent in the CAP activities, and that they pertain to the capacity and functions of the education authorities.

Finally, there are also longer-term challenges such as securing personnel and remunerations, management systems, training systems, school construction, education management information and planning system, and relations with government, unions, etc. (Rose & Greeley, 2006: 8). These too are reflected, in various relative frequencies, in the activities measured in the CAP.

What are most notable are the relatively low frequencies in the CAP of the secondary objectives noted by Rose and Greeley. It would be reasonable to assume that the frequencies of activities pertaining to these objectives in the CAP would decrease in relation to the order of the priorities of those objectives: activities in support of the first set of objectives should be most frequent, followed by the second set of objectives and then activities in support of the longer-term objectives being the least frequent. Instead what is observed in the CAPs is that activities in support of several of the longer-term objectives are more frequent than the activities in support of these secondary objectives. Due to the fact that these secondary objectives all pertain to the responsibilities of the education authorities, these findings present further evidence that the Education Cluster actors might be reluctant to engage with or purposefully bypassing the state authorities for the implementation, management and ongoing development of education emergencies programmes, policies and planning.

Finally, the possibility that the Education Cluster actors are bypassing or undermining the education authorities, whether wilfully or not, casts doubt on the potential of activities for education in emergencies to address and rectify any weaknesses or failings in the education system that contributed to the crisis. As discussed in Chapter 4, there is a growing body of literature (Bush & Salterelli, 2000; Mosselson et al., 2009; and UNESCO, 2011) that addresses the destructive power of education. This literature was not within the scope of this thesis, but these findings regarding the possibility of CAP activities bypassing or undermining the education authorities suggest that the activities of the Education Cluster actors should be further examined according to a conceptual framework that recognises the potential for education to cause or exacerbate crises.

6.4 Future Studies

In addition to the topics and issues raised above, a number of possibilities for future research have been identified through this thesis. The relationship between the Education Cluster activities for education in emergencies and the nature of the emergency could be examined to identify possible relationships between the type of humanitarian emergency and the activities proposed in support of education. Such research would involve the development of a typology of emergencies, which could include the broader field of fragility. The relationship between the activities for education in emergencies and the geographic region or type of government could also be examined to identify possible relationships with the activities proposed. These research topics would examine whether certain types of emergencies, geographic regions or types of governments have clear priorities and objectives that are pursued.

The findings from this examination of the activities proposed in support of fulfilling the right to education during humanitarian emergencies could be compared to the activities in support of fulfilling the right to education during times of normalcy. The activities could be compared to identify whether the themes (i.e. categories of activities) and their relative frequencies are the same or different between times of normalcy and emergencies, and if so how they are different. While there would undoubtedly be considerable differences in the categories of activities, the similarities and/or difference of the relative frequencies of the activities that pertain to the 4As and those that pertain to the right to education and the rights in and through education should be examined.

The humanitarian financing of the Education Cluster actors and the projects they proposed could be further examined. Such research could investigate patterns of humanitarian financing of projects and of agencies, and possible relationships between objectives for education in emergencies and humanitarian financing. Such research would cast light on the different degrees of success of the various objectives, agencies and projects for securing humanitarian financing.

Finally, the relationship between what the Education Cluster actors propose in the CAP and what they actually implement and achieve once financing is secured could be investigated. Such research would examine the accuracy of what is proposed in the CAP in relation to what is done in the crisis-affected society. This research could be complemented by an examination of the accuracy of the Education Cluster needs assessments and the needs and

corresponding strategy that are identified in the CAP. Such research would contribute to the development of better, more recipient-focused activities for education in emergencies, and an Education Cluster that more successfully meets the needs of crisis-affected education systems and communities.

