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The creation and development of the global IASC Education Cluster

Allison Anderson and Marian Hodgkin

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Prepared for the 2011 EFA Global Monitoring Report

The creation and development of the global IASC Education Cluster

by Allison Anderson and Marian Hodgkin

Introduction

The formation of the IASC Education Cluster at the global level was an arduous process and seminal event for the field of education in emergencies through to recovery. Drawing on the personal experiences of those involved, as well as published and unpublished reports, this paper documents the creation of the Education Cluster and its place within the broader agenda of humanitarian reform. The leadership, structure and work of the Education Cluster at the global level are described, and an analysis of the achievements and challenges is provided. The paper ends with a number of recommendations for consideration as the Education Cluster enters its next phase of work.

Humanitarian Reform and the birth of the Cluster System

The need for more timely, predictable and effective humanitarian action, including the collective ability to efficiently respond to crises, was the driving force behind the humanitarian reform process championed by the UN Secretary General in 2005. An independent *Humanitarian Response Review* was commissioned by the Inter-Agency Standing Committee (IASC)¹ and the United Nations Emergency Relief Coordinator to assess the humanitarian response capacities of the UN, NGOs, Red Cross and Red Crescent Movement and other key humanitarian actors, with a goal of identifying gaps and making recommendations to address them. In view of the tight timeframe assigned and the resources available, the focus of the study was on the international response and on aspects relevant to the first phase of a crisis to a maximum of 18 months. The review was conducted by four independent consultants, between February and June 2005, who collected material through customized questionnaires, interviews, seminars, background documents, as well as the results of a number of evaluations and lessons learned exercises.

Education was identified within the Terms of Reference for the review as a key sector within the sections outlining key activities² and objectives.³ However, when the Humanitarian Response Review report was released in August 2005, it appeared that education was not fully considered by the consultants and it wasn't listed as a key sector within the findings and recommendations of the report. The review underscored the need to urgently address gaps in humanitarian response, including poor coordination, lack of accountability and a low level of preparedness. While gaps were identified in many sectors, including water and sanitation, protection, shelter, camp management, the education sector was not mentioned.

Recommendations from the *Humanitarian Response Review* included the need for accountability to beneficiaries, donors and national or local authorities, for the humanitarian community to work collectively towards an inclusive system-wide coordination mechanism and to establish clear leadership in a number of sectors. The recommendations gave impetus to the humanitarian reform process, and led to a Humanitarian Reform Agenda with focus on four inter-related strategies:

¹ The Inter-Agency Standing Committee (IASC) is an inter-agency forum for coordination, policy development and decision-making involving the key UN and non-UN humanitarian partners. The IASC was established in June 1992 in response to United Nations General Assembly Resolution 46/182 on the strengthening of humanitarian assistance. General Assembly Resolution 48/57 affirmed its role as the primary mechanism for inter-agency coordination of humanitarian assistance. Under the leadership of the Emergency Relief Coordinator, the IASC develops humanitarian policies, agrees on a clear division of responsibility for the various aspects of humanitarian assistance, identifies and addresses gaps in response, and advocates for effective application of humanitarian principles. Together with Executive Committee for Humanitarian Affairs (ECHA), the IASC forms the key strategic coordination mechanism among major humanitarian actors.

² United Nations, *Humanitarian Response Review*, (Geneva: UN, 2005), Annex 1.

³ United Nations, *Humanitarian Response Review*, (Geneva: UN, 2005), Annex 2.

1. Enhanced leadership, accountability and predictability of emergency response in key sectors
2. Adequate, timely and flexible humanitarian financing
3. Improved humanitarian co-ordination
4. More effective partnerships between UN and non-UN humanitarian actors

The cluster approach was adopted by the IASC as a key strategy to address gaps in humanitarian response, particularly as they related to point number one: *enhanced leadership, accountability and predictability of emergency response in key sectors*. The aim of the cluster approach at the global level is to strengthen system-wide preparedness and co-ordination of technical capacity to respond to humanitarian emergencies by ensuring that there is predictable leadership and accountability in all the main sectors or areas of humanitarian response.

In September 2005, largely on the basis of recommendations of the *Humanitarian Response Review*, IASC Principals – the heads of all IASC member agencies who make decisions regarding strategic coordination among major humanitarian actors – agreed to designate global cluster lead agencies in nine critical programme and operational areas and also agreed that the cluster approach should be applied at the country level. Clusters initially formed as part of the IASC initiative included logistics, telecommunications, shelter, health, nutrition, water and sanitation, early recovery, camp coordination, and protection. Education was not identified as a sector to be included in the cluster approach at the global level.⁴

In December 2005 the IASC Principals reaffirmed the application of the cluster approach as a mechanism that can help to address identified gaps in response and enhance the quality of humanitarian action. They also reaffirmed the nine clusters⁵ with the understanding that there were three sectors where leadership for coordination was clear, and therefore where “the cluster approach was not required”: food coordinated by WFP, refugees coordinated by UNHCR, and education coordinated by UNICEF.⁶

Why Was Education Left Out?

The Humanitarian Response Review and subsequent establishment of clusters did not include education. There were several reasons for this. A central reason given was that UNICEF was already the de facto lead and therefore, there was no gap to fill.⁷ UNICEF was seen as the natural lead agency for the education sector, with institutional presence at global, regional and country levels for emergency preparedness and response at scale, humanitarian policies, role in coordination between humanitarian and development partners and strong relations with most national governments. Their capacities included operational and technical strengths, as well as human resource capacity, supply and logistics, and capacities in funding mobilization, advocacy and communication. It was also suggested that UNESCO, the only agency with a mandate for education, was not an operational agency in humanitarian contexts.⁸

Perhaps an even more important factor was the perceived hierarchy of humanitarian needs and the fact that education was not seen as a priority, life-saving sector.⁹ In discussions, UNICEF had been committed to the inclusion of education, however the decision rested with Jan Egeland, who, presumably with advice from OCHA colleagues, decided education should not be included.¹⁰ This decision was no doubt in part due to a remaining traditional approach to aid work, which saw

⁴ IASC, *Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response* (Geneva: IASC, 2006), 2.

⁵ See Annex 1 for a list of all Global Clusters and lead agencies as of 2010.

⁶ IASC, *Decisions Regarding the Use of the Cluster Approach (November 2005 - June 2007)* (Geneva: IASC, 2007).

⁷ Global Education Cluster, Minutes from the First Meeting of the IASC Education Cluster Advisory Group. UNICEF, NY 16-17 January (Unpublished, 2007).

⁸ Notes from NGO September meeting on Humanitarian Response Review, hosted by ICVA, as reported by the Sphere Project Manager to INEE Secretariat, (Unpublished, 2005).

⁹ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010.

¹⁰ Notes from NGO September meeting on Humanitarian Response Review, hosted by ICVA, as reported by the Sphere Project Manager to INEE Secretariat, (Unpublished, 2005).

“survival” sectors like food, health and shelter as the only humanitarian sectors. An often expressed view amongst those working in humanitarian coordination at the global level, and within the more traditional humanitarian aid sectors, is *people are dying, only life-saving matters; any other intervention is secondary*.¹¹ As James Shepherd-Barron, Senior Emergency Specialist for the UNICEF Asia Regional Office and former Health, Shelter and WASH cluster coordinator in places such as Iraq, Afghanistan and Pakistan, a person who describes himself as a reformed “education sceptic” puts it, there was a general sense that education could be left until the recovery and development phases.¹²

Education practitioners have been challenging these arguments for over a decade, advocating for the importance of education in emergency interventions because of the life-saving and life-sustaining role that the sector can play; both as an end itself, but also due to the role it can play in convey key messages and services relevant to other sectors. A powerful argument against the detractors, particularly those working within the humanitarian reform agenda, has also been one focused on accountability. While accountability is featured strongly in the reform agenda, the question is often raised, *accountable to whom?* Despite the humanitarian community’s devotion to and focus on assisting populations in extremis, there appears to be a level of insincerity when it comes to asking their opinion and respecting their response. This oversight is brought to light in countless assessments of displaced populations, refugee leaders and community members, who specifically identify education and schooling as a priority need for their communities. Education is so vital to communities that even during high-profile acute emergencies, recipients often identify schools as the priority intervention. In many cases the demand by community leaders for children’s education exceeds requests for food, water, medicine, and even shelter. For instance, during the famine in Afghanistan in the winter of 2001-2002, when village leaders’ requests for education was denied by aid groups in favour of food supply and other commodity distributions, the community then requested that teachers be categorized as the “most vulnerable” for priority rationing of food parcels. Education was so important to them that they wanted to make sure that teachers didn’t leave their communities in search for food, wage labour, or other means of subsistence.¹³

Another example of the importance of education for communities, and for children themselves, was demonstrated in 1999 when in the summer months numerous Chechens abruptly fled their homes with many children wearing only sandals on their feet. As winter came, the IRC worked in several displaced persons camps to distribute a large consignment of children’s boots for use in the cold weather. However, during a follow-up visit to the camps when snow was already on the ground, IRC staff were surprised to see that children were still wearing sandals or going barefoot. When asked, families readily produced the children’s boots, and explained that they remained in perfect condition because children were saving their new footwear for the first day of school.¹⁴ When communities themselves are asked to allocate funding, funding to support teachers or establish an education programme is often the priority. In Iraq in 2003, a feasibility study of small community grant programmes for displaced communities was undertaken. Despite the highly challenging circumstances that faced communities as they attempted to access a range of basic services and support themselves, communities consistently told assessors that, if they won a grant, they would use it to build a school.