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Appendices

Appendix 1: The 39 Established Education Clusters as of August 2010

Country	Status	Type of Emergency	Lead(s)
Eastern and Southern Africa			
Burundi	Active	Complex emergency	Unicef
Ethiopia	Active	Complex emergency	Unicef/SC
Kenya	Active	Complex emergency	MoE/ Unicef/SC
Madagascar	Active	Complex emergency/Natural disaster	MoE/Unicef
Mozambique	Active	Natural disaster	Unicef/SC
Somalia	Active	Complex emergency	Unicef/SC
South Africa	Active	Natural disaster	MoE/ Unicef/SC
Uganda	Active	Complex emergency	MoE/SC
Zimbabwe	Active	Complex emergency	Unicef/SC
West and Central Africa			
Central African Republic	Active	Complex emergency	Unicef
Chad	Active	Complex emergency	Unicef
Cote d'Ivoire	Active	Complex emergency	Unicef
Democratic Republic of Congo	Active	Complex emergency	Unicef/SC
Guinea	Active	Complex emergency	Unicef
Niger	Active	Complex emergency	Unicef
Middle East and North Africa			
Iraq	Active	Complex emergency	Unicef
Lebanon	Dormant	Complex emergency	Unicef
Occupied Palestinian territories	Active	Complex emergency	Unicef/SC
Sudan	Active	Complex emergency	Unicef
Yemen	Active	Complex emergency	Unicef/SC
Central and Eastern Europe			
Georgia	Dormant	Complex emergency	Unicef
Kyrgyzstan	Active	Complex emergency	Unicef/SC
Tajikistan	Dormant	Natural disaster	Unicef/SC

South Asia			
Afghanistan	Active	Complex emergency	Unicef/SC
Bangladesh	Active	Natural disaster	Unicef/SC
Nepal	Active	Complex emergency	Unicef/SC
Pakistan	Active	Complex emergency/ Natural disaster	Unicef/SC
Sri Lanka	Active	Complex emergency	Unicef/SC
East Asia and the Pacific			
Indonesia	Active	Natural disaster	Unicef/SC
Lao PDR	Active	Natural disaster	Unicef
Myanmar	Dormant	Natural disaster	Unicef/SC
Philippines	Dormant	Natural disaster	MoE/ Unicef/SC
Timor Leste	Active	Complex emergency	Unicef/Plan
Vietnam	Active	Natural disaster	MoE/Unicef/SC
Latin America and the Caribbean			
Colombia	Active	Complex emergency	Unicef
Dominican Republic	Active	Natural disaster	Unicef
El Salvador	Active	Natural disaster	Unicef
Haiti	Active	Natural disaster	Unicef/SC
Honduras	Dormant	Natural disaster	Unicef

Source: Price, 2010: 43-45

Appendix 2: Activities Measured in the CAPs from 2009 to 2011

Year	Emergency	Total number of activities proposed	Availability of Education						
			School Buildings	Presence of teachers		Education managers	Policy and planning		
			Learning spaces	Presence of teachers	Teacher remuneration	Training and capacity development for DRR, conflict prevention, and emergency preparedness and response management	DRR strategies and initiatives	Emergency preparedness, response and contingency plans	Conflict prevention and peace-building strategies and initiatives
2011	Afghanistan	21				2			
	CAR	60	8	1		2			
	Chad	70	8	3	1	2			
	Haiti	84	8	1		5	3		
	Kenya	12				2	1	4	
	oPt	74	6			1			
	Somalia	176	16		9	9			
	Sudan	295	33	6	1	5		2	
Zimbabwe	15								
2010	Afghanistan	65	5	3		3	1	1	
	Benin	2							
	Burkina Faso	4	2						
	CAR	78	11	1	1	1			
	Chad	21	5	1		1			
	DRC	13	2	1	1				
	Haiti	128	15	3	2	6	5	1	
	Guatemala	4	1						
	Kenya	14					1	1	
	Kyrgyzstan	22			1	3		1	
	Mongolia	38	3		2	1	1	2	
	oPt	50	5	1					
	Pakistan (1)	158	24	2		4	1		
	Pakistan (2)	90	12		1	2			
	Somalia	144	16	1	8	2			
Sudan	223	26	2	2	2		3		
Uganda	6	2					1		
Zimbabwe	49	2	1	4		1	1		
2009	Afghanistan	51	4			1	2	1	
	CAR	40	6	1					
	Chad	42	7		1	1			
	El Salvador	7	1						
	Kenya	52	5			1			
	Nepal	10				2		1	1
	oPt	61	7	2		2			
	Philippines	32	7	1			1		
	Somalia	187	20	9	11	4		1	
	Sudan	524	97	14	4	2		2	
	Uganda	24	6			1			
Zimbabwe	24	1	1	3					
TOTAL		2970	371	55	52	67	17	22	1
PER CENT		100.0	12.5	1.9	1.8	2.3	0.6	0.7	0.0