Documentation and direct personal experience of this reality in many communities has begun to change the more traditional humanitarian mindset. Shepherd-Barron recounts an experience from his time in Pakistan after the earthquake in 2005 as being a turning point for him in how he viewed the importance of education. Visiting villages in Needham Valley, as part of an early response team for the shelter sector, he heard time and again from village elders that the two things they most needed

¹¹ Gerald Martone, Director of Humanitarian Advocacy for the International Rescue Committee, interviewed by Allison Anderson, 29 March 2010.

¹² James Shepherd-Barron, Senior Emergency Specialist for the UNICEF Asia Regional Office, interviewed by Marian Hodgkin, 29 April 2010.

¹³ Allison Anderson, Gerald Martone, Jenny Perlman Robinson, Eli Rognerud and Joan Sullivan-Owomoyela. *Standards Put to the Test: Implementing the INEE Minimum Standards for Education in Emergencies* (London: Overseas Development Institute, 2006), 2.

¹⁴ Anderson, A. et al., *Standards Put to the Test*, 2.

were a mosque and a school.¹⁵ Shepherd-Barron views this experience, and the active cluster approach taken in Pakistan as formative for him in his altered view of the role education has as part of humanitarian response, not only as a priority in and of itself, but also as a vital sector through which broader public health and water and sanitation messages can be shared.¹⁶

The earthquake response in Pakistan was a formative experience for those within the education sector too. Although not officially part of the global Cluster system in 2005, the education sector was prioritized by the Pakistani Government as a critical area for recovery, and was included within the cluster approach implemented in Pakistan, represented both in national meetings in Islamabad, as well as at the field level, participating in meetings at local hubs. As Shepherd-Barron puts it, the cluster approach provided a space for humanitarian agencies to work together in a way that had not been seen years previously, and in Pakistan, through a decision by the Government, education had a legitimate seat at the table.¹⁷ This spontaneous formation of a country-level education cluster was not contained to Pakistan, and was taken as evidence of a real need and the potential impact that the establishment of an Education Cluster at the global level could have.

Advocacy in support of an Education Cluster

In the second half of 2005, individual agency members of the Inter-Agency Network for Education in Emergencies¹⁸, – notably INEE’s Steering Group members at the time¹⁹ – as well as INEE Secretariat staff, advocated for an education cluster within the context of the Humanitarian Response Review process. Advocates highlighted the physical, psychosocial and cognitive protection that education in emergencies can afford. Given the life saving and life sustaining benefits of quality emergency education response, as well as gaps in the provision of education in crises situations, INEE argued that there was a clear need to include education as a cluster, citing Pakistan and other ad hoc Education Cluster formulations at the national level as evidence.

UNICEF was supportive of the idea of an education cluster, particularly within the education section of the organisation, and expressed willingness to lead if it were to be established. However, the agency’s public stance was fairly cautious, only publicly advocating for its formation in careful terms. In part this was due to the fact that UNICEF was already leading three Clusters (WASH, Nutrition, Telecommunications) as well as the Child Protection Area of Responsibility for the Protection Cluster. There was a sense that they shouldn’t be seen to lay claim another sector of work without being invited by the broader community.²⁰

INEE worked to garner support for UNICEF’s lead, and at the November 2005 IASC Working Group meeting, UNICEF proposed the establishment of an Education Cluster. Within this proposal, UNICEF would be designated as the lead agency for the Cluster, based on its strong country presence and emergency preparedness, as well as its regional capacity and global network of partners, resources, operations and proven track record in education in emergencies.²¹ INEE wrote to the IASC Cluster Working Group in November of 2005 in support of UNICEF’s submitted proposal calling for the creation of an education cluster with UNICEF as the lead agency. INEE’s letter highlighted the urgency of an education cluster to fill the gaps that existed with regard to coordination on the ground,

¹⁵ James Shepherd-Barron, Senior Emergency Specialist for the UNICEF Asia Regional Office, interviewed by Marian Hodgkin, 29 April 2010.

¹⁶ James Shepherd-Barron, Senior Emergency Specialist for the UNICEF Asia Regional Office, interviewed by Marian Hodgkin, 29 April 2010.

¹⁷ Anderson, A. et al., *Standards Put to the Test*, 12.

¹⁸ The Inter-Agency Network for Education in Emergencies (INEE) is an open global network of members working together within a humanitarian and development framework to ensure all persons the right to quality and safe education in emergencies and post-crisis recovery. Since its inception in 2000, INEE’s membership has grown to over 4,000 members in 138 countries – practitioners, students, teachers and staff from UN agencies, non-governmental organizations, donors, governments and universities – collaboratively working to share knowledge, develop resources and inform policy through consensus-driven advocacy. From 2003-2009, the INEE Steering Group was comprised of Care, ChildFund International, the International Rescue Committee, the International Save the Children Alliance, the Norwegian Refugee Council, UNICEF, UNHCR, UNESCO and the World Bank.

¹⁹ INEE Steering Group members: CARE, Christian Children’s Fund (now ChildFund International), International Rescue Committee, Norwegian Refugee Council, Save the Children Alliance, UNESCO, UNHCR, UNICEF and the World Bank.

²⁰ Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010.

²¹ IASC 63rd Working Group Meeting 21-22 November, Proposal for a Cluster Working Group on Education (Unpublished, 2005).

accountability for service delivery and the lack of funding earmarked for educational activities within the humanitarian response. Cited within that letter was this statistic:

According to the UN Office for the Coordination of Humanitarian Affairs, only 1.5 percent of the total global humanitarian contributions in 2004 (per sector) went toward education.

INEE's advocacy pointed out that the sector was already recognized as a key component of humanitarian response within the outcome document of the 2005 World Summit, agreed upon by all Member States of the United Nations.²² That document reaffirms States' commitment to timely and effective humanitarian assistance and singles out education as a key element of timely and effective humanitarian assistance. Moreover, given that a main task of the clusters was to establish global benchmarks, both UNICEF and INEE's advocacy in the fall of 2005 highlighted the fact that the education in emergencies community had already established and accepted INEE's *Minimum Standards for Education in Emergencies, Chronic Crisis and Early Reconstruction* as a tool to increase quality, access and accountability.²³

However, at the end of 2005, the IASC decided not to create any new clusters, given that the enormous undertaking of initiating the first nine clusters was just getting started, and, as previously cited, because UNICEF was already considered a de facto lead for education.

This rationale given by members of the IASC that education was not a gap sector given UNICEF's role was in fact called into question as others also cited the existence of UNESCO as a reason for a lack of a gap.²⁴ This confusion around who was the lead for the education sector – UNESCO, given its education focused mandate but limited capacity to respond, or UNICEF, which lacked an education specific mandate but did have capacity on the ground and often played a lead role in education in emergencies – highlighted that accountabilities were *not* clear.

Others involved in discussions around the establishment of an education cluster also argued that there was no gap for the education sector based on the fact that one of the main cluster responsibilities was to establish and apply standards for a more predictable and accountable response; INEE had already successfully established inter-agency standards for education in emergencies – the *INEE Minimum Standards* – and therefore an education cluster was not a priority. Others stated that INEE – an inter-agency network with diverse membership and strong UN-NGO partnership – was in fact a de facto cluster.

However, while there were standards, they were not being universally applied, and certainly one of the benefits of the cluster approach would be to do this with greater coordination and a more coordinated country-level presence with a diverse group of partners.²⁵ Moreover, as INEE Steering Group and Secretariat members pointed out, INEE is not an operational partner, but a global mechanism for information-sharing, resource development, standard setting, inter-agency collaboration and capacity building. While the extensive and inclusive partnerships that existed within INEE could benefit an education cluster, INEE was not a body that could take on the cluster lead responsibilities on the ground in a sustainable way.

There was also a feeling among IASC members that a potentially dangerous precedent could be set by the establishment of an education cluster, linked to the fact that its belated formation could be taken to mean that to be taken seriously as a component of humanitarian intervention, an issue needed to have a cluster. WFP, for example, strongly advocated that they did not want a food cluster

²² United Nations, *World Summit Outcome 2005* (New York: United Nations, 2005), 28.