Year	Emergency	Accessibility of Education						
		Enrolment and Attendance						
		School fees	Transport	Learning opportunities for vulnerable and marginalised groups	Transfer of students	School hours (shifts)	School uniforms	Public awareness campaigns for education
2011	Afghanistan						1	
	CAR						2	
	Chad			2			5	
	Haiti	1		3	1		1	
	Kenya						1	
	oPt		2	4		1	2	
	Somalia	1		6	1		9	
	Sudan			6			3	11
Zimbabwe			1					
2010	Afghanistan						5	
	Benin							
	Burkina Faso							
	CAR		1	1			5	
	Chad						4	
	DRC						1	
	Haiti	1		4	1		1	6
	Guatemala							
	Kenya							1
	Kyrgyzstan		1					
	Mongolia						1	1
	oPt			1		1		1
	Pakistan (1)		1	2				5
	Pakistan (2)		4				1	4
	Somalia	1		2				11
	Sudan			4			2	9
Uganda							1	
Zimbabwe							2	
2009	Afghanistan			4				3
	CAR							2
	Chad							4
	El Salvador							
	Kenya			1			4	3
	Nepal							
	oPt	1				1		
	Philippines		1					1
	Somalia							14
	Sudan	1		4	1	1	5	20
Uganda							2	
Zimbabwe	1	2	1					
TOTAL		7	12	46	4	4	17	137
PER CENT		0.2	0.4	1.5	0.1	0.1	0.6	4.6

Year	Emergency	Acceptability of Education									
		School Environment									
		Safe learning environment	Adequate classroom space	Teaching, learning and recreational materials	Sanitation facilities	Clean drinking water	School feeding programmes	Gender-sensitive learning environments	Female teachers	Psychosocial support	Language of instruction
2011	Afghanistan	2		1	1		2		1	1	
	CAR	3	1	6	5	2	1			3	
	Chad	2	1	8	4	4	2	3			
	Haiti		1	8	3	3	2	1		2	
	Kenya										
	oPt	4		5	3	1		8	2	5	
	Somalia	5	2	17	12	7	2	2		3	
	Sudan	6	1	42	21	6	6	6	4	5	1
Zimbabwe		2	2	3	2						
2010	Afghanistan	2	1	5	1	4	2	1			
	Benin	1		1							
	Burkina Faso			1							
	CAR	1		11	4	2	3	4		4	
	Chad			3	1						
	DRC			3							
	Haiti	3	1	15	4	4	4			7	
	Guatemala			1							
	Kenya	1		2	3		2	2			
	Kyrgyzstan	2		2							
	Mongolia	2		4	2		2			2	
	oPt	3		8	1	2			5		
	Pakistan (1)	5		19	8	9		3		2	
	Pakistan (2)	2		9	3	3			1	4	
	Somalia	1		17	10	6	1	1	1	3	
Sudan	3		36	12	7	7	4	1	3		
Uganda	1		1								
Zimbabwe	1		1	4	3	3			3		
2009	Afghanistan	1		2	1	1	3		1		
	CAR	1		6	1		2			1	
	Chad		2	5	3	2				1	
	El Salvador			2						1	
	Kenya			6	7	3	2			3	
	Nepal	1		2							
	oPt	2	1	11	1		4			5	
	Philippines	2		6						3	
	Somalia			22	13	3	7	5	4	6	
	Sudan	4		71	34	25	13	9	2	1	
	Uganda	1		4	3						
Zimbabwe			4		1	1			2		
TOTAL		62	13	369	168	100	71	49	22	70	1
PER CENT		2.1	0.4	12.4	5.7	3.4	2.4	1.6	0.7	2.4	0.0