²³ INEE, *Minimum Standards for Education in Emergencies, Chronic Crisis and Early Reconstruction* (New York: INEE, 2004), now available in an updated edition: *INEE Minimum Standards for Education: Preparedness, Response, Recovery* (New York: INEE, 2010): www.ineesite.org/standards

²⁴ Notes from NGO September meeting on Humanitarian Response Review, hosted by ICVA, as reported by the Sphere Project Manager to INEE Secretariat, (Unpublished, 2005).

²⁵ Ed Schenkenberg van Mierop, Coordinator of the International Council of Voluntary Agencies (ICVA), interviewed by Allison Anderson, 7 April 2010.

and that if an education cluster were to be established, they would be left as the only sector without a cluster, and would be alienated from the coordination processes.²⁶ Some felt there was a risk of an overload of issues being established as clusters, and that a line needed to be drawn.

Within the education and humanitarian field, there were also questions as to whether education as a sector would be well served as by the cluster system, particularly given concerns relating to a heavy focus of the roll out of the cluster approach on process and bureaucracy, (the development of ToRs, and discussion of who does what where) rather than substance of the humanitarian reform, such as strengthened partnerships at the field level. While clusters were supposed to be gap filling, there was concern that they would lead to new silos rather than stronger, more holistic inter-sectoral humanitarian response.²⁷

While these concerns were noted, the INEE Steering Group and Secretariat considered the lack of an education cluster to be a grave oversight given gaps in service provision, funding and coordination that would continue to challenge the quality of humanitarian response. Furthermore, there was a sense that this IASC decision would mean that gains that had been made in recent years to ensure education was recognized as part of humanitarian response would be lost, with an implicit message being sent to non-education practitioners that education wasn't important enough to merit a cluster.²⁸

Throughout 2006 therefore, INEE took the lead in advocating for the formation of an education cluster. INEE argued that in crisis contexts quality education can accomplish several life-saving and life-sustaining objectives:

- an effective means through which to disseminate survival messages, such as information about the emergency, landmine safety or HIV and AIDS prevention
- a key psychosocial intervention through the restoration a sense of routine, dignity and hope by offering structured and supportive activities and providing social support through peer interaction
- a strategy to build life skills that strengthen coping strategies, support conflict resolution and peace-building and facilitate future employment
- a preventive effect on recruitment by fighting forces, abduction, and gender based violence.²⁹

Advocacy that saw education as a “point of entry” for a range of other more traditional humanitarian sectors was critical. The *Cluster Approach Evaluation Report in 2007*, for example, states that education was seen to “reinforce the work of other sectors’ communication strategies.”³⁰ While these instrumentalist arguments had traction, there also seems to have been a broader shift in the approach to humanitarian work that the establishment of the education cluster sought to capitalize on and strengthen. Several interviewees for this paper noted that the establishment of an Education Cluster signalled a shift in priority in acute emergencies, away from work focused solely on survival and reducing mortality, towards an emphasis on human dignity and human rights and an understanding and articulation of the relief to development continuum.³¹ Of course, proving causal effect here is difficult, and education colleagues may well argue that some of an increased focus on dignity, rights and the inherent links between relief and development comes at least in part from education advocates, including communities themselves.

Mark Cutts, OCHA’s Senior Coordinator for Humanitarian Coordination and Support, supports this analysis, arguing that the space given to protection and early recovery within the cluster approach provided natural allies and openings for education’s inclusion.³² The Early Recovery Cluster works to ensure that even in the earliest days of a crisis, consideration is given and action is taken to facilitate

²⁶ Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010. Of note, since this time an Agriculture Cluster has been established (2007), and discussion are now ongoing regarding the establishment of a Food Security Cluster to be jointly led by WFP and FAO.

²⁷ Ed Schenkenberg van Mierop, Coordinator of the International Council of Voluntary Agencies (ICVA), interviewed by Allison Anderson, 7 April 2010.

²⁸ Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010.

²⁹ See Annex 3, *INEE Petition Letter for an Education Cluster, October, 2006*.

³⁰ IASC, *Cluster Approach Evaluation Report* (Geneva: IASC, 2007), 29.

³¹ Interviews with Nicolai, Van Kalmthout and Cutts, April 2010.

³² Mark Cutts, Senior Coordinator for Humanitarian Coordination and Support for UN OCHA, interviewed by Marian Hodgkin, 29 April 2010.

the recovery phase. Even stalwart humanitarian traditionalists are somewhat accepting that even if formal education isn't a priority in the initial 72 hours of an emergency, work needs to begin immediately to ensure rebuilding of an education system is part of early recovery. Combined with the role that learning spaces have to play in the protection of children and young people, the education sector had a powerful case to make and increasingly strong friends within the humanitarian community.

INEE also argued that current gaps within the education sector were significant. The lack of standardization of assessment and response to needs in crisis situations led to varying levels of service delivery across different contexts. Education service delivery was being conducted in an ad hoc manner with no standard mechanism to determine which agency or organization should respond or for which types of activities they should be responsible (i.e. child friendly spaces, life skills activities, teacher training). Government leadership in education was inconsistent and furthermore, there was a lack of agreement about the ways in which ministries and international actors should collaborate.

These challenges were exacerbated further as education response was managed in different ways within the newly established cluster system. For example, in Uganda, education was included in the sub-cluster for child protection led by UNICEF; in the Democratic Republic of Congo, education was created as a national cluster also led by UNICEF; in Lebanon, education was subsumed under the cluster for early recovery and led by UNDP. This uncoordinated and unsystematic approach, as well as a lack of meaningful participation by professional education staff, ultimately led to the overall absence of accountability and the devaluation of the critical role that education plays in humanitarian response. Moreover, experience with the roll-out of the cluster approach in 2006 led to greater recognition within INEE that education needed to be integrated within the broader framework of enhanced response, accountability and leadership of the cluster approach. For instance, the experience of the Pakistan education cluster, as well as feedback from INEE members participating in education clusters in Uganda and the DRC, suggested that an official and institutionalized education cluster should be established at the global level, and that the INEE Minimum Standards be used to frame and guide their work to ensure coordination, accountability and predictability. These experiences at the national level and analysis of the potential impact of the lack of a formal Education Cluster at the global level were all used as structural evidence that an Education Cluster was needed.

Given that a priority task of clusters is to establish global standards, the fact that the education in emergencies community had already established and widely accepted INEE Minimum Standards gave the work of a potential cluster a strong foundation upon which to build. These standards, which were developed with the participation of over 2,250 people from more than 50 countries, provide guidance on good practice in education provision. They aim to enhance the quality of educational preparedness, response and recovery, increase access to safe and relevant learning opportunities and ensure accountability in providing these services.

Equally important within the network's advocacy was the fact that the current practice ignored IASC's own priority of greater accountability to beneficiaries: education was repeatedly prioritized by communities affected by crisis but not by the agencies delivering humanitarian services. Examples, such as those provided above were given, and the case for an education cluster was forcefully made.

INEE and its partners moved forward a multi-pronged advocacy strategy in support of an education cluster. One of these strategies entailed securing support from the UN members of the IASC as well as the three NGO network members: the International Council of Voluntary Agencies (ICVA), Interaction and the Standing Committee for Humanitarian Response (SCHR). Critically, these networks, which represented a wide range of civil society organizations working in the humanitarian response field, shared a broad overlap of membership with INEE. Strategic opportunities were seized; in accepting INEE's Voices of Courage Award in May 2006, Allison Anderson, the then INEE Coordinator for Minimum Standards, cognisant of the fact that several high level OCHA and UNICEF staff members were in the room, including the UNICEF Executive Director, used her speech to

highlight the lack of an education cluster as a critical gap for quality humanitarian response and human dignity.

Proposal for Co-Leadership

In 2006, the International Save the Children Alliance launched the *Rewrite the Future* campaign to give children affected by conflict access to quality education. As a result of the advocacy surrounding this campaign as well as Save the Children's own well-promoted commitment to change their own programming to ensure quality education in emergencies, the issue of education within humanitarian response was rising up the agenda. The establishment of an education cluster was a key point of advocacy in the highlevel meetings that surrounded the *Rewrite the Future* campaign, and in meetings Save the Children had with key actors around humanitarian reform more generally the same advocacy point was made.³³ The International Save the Children Alliance, with 28 member organizations and operations in over 120 countries had a strong voice, and the campaign effectively raised the profile of education in emergencies and the International Save the Children Alliance as a lead agency for education in emergencies both globally and in the field.