Year	Emergency	Acceptability of Education								
		Regulation and Supervision				Curricula				
		Minimum standards for quality, safety, and environmental health	School and classroom management during crises (MoE, teachers and other staff)	Community participation, parent-teacher associations (PTA), school management committees (SMC)	School safety monitoring committees	Monitoring and evaluation	Life-skills	Health, hygiene and sanitation	Disaster risk reduction (DRR)	Peace education, conflict prevention and resolution
2011	Afghanistan						1	1	2	
	CAR			6		2	2	7		
	Chad			8		3	1			
	Haiti			5	1	3		3	4	
	Kenya			1	1				2	
	oPt		1	2		2	4			
	Somalia	1		9		12	6	3	1	4
	Sudan	1	2	26		2	6	7		7
Zimbabwe			1		1					
2010	Afghanistan			4		1	1	1	2	
	Benin									
	Burkina Faso									
	CAR		1	6		1		3		
	Chad					1	2			1
	DRC			1		1				
	Haiti			4		1	2	2	2	
	Guatemala									
	Kenya									
	Kyrgyzstan				2	1				
	Mongolia				2		1		2	
	oPt						1		1	
	Pakistan (1)			14		5	4	5	2	
	Pakistan (2)			8	1		1	2	1	2
	Somalia	2		4	1	2	3	5	1	3
Sudan			21		3	3	2		3	
Uganda										
Zimbabwe	1			2	1	1	4			
2009	Afghanistan			4				3	3	
	CAR			5				1		
	Chad			2		1				
	El Salvador									
	Kenya			5			3			2
	Nepal			2						
	oPt						1	1		
	Philippines							4	2	
	Somalia	1		9	2	4	4	3		1
	Sudan			57	1	1	10	18		1
Uganda			1	1				1		
Zimbabwe			1	1						
TOTAL		6	4	206	15	48	57	75	26	24
PER CENT		0.2	0.1	6.9	0.5	1.6	1.9	2.5	0.9	0.8

Year	Emergency	Acceptability of Education							
		Teacher capacities							
		Teacher certification	Teacher training and capacity development (child-centred, participatory pedagogy during crises, new curriculum)	Psychosocial support training and capacity development	Physical protection training and capacity development	Gender sensitivity training and capacity development	Classroom management training and capacity development	DRR training and capacity development	Peace building, conflict prevention and resolution training and capacity development
2011	Afghanistan		1				2		
	CAR		6				1		
	Chad		10	3					
	Haiti		7	5	3	1	1	7	
	Kenya								
	oPt		3	4	3	1	2		
	Somalia	1	12	1	8	1	3	2	1
	Sudan		27	7	4	6	5	4	2
Zimbabwe		2							
2010	Afghanistan		8	1				2	
	Benin								
	Burkina Faso			1					
	CAR		9	2	1	2	1		
	Chad		2						
	DRC		2						
	Haiti		9	10	3	1	2	4	
	Guatemala		1					1	
	Kenya		1						
	Kyrgyzstan		2	2	2		2		
	Mongolia		1	2	1			2	
	oPt		5	1	1				
	Pakistan (1)		9	10	1	4	5	8	
	Pakistan (2)		10	5	1		1	1	2
	Somalia		14	7	3	3		1	6
Sudan		32	2	3	4			6	
Uganda									
Zimbabwe		7	2	3	1		1		
2009	Afghanistan		2				2	1	
	CAR		10	3		1			
	Chad	1	5						
	El Salvador		1	2					
	Kenya		4		1	1		1	
	Nepal				1				
	oPt	1	7	4					
	Philippines		1	1			1		
	Somalia		21	3	3	3	2		
	Sudan	1	63	1	2	8	2	5	
Uganda		2					1		
Zimbabwe		4		1					
TOTAL		4	300	79	45	37	28	39	24
PER CENT		0.1	10.1	2.7	1.5	1.2	0.9	1.3	0.8

Year	Emergency	Adaptability of Education					
		Out-of-school education					
		Accelerated learning programmes (ALP)	Non-formal education	Community education programmes	Schooling for working children	Social services	Accreditation
2011	Afghanistan	1			1		
	CAR		1			1	
	Chad						
	Haiti	1					
	Kenya						
	oPt	2	4	1	1		
	Somalia	1	5	2	2		
	Sudan	8	10	2	4		
Zimbabwe				1			
2010	Afghanistan	2	3	4	1		1
	Benin						
	Burkina Faso						
	CAR		1			1	
	Chad						
	DRC			1			
	Haiti	1	1	2	1		
	Guatemala						
	Kenya						
	Kyrgyzstan	1					
	Mongolia		3	1			
	oPt	6	7				
	Pakistan (1)	1	5				
	Pakistan (2)	1	5		3		
	Somalia	1	4	1	2		
	Sudan	7	4		7	1	2
Uganda							
Zimbabwe							
2009	Afghanistan	2	3	4	1		2
	CAR						
	Chad		2	2	3		
	El Salvador						
	Kenya						
	Nepal						
	oPt		7	2			1
	Philippines		1				
	Somalia	2	7		3		
	Sudan	16	22	2	3		1
Uganda	1						
Zimbabwe							
TOTAL		54	95	24	33	3	7
PER CENT		1.8	3.2	0.8	1.1	0.1	0.2

Appendix 3: Examples of Activities Measured in each Category of Activities.

Categories of Activities	Activities
Learning spaces	School and classroom reconstruction and rehabilitation, temporary learning spaces (e.g. Tents), construction of new schools and classrooms
Number of teachers	Teacher recruitment, training of community teachers
Teacher remuneration	Salaries, bonuses and other incentives to secure employment of teachers and mitigate the financial hardships they might face due to the crisis
Education manager training and capacity development for disaster risk reduction (DRR), conflict prevention, and emergency preparedness and response management (ensure the continued provision of education)	Capacity of Ministry of Education (MoE) staff and other education managers, recruitment of professional staff to the MoE to support emergency programmes
DRR strategies and initiatives	Support for the development of education sector strategies and initiative
Emergency preparedness, response and contingency plans	Support for the development of education sector plans
Conflict prevention and peace-building strategies and initiatives	Support for the development of education sector strategies and initiative
School fees	Support to MoE and schools to eliminate fees, support to families or students to pay fees
Transport	Transport of students and education staff to and from schools
Learning opportunities for vulnerable and marginalised groups	Initiatives to ensure the access to schooling for marginalised and vulnerable groups, such as remedial programmes for students with learning disabilities
Transfer of students	Enrolment of students in new schools not affected by the crisis
School hours (shifts)	Multiple shifts of classes to meet the increased demand for classroom space
School uniforms	Provision of required uniforms to students
Public awareness campaigns for education	Community mobilisation, back-to-schools campaigns, promotion of girls' enrolment, advocacy with families and community leaders, and public awareness