Several high level policy makers within the International Save the Children Alliance at the Global Humanitarian Summit in July 2006 had been briefed on the campaign, including Jasmine Whitbread, the Chief Executive of Save the Children UK; Toby Porter, Save the Children's Director of Emergencies; and Charles MacCormack, President of Save the Children US. According to Toby Porter, at the summit, Save the Children representatives spoke to Jan Egeland about the importance of education in emergencies and the *Rewrite the Future* campaign, highlighting the major gap of education within humanitarian response. He also highlighted education in emergencies in his opening speech.³⁴ In a somewhat maverick move, at the meeting Jan Egeland, the Emergency Response Coordinator and Chair of the IASC Principals, invited UNICEF and the International Save the Children Alliance to explore potential for a shared leadership arrangement of the proposed education cluster. This addressed two emerging needs that were raised within this summit and the humanitarian reform process more generally: the need for an education cluster to fill a critical gap in humanitarian response and the need to ensure greater partnership between UN and non UN actors.³⁵

This idea was endorsed at the Humanitarian Summit, pending IASC Working Group approval. After internal analysis of the implications for the organisation, Jasmine Whitbread wrote to UNICEF's Executive Director in August 2006 confirming that the Save the Children Alliance had reached the initial conclusion that they would like to pursue co-leadership of the education cluster with UNICEF.

In October and November 2006, INEE asked its members that were also members of ICVA, InterAction and SCHR to sign a letter in support of the formation of an education cluster. The letter urged the networks to represent a collective request at the upcoming IASC Working Group and Principals' meetings by expressing their support for an education cluster and advancing the decision-making process in support of its formation.³⁶ A similar letter from the network was sent to Jan Egeland and Kasidis Rochanakorn, the Chair of the IASC Working Group. At the same time, UNICEF, as a full member of the IASC, and the International Save the Children Alliance as a standing invitee of the IASC through its membership in ICVA, InterAction, and SCHR, lobbied internally and also externally with colleagues from WFP and UNHCR – also IASC members – to ensure support for education on the upcoming IASC meeting agenda.

UNICEF, in its capacity as the de facto lead agency on education in emergencies, submitted a proposal to the IASC Working Group at the November 2006 meeting for the cluster approach to be applied to the education sector. The proposal stated that education is a critical component of basic social service delivery that should be integrated within the broader framework of enhanced response,

³³ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010

³⁴ Porter, T., *Summary of Discussion on Proposal to Apply the Cluster Approach to Education*, (Unpublished, 16 November, 2006).

³⁵ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010; Susan Nicolai, Deputy Cluster Coordinator for the Global Education Cluster Unit, interviewed by Marian Hodgkin, 22 April 2010.

³⁶ See Annex 3, *INEE Petition Letter for an Education Cluster, October, 2006*.

accountability and leadership on social services in crisis. It also highlighted current critical gaps within the field, addressing earlier points made by the IASC:

Experience in the Democratic Republic of Congo and Uganda suggests that the cluster approach further strengthens UN and NGO capacities to respond to crisis and to coordinate interventions with respect to emergency education response and preparedness. To date the leadership role has been mostly an ad hoc process in which de facto leadership and coordination is provided by 'first responding' agencies like UNICEF that have a strong field presence. The Education Sector would benefit from the more structured, predictable and coordinated support of a cluster approach. A clearer articulation of the coordinating role, better definition of competencies, responsibilities, ensuring global and country level support structures and the organisation to provide full cooperation and strengthen the support to Humanitarian Coordinators seems timely.³⁷

At the IASC Working Group Meeting in NY on 15 November, the issue of education in emergencies was on the afternoon agenda, and UNICEF, Save the Children and other allies lobbied for support for an education cluster. Dan Toole, UNICEF's Director of Emergency Programmes, presented the proposal for the 'application of the cluster approach to education', rather than 'create an education cluster' to reflect agreement given the concerns expressed earlier in this IASC meeting at the general confusion about the relationship between clusters and sectors. He also stated that while discussions had been slow to start with Save the Children, due to internal UN workings, UNICEF hoped to do this in partnership with Save the Children. However, discussions were not sufficiently advanced at this stage to formally propose 'co-lead' arrangements as part of this agenda item. UNICEF wanted the endorsement of IASC to facilitate the process of concretising the main activities and lead arrangements over the next 3 months.

Kasidis Rocharan, the Head of OCHA Geneva and Chair of the IASC welcomed this proposal on behalf of Jan Egeland, who was particularly pleased by the UN-NGO co-partnership. The UNICEF proposal to apply the cluster approach to the education sector was then endorsed by a succession of agencies³⁸ and the meeting notes conclude that discussions between UNICEF and the Save the Children Alliance on how to strengthen their partnership as possible co-chairs would continue in preparation for the IASC Principals Meeting in December.

Cluster Co-Leadership: The Process and Challenge of Defining Comparative Advantage

The IASC Principals confirmed the endorsement at a meeting on 12 December 2006. An Advisory Group with representation of from INEE, UNICEF, UNHCR, UNESCO, WFP, the Save the Children Alliance, ChildFund International (formerly Christian Children's Fund) and the International Rescue Committee was established to provide guidance, engage in the development and timely delivery of key products, and secure engagement of a wider group of partners.

The IASC endorsement of education as part of the cluster process represented a significant achievement as it indicated not only the recognition by the humanitarian community of the critical role that education plays in humanitarian response, but also their willingness to support its provision. However, once approved, the establishment and effective management of the cluster faced significant challenges, particularly in terms of structure, governance and funding.

A key concept within the cluster approach is leadership with accountability among humanitarian actors. Cluster lead agencies are accountable to the Emergency Relief Coordinator for securing system-wide preparedness and technical capacity to respond to humanitarian emergencies, and for

³⁷ IASC 66th Working Group Meeting 15-17 November, Proposal for Application of the Cluster Approach to the Education Sector, (Unpublished, 2006).

³⁸ Porter, T., Summary of Discussion on Proposal to Apply the Cluster Approach to Education, (Unpublished, 16 November, 2006).

ensuring greater predictability and more effective inter-agency responses. At the global level they are responsible for establishing broad partnership bases, often formed as working groups, that engage in activities in three main areas of standards and policy- setting, building response capacity, and operational support.

UNICEF and the International Save the Children Alliance, as co-leads, share a commitment to advance children's rights to survival, protection, development and participation, guided by the Convention on the Rights of the Child. Both agencies focus their work on contributing to the achievement of the Millennium Development Goals by 2015, through work with government and other partners. This encompasses the provision of humanitarian assistance and advocacy for children's rights in emergencies and post-crisis transition, including education. There was also mutual recognition of the different approaches and strengths of the two agencies. UNICEF was seen to bring global reach, with strong presence in over 150 countries and good working relationships with governments. The Save the Children Alliance also had a wide geographic reach, and was seen as having leverage with the broader NGO community³⁹ and the ability to move more lightly, without the weight of UN processes and bureaucracy.

While the idea of a partnership was generally celebrated, early on there was concern even within the proposed co-lead agencies as to how a UN-NGO partnership would work. For example, within Save the Children, there were fears that the cluster and larger humanitarian reform process were unwieldy and bureaucratic and risked slowing down their response, moving it away from core agency services.⁴⁰ In addition, there were also questions within Save the Children as to whether a co-led UN-NGO cluster would limit Save the Children's policy, advocacy and programmatic independence and how far this might be tied to funding.⁴¹ Likewise, UNICEF was grappling with the implications of such a partnership, including how to ensure accountability with a NGO alliance given that cluster leads are accountable through the UN system, and who would do what within the sector in terms of a division of labour between the agencies. For UNICEF education staff, the fact that coordination of an education response was now non-negotiable, a commitment had been made to ensure it was taken on either by the lead agencies or other partnerships was a significant and welcome development;⁴² yet the practicalities of this were only beginning to be addressed.

The Education Cluster is the only cluster at global level to be co-led by the UN and an NGO. The inherent differences in size, scope and organizational culture between the two agencies have created challenges in moving forward the partnership. While the education cluster was established in December 2006, it was only in November 2007 – almost an entire year later – that a Memorandum of Understanding (MoU) formalizing the modalities for joint leadership of the global Education Cluster between UNICEF and the International Save the Children Alliance was signed. The signing of the MoU created a foundation for partnership, and was signed at the highest levels in both organisations. Governance of the partnership is through a Steering Group, made up of two senior staff from each agency to provide joint oversight and ensure organisational accountability. Yet there have been significant challenges in attempting to operationalize the MoU at global and country levels, and, at times, details have been left to individual interest and negotiation, rather than being institutionally agreed.⁴³

Once the MoU had been signed, the initial work of the Steering Group and Advisory Group was clear – the need for fulltime staff to be hired to begin the substantive work of the cluster and to engage a broader community of organisations in the significant work that lay ahead.

³⁹ Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010.

⁴⁰ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010.

⁴¹ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010.

⁴² Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010.

⁴³ Susan Nicolai, Deputy Cluster Coordinator for the Global Education Cluster Unit, interviewed by Marian Hodgkin, 22 April 2010.

The Functioning of the Global Education Cluster: Structures and Process

Representing the co-leads, a global Education Cluster Unit (ECU) was established in Geneva in early 2008, with a Cluster Coordinator from UNICEF and a Deputy Coordinator from Save the Children, sitting in the two offices of their respective lead agencies. The ECU was joined in early 2010 by a third member – a Knowledge Management Advisor, hired by Save the Children. Several consultants have also been hired to take forward discrete areas of work. The ECU works to coordinate the work of the Global Education Cluster, including the internal mainstreaming of cluster roles and responsibilities within the lead agencies, and participating in OCHA-led cluster processes. Furthermore, the ECU facilitates the development and functioning of an Education Cluster Working Group at the global level, which took over from the Advisory Group in September 2008.

The Education Cluster Working Group had its inaugural meeting in the fall of 2008 and brings together a broad number of representatives from organisations working on education preparedness and response in emergencies through to early recovery. It is an open group, and is made up of members from a range of NGOs (including Save the Children, NRC, World Vision, Plan International, Refugee Education Trust and the International Rescue Committee, among others), UN agencies (including UNICEF, UNESCO, WFP and UNRWA), individual consultants, and the INEE Secretariat. The Education Cluster Working Group is facilitated by the ECU, and supports the development and review of the goals, objectives, strategies and priorities for the Education Cluster.

The activities of the Working Group are outlined in a Workplan, and the vast majority of work undertaken by the ECU and Education Cluster Working Group is intended to support and respond to work being done by the country-level clusters. There are already 39 country-level Education Clusters, with a variety of leadership arrangements and operating in a range of contexts and with varying levels of activity.⁴⁴ The Workplan for 2009-10 responds to many of the recommended actions that came out of one of the first major projects of the Education Cluster – a Capacity Mapping Study, which was undertaken in 2008, and included a series of country-level studies, as well as a global report.⁴⁵ Though there is a huge amount of work to be done to fully support all of the country-level Education Clusters, the structure of the Education Cluster Working Group is intended to respond to these country-level needs: Task Teams focused on Field Operations, Capacity Development, Knowledge Management, and Global Oversight, Advocacy and Liaison (GOAL) shape and move forward the Education Cluster Workplan and prioritize budgeting. The four Task Teams are lead by Chairs or Co-Chairs, and have a fairly fluid membership.

Field Operations Task Team

The Field Operations Task Team focuses its work on four main areas of work: Training and Guidance for Cluster Coordinators; Surge Capacity; Supplies for Education in Emergencies; and Dissemination and Application of Good Practice Tools.

The Task Team has led the development of training workshops for current and potential Cluster Coordinators, working to create a pool of experienced and trained individuals within lead and partner agencies who can be deployed (or who are already in place) to lead Education Clusters at the country level. The Training process is complemented by a Cluster Coordinator's Handbook, which, like the training, provides an overview of key areas of responsibility for Clusters, such as knowledge and information management, development of cluster plans, mobilization of resources and advocacy. The Handbook also provides information about the cluster approach more generally, and highlights key good practice tools such as the INEE Minimum Standards. Importantly there is also significant attention given to the practical skills of cluster coordination, such as skills associated with collaborative leadership and consensus building and managing and facilitating meetings. The Cluster Coordinator Training has been successfully piloted globally, and is being rolled out regionally in 2010. Clearly, the success of the Cluster at the country level relies in large part on the individuals leading the process, and attention has rightly been given to supporting those that are currently working within

⁴⁴ Please see Annex 4 for a summary of country-level cluster implementation.

⁴⁵ Global Education Cluster, *Education Cluster Capacity Mapping: Global Study* (Geneva: ECU, 2009), 19.

country clusters and those that may be deployed during the next acute emergency. It is however too early to know what the impact of successes of this training has been.

Work on surge capacity and supplies have moved forward less consistently since the formation of this group. Surge capacity is an area of work which quickly demonstrated the challenges of co-leadership, as the human resource issues that are particular to individual agencies are not easy to merge or dovetail. An options paper on surge capacity mechanisms has been developed, but there is still uncertainty as to whether a joint global roster is possible or even desirable. The ability for the cluster to rapidly and flexibly deploy coordinators and other necessary support staff, while frequently tested, has not yet been satisfactorily systematized to avoid delays and complications in the midst of a large scale crisis such as the Haiti earthquake. Similarly, questions of coordination of supplies have not yet been fully addressed, with tents, school-in-a-box kits and other educational materials continuing to flow mainly through agency channels.

The final area of work for the Field Operations Task Team is in practice led by the INEE Secretariat, and involves the Education Cluster's participation in the development, dissemination and application of a range of good practice tools. The Education Cluster has proved to be a strong partner for INEE, as a key way to ensure that the tools developed by the network are able to reach those working in inter-agency groups at national and sub-national levels. Members of the global Education Cluster Working Group were heavily involved in the process to update the INEE Minimum Standards in 2009 and 2010, and dissemination of new tools such as the INEE Guidance Notes on Safer School Construction has been done by the ECU. Challenges of course remain on the systematic use of these tools. There have been examples where there is confusion about how country-level clusters could or should apply the INEE Minimum Standards, and a finding from an early lessons learned exercise in Haiti pointed to the need for more systematic reference to the INEE Minimum Standards in all stages of a cluster's work, beginning with early planning stages after an acute emergency.⁴⁶

Capacity Development Task Team

The Capacity Development Task Team works to ensure there is adequate capacity available at all levels – global, regional, national and sub-national, to be able to effectively and rapidly respond to emergency preparedness and response needs.⁴⁷ The work of this Task Team has predominately focused on two key audiences: government officials and frontline responders. Having developed training materials, the Task Team has facilitated the training of nearly 1,600 individuals from 47 countries in three regions (Asia-Pacific, East and Southern Africa, West and Central Africa). Around 80% of participants were from government agencies, with the rest coming from national and international NGOs and UN agencies.⁴⁸

Work is now being done by the Capacity Development Task Team to consolidate and harmonize the two training packages, with consideration also being given to how the INEE Minimum Standards Training materials should be included. Further work is also planned to consider the follow-up and post training support elements of capacity development, as well as more rigorous tracking of trained staff. At present, there is little systematic monitoring or evaluation of the training processes beyond the initial post-training evaluation.

Knowledge Management Task Team

The Knowledge Management Task Team aims to support the collection and rapid dissemination of information that accurately defines needs, maps existing resources and identifies gaps and priorities. The work of the Task Team to date has almost entirely focused on the development of tools and processes that support needs assessment and information management at the country level.

One of the first priority areas of work identified in 2008 by the Education Cluster Advisory Group was the need for a more coordinated and holistic approach to needs assessments in education responses. The lack of agreed upon tools for assessment was seen to pose a significant obstacle to

⁴⁶ Global Education Cluster, *Haiti Lessons Learned* (Forthcoming, 2010)

⁴⁷ Global Education Cluster, *Annual Report 2009* (Geneva: ECU), 6.

⁴⁸ Global Education Cluster, *Annual Report 2009* (Geneva: ECU), 7.

the development of coordinated, comprehensive responses and to consistent cluster-wide monitoring and reporting on programme outcomes. Funding was received as part of the 2007/08 Global Cluster Appeal process, with the activity led by the World Food Programme. Work began in 2009 when the KMTT facilitated a consultative process to develop the Education Cluster's Joint Education Needs Assessment Toolkit. The Toolkit provides a comprehensive framework for assessing critical content areas in different phases and contexts of emergencies, with rationales and guidance for coordinating needs assessment processes, as well as a menu of suggested indicators and modules containing sample data collection tools and basic guidance on methodology.⁴⁹

Piloting of the toolkit, as well as the consultative missions and surveys that took place as part of its development, has also clearly demonstrated the importance of considering systems for information management. At the country level, clusters need to have access to an information management system to store needs assessment data and support the analysis and application of the findings and monitoring of the educational response. A scoping and analysis of the information management needs of clusters is now being undertaken, with consideration for how data collected at the country level might be aggregated up to the global level for use in planning and advocacy, and how cluster systems draw upon and support national education information management systems.⁵⁰

Ensuring the needs assessment and information management processes are systematically functioning well will be a major achievement for the Education Cluster. Informal reports from colleagues at the country level indicate that education is often still not included in multi-sector cluster assessments. In Yemen this year, for example, the Education Cluster was assured that education would be part of the multi-sector assessment, but when the questionnaire was shared 48 hours before the assessment was due to begin, it did not include any education-related questions. The Cluster then immediately called for education to be included, pushing hard for a set of questions to be considered. The Education Cluster, only included as an afterthought and as a result of persistent advocacy on the part of the Education Cluster Coordinator, was then invited to take part in the training of data collectors, to ensure that the questions were understood.⁵¹

Having information about the scale of an emergency and its impact on the education sector is the critical first step in making the case for education to be properly resourced in those important initial days and weeks after an acute emergency, something that the Education Cluster is increasingly well placed to coordinate and advocate for.