Safe learning environment	Promotion of child protection, child-friendly learning spaces, safe learning environment, school heating
Adequate classroom space	Provision of additional learning spaces for existing schools
Teaching, learning and recreational materials	Provision of materials (textbooks, blackboards, notebooks, pens and pencils, tables desks, sports equipment and other culturally appropriate recreational materials)
Sanitation facilities	Development of latrines and feminine hygiene products
Clean drinking water	Development of wells and other water supplies and sources
School feeding programmes	Provision of meals or snacks, often in partnership with WFP
Gender-sensitive learning environments	Monitoring of behaviour and materials, community advocacy and public awareness
Female teachers	Recruitment
Psychosocial support	Activities and development of learning environment
Language of instruction	Promotion of language in textbooks and used by teachers
Minimum standards for quality, safety, and environmental health	Development of classroom and school guidelines
School and classroom management during crises (MoE, teachers and other staff)	Capacity development and training
Community participation, parent-teacher associations (PTA), school management committees (SMC)	Development of programmes, support to existing programmes and organisations
School safety monitoring committees	Development of programmes, support to existing programmes and organisations
Monitoring and evaluation	Development of and support for school programmes, community monitoring and accountability
Life-skills	Inclusion of culturally and socially relevant life-skills in curriculum, often provided through community education
Health, hygiene and sanitation	Inclusion of culturally and socially relevant Health, hygiene and sanitation learning in curriculum
Disaster risk reduction (DRR) Peace education, conflict prevention and resolution	Inclusion of culturally and socially relevant materials in the curriculum
Teacher certification	Ensuring the recognition of teacher training provided in emergency

Teacher training and capacity development (child-centred, participatory pedagogy during crises, new curriculum)	Pre-service and in-service teacher training, including the teaching of hygiene and sanitation, human rights, and HIV/AIDS, cholera, malaria
Psychosocial support training and capacity development	Pre-service and in-service teacher training
Physical protection training and capacity development	Pre-service and in-service teacher training, including mines, unexploded ordinances, and child-recruitment
Gender sensitivity training and capacity development	Pre-service and in-service teacher training, including sexual and gender-based violence
Classroom management training and capacity development	Pre-service and in-service teacher training, including multi-grade classrooms
DRR training and capacity development	Pre-service and in-service teacher training
Peace building, conflict prevention and resolution training and capacity development	Pre-service and in-service teacher training
Accelerated learning programmes (ALP)	Development of programmes, support for programmes, including remedial programmes
Non-formal education	Development of programmes, support for programmes, including out-of-school recreational activities, sports camps
Community education programmes	Development of programmes, support for programmes
Schooling for working children	Development of programmes, support for programmes, targeting working children, street children and other dropouts
Social services	Social services provided through schooling
Accreditation	Accreditation of all emergency education programmes

Appendix 4: Justifications for Education in Emergencies used in the Conceptual Approach of each Document Reviewed

Source	Human Rights	Humanitarian	Development
Bensalah, K., Sinclair, M., Nacer, F.H. Commisso, A & Bokhari, S. (2001). <i>Education in Situations of Emergency and Crisis: Challenges for the New Century</i> . Paris: UNESCO.	X		X
Berther, Andrea & Lattimer, Charlotte. (2010). <i>The Work of the Education Cluster in Haiti. Humanitarian Exchange Magazine, 48.</i>		X	X
Convention on the Rights of the Child (1989)	X		
Bethke, Lynne & Braunschweig, Scott. (2004). <i>Global Survey on Education in Emergencies</i> . New York: Women's Commission for Refugee Women & Children.	X	X	X
INEE. (2010). <i>Minimum Standards for Education: Preparedness, Response, Recovery</i> . New York: INEE.	X	X	X
INEE. (2008a). <i>About Education in Emergencies</i> . (n.d.)	X	X	X
INEE. (2008c). <i>The Right to Education in Emergencies</i> .	X	X	X
Nicolai, Susan & Triplehorn, Carl. (2003). <i>The Role of Education in Protecting Children in Conflict</i> . London: Overseas Development Institute.	X	X	
Pigozzi, Mary Joy. (1999). <i>Education in Emergencies and for Reconstruction: A developmental approach</i> . New York: Unicef.			X
Save the Children. (2008). <i>Delivering Education for Children in Emergencies</i> . London: International Save the Children Alliance.	X	X	X
Sinclair, Margaret. (2001). Education in Emergencies. In J. Crisp, C. Talbot, & D.Cipollone, (Eds.), <i>Learning for a Future: Refugee Education in Developing Countries</i> (pp. 1-83). Geneva: UNHCR.	X	X	X
Sinclair, Margaret. (2002). <i>Planning Education In and After Emergencies</i> . Paris: IIEP-UNESCO.	X	X	
Sommers, Marc. (2003). <i>The Education Imperative: Supporting Education in Emergencies</i> . Washington, D.C.: Academy for Educational Development.	X	X	X

UNESCO. (2000). <i>The Dakar Framework for Action</i> . Paris: UNESCO.			X
UNESCO. (2010, 25 May). <i>Did You Know? Nine Reasons to Provide Education During and After Conflicts and Disasters</i> .	X	X	X
Unicef. (2010, 13 October). <i>Emergencies and Post-Crisis Education</i> .		X	X
UNESCO. (2011). <i>EFA Global Monitoring Report 2011: The Hidden Crisis – Armed Conflict and Education</i> . Paris: UNESCO.	X	X	X
United Nations General Assembly Resolution 64/290. The right to education in emergency situations. 27 July 2010.	X		
Universal Declaration of Human Rights (1948)	X		
World Bank. (2005). <i>Reshaping the Future: Education and Postconflict Reconstruction</i> . Washington, D.C.: The World Bank.	X		X

Appendix 5: Frequency of Justifications for Education in Emergencies in the Reviewed Literature by Conceptual Approach

Human Rights		Humanitarian		Development
Right to education	Rights in and through education	Physical, cognitive and psychosocial protection	Protection of human rights	
16	16	13	4	15

Appendix 6: Documents that Articulated Objectives for Education in Emergencies

Scholarly	United Nations	NGOs
<p>Berther, Andrea & Lattimer, Charlotte. (2010). The Work of the Education Cluster in Haiti. <i>Humanitarian Exchange Magazine</i>, 48.</p> <p>Mosselson, Jacqueline, Wheaton, Wendy & Frisoli, Paul St. John. (2009). Education and Fragility: A Synthesis of the Literature. <i>Journal of Education for International Development</i>. 4(1), 1-17.</p> <p>Nicolai, Susan & Triplehorn, Carl. (2003). <i>The Role of Education in Protecting Children in Conflict</i>. London: Overseas Development Institute.</p> <p>Sommers, Marc. (2002). <i>Children, Education and War: reaching Education for All (EFA) Objectives in Countries Affected by Conflict</i>. New York: The World Bank</p> <p>Sommers, Marc. (2003). <i>The Education Imperative: Supporting Education in Emergencies</i>. Washington, D.C.: Academy for Educational Development</p> <p>World Bank. (2005). <i>Reshaping the Future: Education and Postconflict Reconstruction</i>. Washington, D.C.: The World Bank</p>	<p>Bensalah, K., Sinclair, M., Nacer, F.H., Commisso, A & Bokhari, S. (2001). <i>Education in Situations of Emergency and Crisis: Challenges for the New Century</i>. Paris: UNESCO.</p> <p>Pigozzi, Mary Joy. (1999). <i>Education in Emergencies and for Reconstruction: A developmental approach</i>. New York: Unicef.</p> <p>Sinclair, Margaret. (2001). Education in Emergencies. In J. Crisp, C. Talbot, & D.Cipollone, (Eds.), <i>Learning for a Future: Refugee Education in Developing Countries</i> (pp. 1-83). Geneva: UNHCR.</p> <p>Sinclair, Margaret. (2002). <i>Planning Education In and After Emergencies</i>. Paris: IIEP-UNESCO</p> <p>UNESCO. (2011). <i>EFA Global Monitoring Report 2011: The Hidden Crisis – Armed Conflict and Education</i>. Paris: UNESCO.</p> <p>United Nations General Assembly Resolution 64/290. The right to education in emergency situations. 27 July 2010.</p>	<p>Bethke, Lynne & Braunschweig, Scott. (2004). <i>Global Survey on Education in Emergencies</i>. New York: Women’s Commission for Refugee Women & Children.</p> <p>Burde, Dana. (2005). <i>Education in Crisis Situations: Mapping the Field</i>. New York: USAID.</p> <p>INEE. (2010). <i>Minimum Standards for Education: Preparedness, Response, Recovery</i>. New York: INEE .</p> <p>INEE. (2008a). <i>About Education in Emergencies</i>.</p> <p>INEE. (2008c). <i>The Right to Education in Emergencies</i>.</p> <p>Save the Children. (2008). <i>Delivering Education for Children in Emergencies</i>. London: International Save the Children Alliance</p>