Global Oversight, Advocacy and Liaison

The GOAL Task Team works to monitor the overall work of the Education Cluster, ensuring planned progress is made and advocating and liaising with key partners to promote the work of the Education Cluster. In 2009, much of GOAL's work focused on the advocacy component of this mandate, developing talking points and advocacy materials about the field of education in emergencies, and why it is an essential component of humanitarian response, as well as about the cluster itself. Advocacy messages have also focused on the linkages of education with other sectors, to be used by country clusters as they work with OCHA and other relevant sectors such as WASH and Nutrition. In addition, GOAL has developed advocacy and analysis of the funding situation for the education sector, tracking donor policies related to humanitarian funding of education within the consolidated appeals process.

Also in 2009, GOAL successfully recommended edits to the existing CERF Guidelines that will allow for more flexible funding to education in emergencies and focused on linkages with the DRR community (the UN International Strategy for Disaster Reduction and the Coalition for Global School Safety and Disaster Prevention Education) as well as the humanitarian community through participating in the integration of education into the 2010 edition of the Sphere Handbook. Finally, GOAL fed into research on donor policies related to the humanitarian funding of education within the consolidated appeals process. Results aim to produce valuable information to be used in the design

⁴⁹ Global Education Cluster, *Joint Education Needs Assessment Toolkit* (Geneva: ECU, 2009).

⁵⁰ Global Education Cluster, *Information Management Scope of Work* (Unpublished, 2009).

⁵¹ Charlotte Lattimer, Knowledge Management Advisor, Education Cluster Unit, e-mail message to Marian Hodgkin, 19 April 2010.

of education appeals and in advocacy with donors to receive support for education related CAPs. In all of this work, the GOAL Task Team and the Education Cluster Unit is liaising with and building upon but not duplicating the work of INEE.

GOAL work in 2010 focused on giving input into the evaluation of the Education Cluster at multiple levels: the co-lead partnership as well as the impact of the cluster on predictability, standard and partnership at global and country levels.

The GOAL Task Team has had perhaps the most challenges in defining its role and responsibilities relative to that of the EDU and the Steering Group. At the first Education Cluster Meeting in 2010, a decision was made to disband the group, with its functions moving to the other Task Teams or to the ECU. A separate Strategic Advisory Group is also planned.⁵²

Thematic Issues

In addition to work on these four key areas, the Education Cluster Working Group is also dedicating resources to addressing a number of cross-cutting thematic issues: Gender, Early Childhood, Adolescents and Youth, Disaster Risk Reduction, and Protection, Prevention, Psychosocial Support and Peacebuilding. The approach to these thematic issues is two-fold: to mainstream these issues into the processes and products of the four Task Teams, and to tackle stand-alone activities that will support country clusters in addressing particular issues in their work. For example, the Knowledge Management Task Team worked with representatives from each of the Thematic Issues to ensure that suggested indicators and tools included elements relating to their specific areas of expertise. Stand-alone activities are varied, and include work with the GenCap project on the development of a Pocket Guide to Gender in and through Education in Emergencies, which brings together key guidance from the IASC Gender Sub-Working Group the INEE Gender Task Team in one place, providing a basic overview of the principles of gender-responsive programming, as well as concrete strategies for education practitioners and policymakers. The formation of these Thematic Issues groups has been undertaken in collaboration with INEE's Task Teams, so as to ensure there is not duplication, but they only began properly functioning in the second half of 2009.

The Global Education Cluster: Progress and Challenges

A full review or evaluation of the impact of the Global Education Cluster is beyond the scope of this paper; however, based on the authors' interactions with the Education Cluster at the global level a few observations can be made, many of which will be addressed by a comprehensive evaluation of the global and several country-level clusters, a review of the co-leadership arrangement, and analysis in preparation for the Education Cluster's strategic planning process, all planned for the second half of 2010.

Humanitarian Legitimacy

The establishment of an education cluster has mandated that education *must* be on the agenda when there is a humanitarian disaster. This is a significant change; previously, education was not necessarily within an initial conversation or planning.⁵³ As Mark Cutts at OCHA, who supports the work of all the clusters puts it, attitudes have changed: "the establishment of this cluster has helped to ensure that education has a seat at the table, they have a voice when decisions are made. [The Education Cluster is] succeeding in ensuring that this is not a forgotten or neglected area." Cutts says that donors and other humanitarian agencies are now used to education being part of the operational framework, so they don't "waste their time questioning it."⁵⁴

According to Gerald Martone, who refers to the humanitarian response in Haiti as an example, education no longer encounters traditional reluctance as a priority sector as it has in previous years. Martone sees this again as in part due to the presence of an established Cluster. There is now a

⁵² Global Education Cluster, Education Cluster Working Group Meeting Report, Nairobi 27-29 April, (Forthcoming, 2010).

⁵³ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010

⁵⁴ Mark Cutts, Senior Coordinator for Humanitarian Coordination and Support for UN OCHA, interviewed by Marian Hodgkin, 29 April 2010

clearer understanding that most aid interventions are palliative but not remedial; until the roots of poverty and ignorance are addressed, these crises will not end, and education can play a central role in addressing these issues. Community prioritization continues to support the Education Cluster's work in ensuring education is included as an initial response after an emergency. In Haiti, for example, a representative opinion poll conducted by Oxfam in March 2010 indicated that the majority of Haitians rated the building of schools as their priority issue for reconstruction, only after job creation; the building of houses and other social supports were ranked lower.⁵⁵ According to those working for Education Cluster in Haiti, these finding combined with the Haitian Government's emphasis on education, has meant that others in the humanitarian community have been very receptive to, and supportive of, their work.⁵⁶

The Education Cluster has been rolled out in more than 39 countries, including presence in multiple chronic crises, as well as several sudden onset acute crises each year.⁵⁷ This is impressive given the later rollout of education and its progress is largely in line with the presence of other, more mature clusters. There has been a marked increase in the recognition of education as a core component of humanitarian response from before the cluster system was established.⁵⁸

Yet challenges certainly remain. Cutts also commented that in the first days of an emergency "old attitudes" will sometimes resurface, when decisions are being made about rapid needs assessments or humanitarian airlifts. There is, however, a general sense that while the establishment of the Education Cluster does not guarantee every argument over prioritization will be won, at least the sector is able to participate in the debate on equal terms.

Funding

In recent years, education has taken on a growing role in the humanitarian aid discourse; recognition of its potential ability to ameliorate crisis, prevent the exploitation of children and youth, and invest in a country's future has drawn increasing interest from donors and donor agencies. Yet despite this recognition, education continues to be one of the least funded sectors in humanitarian emergencies, as the Consolidated Appeals Process (CAP) figures confirm:

2009 Funding in Consolidated and Flash Appeals across sectors						
SECTOR	Original Requirements	Revised Requirements	Funding (commitments, contributions carry-over)	% Covered	Unmet Requirements	Uncommitted Pledges
Agriculture	471,326,168	610,144,184	298,534,119	49%	311,610,065	790,514
Coordination and support services	406,037,948	457,078,970	395,277,171	86%	61,801,799	2,486,655
Economic recovery and infrastructure	415,927,952	478,557,731	241,373,431	50%	237,184,300	0
Education	352,714,901	463,000,485	145,759,709	31%	317,240,776	0
Food	3,387,354,480	3,797,632,563	3,483,817,738	92%	313,814,825	15,172,326
Health	970,783,657	1,138,675,353	515,058,726	45%	623,616,627	2,116,011
Mine Action	203,150,002	204,103,270	104,231,398	51%	99,871,872	1,051,910
Multi-Sector	451,742,095	594,290,354	420,122,849	71%	174,167,505	0
Protection/ Human Rights/ Rule of law	430,230,076	512,673,733	209,102,999	41%	303,570,734	1,418,016

⁵⁵ Oxfam, Haitians talk about rebuilding the country after the January 12, 2010 earthquake (Unpublished, 2010).

⁵⁶ Lisa Doherty, Haiti Education Cluster Coordinator, e-mail to Marian Hodgkin, 18 May 2010.

⁵⁷ Global Education Cluster, *Annual Report 2009* (Geneva: ECU), 2.

⁵⁸ Ed Schenkenberg van Mierop, Coordinator of the International Council of Voluntary Agencies (ICVA), interviewed by Allison Anderson, 7 April 2010.

2009 Funding in Consolidated and Flash Appeals across sectors						
SECTOR	Original Requirements	Revised Requirements	Funding (commitments, contributions carry-over)	% Covered	Unmet Requirements	Uncommitted Pledges
Safety and security of staff and operations	8,384,058	13,671,657	5,894,410	43%	7,777,247	0
Sector not yet specified	53,970,000	43,745,634	408,913,155	935%	-365,167,521	134,262,925
Shelter and non-food items	347,117,590	759,747,220	400,272,884	53%	359,474,336	318,471
Water and sanitation	510,893,105	637,843,654	304,709,441	48%	333,134,213	296,389
Grand Total	8,009,632,032	9,711,164,808	6,933,068,030	71%	2,778,096,778	157,913,217

Source: FTS 23.02.10, from unpublished Education and Inter-Agency Appeals Funding Review March 2010, ECU.