Appendix 7: Average Annual Activities Measured in the CAPs from 2009 to 2011

Year			2011	2010	2009	TOTAL	
Measure			<i>n</i>	<i>n</i>	<i>n</i>	<i>n</i>	Per cent
Availability of Education	School buildings	Learning spaces	79	131	161	371	12.5
		Presence of teachers	Number of teachers	11	16	28	55
	Teacher remuneration		11	22	19	52	1.8
	Education managers	Training and capacity development for DRR, conflict prevention, and emergency preparedness and response management	28	25	14	67	2.3
	Policy and planning	DRR strategies and initiatives	4	10	3	17	0.6
		Emergency preparedness, response and contingency plans	6	11	5	22	0.7
		Conflict prevention and peace-building strategies and initiatives	0	0	1	1	0.0
	Accessibility of Education	Enrolment and attendance	School fees	2	2	3	7
Transport			2	7	3	12	0.4
Learning opportunities for vulnerable and marginalised groups			22	14	10	46	1.5
Transfer of students			2	1	1	4	0.1
School hours (shifts)			1	1	2	4	0.1
School uniforms			3	5	9	17	0.6
Public awareness campaigns for education			32	56	49	137	4.6
Acceptability of Education	School environment	Safe learning environment	22	28	12	62	2.1
		Adequate classroom space	8	2	3	13	0.4
		Teaching, learning and recreational materials	89	139	141	369	12.4
		Sanitation facilities	52	53	63	168	5.7
		Clean drinking water	25	40	35	100	3.4
		School feeding programmes	15	24	32	71	2.4
		Gender-sensitive learning environments	20	15	14	49	1.6
		Female teachers	7	8	7	22	0.7
		Psychosocial support	19	28	23	70	2.4
	Language of instruction	1	0	0	1	0.0	
	Regulation and supervision	Minimum standards for quality, safety, and environmental health	2	3	1	6	0.2
		School and classroom management during crises (MoE, teachers and other staff)	3	1	0	4	0.1
		Community participation, parent-teacher associations (PTA), school management committees (SMC)	58	62	86	206	6.9
		School safety monitoring committees	2	8	5	15	0.5
		Monitoring and evaluation	25	17	6	48	1.6

	Curricula	Life-skills	20	19	18	57	1.9
		Health, hygiene and sanitation	21	24	30	75	2.5
		Disaster risk reduction (DRR)	9	11	6	26	0.9
		Peace education, conflict prevention and resolution	11	9	4	24	0.8
	Teacher capacities	Teacher certification	1	0	3	4	0.1
		Teacher training and capacity development (child-centred, participatory pedagogy during crises, new curriculum)	68	112	120	300	10.1
		Psychosocial support training and capacity development	20	45	14	79	2.7
		Physical protection training and capacity development	18	19	8	45	1.5
		Gender sensitivity training and capacity development	9	15	13	37	1.2
		Classroom management training and capacity development	12	11	5	28	0.9
		DRR training and capacity development	16	20	3	39	1.3
Peace building, conflict prevention and resolution training and capacity development		3	14	7	24	0.8	
Adaptability of Education	Out-of-school education	Accelerated learning programmes (ALP)	13	20	21	54	1.8
		Non-formal education	20	33	42	95	3.2
		Community education programmes	5	9	10	24	0.8
		Schooling for working children	9	14	10	33	1.1
		Social services	1	2	0	3	0.1
		Accreditation	0	3	4	7	0.2
Total number of activities proposed			807	1109	1054	2970	100.0