The fact that Education ranks last after all the other sectors in terms of overall proportion of needs met (including Agriculture, which was established after the Education Cluster) is a stark reminder that there is still a long way to go before the education rights and needs of those affected by crisis are adequately addressed. The funding trends since the establishment of the education cluster do not, unfortunately, reflect a particularly positive impact, with 2009 being lower than previous years. A number of country level Education Clusters actively work on producing inter-agency appeals and the global Education Cluster is beginning to look at how this work could be better supported. Beyond this support role and participation in donor meetings, the Education Cluster at the global level has not yet begun work to address the funding of projects at the country level. However it is likely that external factors were the cause for the decrease seen last year:

Consolidated and Flash Appeals -- Global requirements and funding overall and for education						
Year	Overall funding (US\$ millions)			Education (US\$ millions)		
	Funding requirements	Funding received	% of coverage	Funding requirements	Funding received	% of coverage
2006	5,061.1	3,364.3	66%	212.2	54.7	26%
2007	5,142.3	3,717.1	72%	161.9	69.3	43%
2008	7,094.8	5,061.1	71%	327.5	160.4	49%
2009	9,711.2	6,933.1	71%	463.0	145.7	31%

Source: FTS 23.02.10, from unpublished Education and Inter-Agency Appeals Funding Review March 2010, ECU.

It should also be noted that the appeals process is only one mechanism for funding education in emergencies. Other streams of funding are not tracked globally as they are not given as part of the appeals process. Some countries do not receiving appeal funds at all, and all funding comes from other funding mechanisms.

Apart from the influence of the Education Cluster on funding of education in emergencies programming, the funding of the Education Cluster itself is also an issue for consideration. Funding for the Education Cluster at the global level comes in large part from the lead agencies themselves, in terms of mainstreamed costs, as well as through a single external source: the Dutch government.⁵⁹ Donors are now expecting clusters to mainstream costs globally, and to seek funding at the national level. Support to country clusters on accessing and advocating for funding (including the costs of coordination) is planned by the Education Cluster Unit in 2010 and 2011 as one means to diversify funding.

Partnership and Engagement Beyond the Co-Lead Arrangement

The success of the Education Cluster depends on the active participation of the leading UN agencies

⁵⁹ Global Education Cluster, *Annual Report 2009* (Geneva: ECU), 16.

and NGOs who have the capacity to play a significant part in education responses in emergencies around the world, and who see education as a core element of their humanitarian work. Strengthened partnerships between UN agencies, NGOs, and other key stakeholders at global and country levels, bringing together the diversity of expertise and comparative advantages of the various partners to achieve common objectives, and respecting the roles, responsibilities and mandates of different humanitarian organisations, is fundamental to the cluster approach. Indeed, as Cutts explains, one of the potential strengths of clusters is that they reach beyond agency interests and ensure that the focus of humanitarian relief is on the issues rather than “turf wars” between agencies competing for funding.

The Review of the Engagement of NGOs with the Humanitarian Reform Process, published by the Humanitarian Reform Project in 2009, analyzed the current state of global humanitarian reform efforts from an NGO perspective. The review synthesized a series of mapping studies carried out between November 2008 and February 2009 that looked at humanitarian reform in five different countries: Afghanistan, the Democratic Republic of Congo, Ethiopia, Sudan and Zimbabwe. Lessons from other contexts were also brought in to strengthen the analysis and provide an overview of humanitarian reform.

While not specific to any sector, the findings are relevant to the Education Cluster, as they provide field-based evidence to support previously expressed views, and emphasize the areas where improvements must be made. One key finding was around the need to better involve local and national NGOs who continue to have difficulties in accessing funds or meaningfully participating in coordination mechanisms. While a defender of the approach, Cutts also argues that there is a long way to go in terms of partnership, with agency interests still serving as a driving force, with only a small number of organisations participating in inward-looking “clubs.”⁶⁰

Within the education cluster, while the co-lead partnership arrangement represents a critical accomplishment in terms of collaboration, other NGOs at the global and field level have expressed frustration with both financing and partnership issues. The Education Cluster is often cited as being at the forefront of strong UN-NGO partnerships due to the co-lead arrangement, but the broadening of this partnership has not been easy. The lead agencies are quite ready to acknowledge that at both country and global levels, the challenges of coordinating the co-leadership has been time consuming and at times attention placed on internal matters between the co-leads and means that less time is spent on the work of the cluster and the other relationships it needs to develop to be fully successful.⁶¹ It is hoped that now that modalities for co-leadership have been established, greater attention can now be given to the broader partnerships.

The involvement of other agencies is particularly critical given the fact that the mandate of both co-lead agencies is predominately focused on children. While this shared vision is a strength in many respects, it also means that post-primary, tertiary, and youth- and adult-specific education opportunities are areas the cluster needs to ensure it is properly addressing. The global capacity mapping study conducted by the Education Cluster in 2008 showed that the agencies involved in the Education Cluster at the global level rated themselves as having strong capacity with regards to primary education, relatively strong on early childhood, and predominately weak in the other levels of education.⁶² If the Education Cluster is to have a thorough sector-wide approach to educational preparedness, response and recovery, identifying, including and supporting the capacity building of actors that work in non-primary focused organisations will be critical.

The issues of membership and engagement in the global Education Cluster Working Group will certainly be further explored as part of the cluster evaluation processes planned for 2010, and the Education Cluster Unit is also intending to use the upcoming Strategic Planning process as an opportune moment to engage a more diverse range of actors in the planning for the Cluster’s next

⁶⁰ Mark Cutts, Senior Coordinator for Humanitarian Coordination and Support for UN OCHA, interviewed by Marian Hodgkin, 29 April 2010

⁶¹ Ellen van Kalmthout, Senior Education Specialist for UNICEF, interviewed by Marian Hodgkin, 29 April 2010.

⁶² Global Education Cluster, *Education Cluster Capacity Mapping: Global Study* (Geneva: ECU, 2009), 19.

phase.⁶³ Furthermore, this strategic planning will coincide with INEE's strategic planning work. Given INEE's involvement in the creation and development of the Education Cluster, and the role the network has played to ensure the broader education in emergencies community is aware of and participates in the development of tools used by the Education Cluster, a component of both Strategic Plans will consider comparative strengths and potential areas for further collaboration.

Another complex issue which the Education Cluster has grappled with in its development has been the issue of refugee contexts. UNHCR, as the lead agency for refugees, has the responsibility for the provision of education in these contexts, and has at the same time been an active member of the Education Cluster Working Group (and formerly the Advisory Group), supporting the work of the cluster and ensuring that connections were made with the work they were undertaking. The Cluster has responsibility for the coordination of educational provision for all other affected populations, including IDPs.⁶⁴ In some contexts however, there has been confusion about lead-agency responsibilities, particularly in environments like Chad where the complex emergency means that there are both IDPs and refugees living side-by-side in hosting communities. Therefore, while policy is clear at the global level, the issues become more complex on the ground, and at times UNICEF, UNHCR, Save and other partners will come to agreements or formal understandings about the various coordination roles. For example, in Syria and Jordan, UNICEF is the lead on education for Iraqi refugees, having come to a formal agreement with UNHCR.⁶⁵

Engagement in Cross-Cluster and Cross-Cutting Issues

The Education Cluster Unit, Steering Group members, and other senior staff in the lead agencies have invested a lot of time in the inter-cluster processes that OCHA coordinates at the global level. Collaboration with other clusters on a range of issues such as Information Management, Needs Assessment and Mainstreaming and Accountability have meant that the Education Cluster is literally 'at the table', and able not only to ensure education is considered, but help to shape the decisions and processes that guide the broader humanitarian field.

Participation, for example, in the IASC Needs Assessment Task Force has meant that the Education Cluster has been able to be actively involved in the shaping of an inter-cluster database of indicators for use in the first phase of an emergency response. The Education Cluster has used this platform as an opportunity to demonstrate the importance of including education questions within initial assessments, and has also been advocating to ensure that education-related questions are included within the work of other clusters, such as WASH and Nutrition. Representatives from other clusters, OCHA and cross-cutting issue focal points have all participated in workshops that collaboratively developed the core education indicators and the Joint Education Needs Assessment Toolkit.⁶⁶ This inter-cluster approach and collaborative attitude has been seen positively by OCHA, who have used the Education Cluster's work as a model for other clusters. The process of defining these Core Inter-Cluster Indicators is ongoing, but it seems likely that the Education Cluster's leading role in the discussions may have a positive impact on the place of education in multi-cluster needs assessments in the future.

The Education Cluster has also been seen as providing a good example to other clusters in how cross-cutting thematic issues are treated. Those working to ensure gender-responsive humanitarian action, for example, have had mixed results with some of the clusters, despite the fact that gender is an official cross-cutting issue of the cluster system. Siobhán Foran, GenCap Advisor with the Global Clusters, has worked closely with a number of clusters, including the Education Cluster, over the past year, and states that "it is clear that the Education Cluster understands the importance of cross-cutting issues to enhancing the quality of their work and, therefore, invites and is very receptive to support on the issues."⁶⁷

⁶³ Susan Nicolai, Deputy Cluster Coordinator for the Global Education Cluster Unit, interviewed by Marian Hodgkin, 22 April 2010.

⁶⁴ Susan Nicolai, Deputy Cluster Coordinator for the Global Education Cluster Unit, interviewed by Marian Hodgkin, 28 May 2010.

⁶⁵ Eva Ahlen, Senior Education Officer, UNHCR, e-mail communication, 20 August 2009.

⁶⁶ For the list of Core Education Indicators, see Annex 5.

⁶⁷ Siobhan Foran, GenCap Advisor, e-mail message to Marian Hodgkin, 13 May 2010.

The Education Cluster has, therefore, played a role not only in raising the profile of education within the humanitarian system, but through its work with other clusters and on cross-cutting issues has the potential to impact broader changes to the way clusters work together to address some of the most critical issues facing the humanitarian field.

Looking toward 2011 and beyond

Education is becoming a customary part of humanitarian response, both through the work of the Education Cluster and the continued refinement of the INEE Minimum Standards and their Companionship with Sphere.⁶⁸ The result is that minds are changing and the components of humanitarian response are evolving to include education. Similarly, 25 years ago the Sphere standards weren't customary, but now no one questions their use.⁶⁹ However, while education now has a seat at the table, the sector still has a long way to go to realize its full potential. The fact remains that funding for education in emergencies is low and partnership is still a work in progress. The potential for strong coordination of a quality and accountable emergency response within the education sector has not yet been fully developed.⁷⁰

The Education Cluster is extremely young as an entity, and relatively young compared to its counterparts in other sectors. As it enters its next phase of planning, a few areas of work should be prioritized if its role is to continue to grow and be recognized as legitimate and effective at the global level:

- *Strengthen and better nurture partnerships beyond the co-leadership within the Global Education Cluster.* Ensuring that a range of organisations, including those from the private sector, are included in the work of the Education Cluster Working Group will ensure the Cluster continues to innovate and be better placed for coordination of the breadth of issues that fall within the work of the education sector particularly at the field level.
- *Continue working with other clusters on inter-cluster and cross-cutting issues.* Continuing to strengthen relations with its 'natural' allies – the Protection and Early Recovery Clusters, and find ways to further work with the more traditional humanitarian sectors relevant to the Education Cluster's work such as WASH, Nutrition and Health is critical. Leveraging opportunities to engage in inter-cluster processes should continue to be a priority of the Education Cluster Unit; work to mainstream cross-cutting issues will not only ensure better quality and protective education programming, but will also support strategic links with the other clusters.
- *Address country-level funding and advocacy issues, supported by and informing strategic global efforts.* Working with country clusters to improve funding allocations for the education sector is a priority for the next phase of the Education Cluster's work. Advocating with those in leadership positions at the country level, such as the Humanitarian and Resident Coordinators, is also a clear entry point for strengthening the role of education within the broader humanitarian response agenda.
- *Continue to systematically leverage and actively promote INEE's community of practice and good practice tools.* The Education Cluster Unit, working together with the INEE Secretariat, should seek to continue to utilize the broad membership network and collaboratively develop and use tools that define the field of education in emergencies, in particular the INEE Minimum Standards and accompanying guidance.

⁶⁸ Sphere and INEE, *Sphere and INEE Companionship: A Partnership to Promote Quality and Accountability in Humanitarian Response* (New York: Sphere and INEE, 2008).

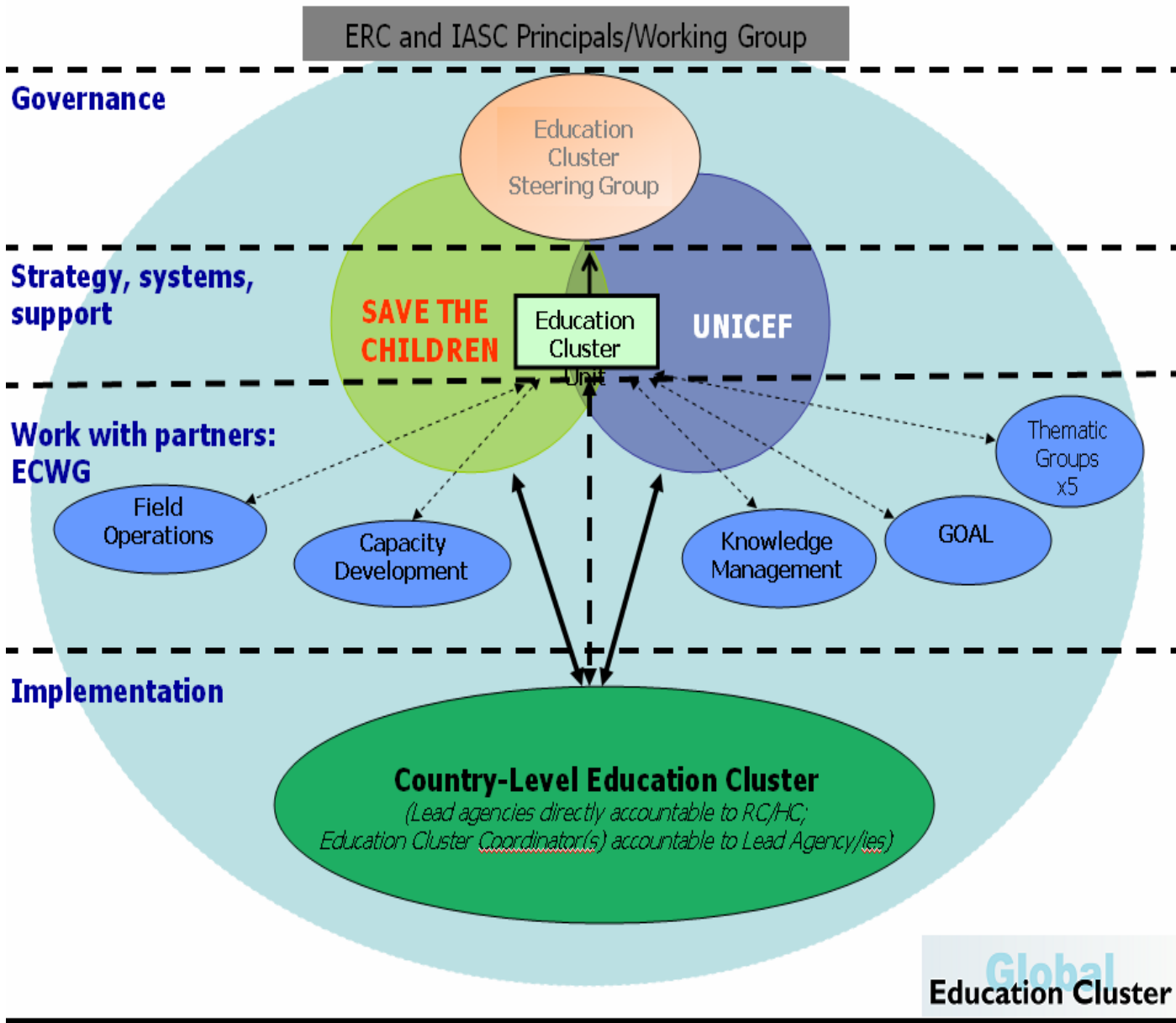
⁶⁹ Gerald Martone, Director of Humanitarian Advocacy for the International Rescue Committee, interviewed by Allison Anderson, 29 March 2010.

⁷⁰ Katy Webley, Head of Education for Save the Children UK, interviewed by Allison Anderson, 6 April 2010

Annex 1 – IASC Clusters and Lead Agencies

Global Cluster Leads	
Sector or Area of Activity	Global Cluster Lead
Agriculture	FAO
Camp Coordination/Management: IDPs (from conflict)	UNHCR
Disaster situations	IOM
Early Recovery	UNDP
	UNICEF
Education	Save The Children
Emergency Shelter: IDPs (from conflict)	UNHCR
Disaster situations	IFRC (Convener)*
Emergency Telecommunications	OCHA/WFP
Health	WHO
Logistics	WFP
Nutrition	UNICEF
Protection: IDPs (from conflict)	UNHCR
Disasters/civilians affected by conflict (other than IDPs)**	UNHCR/OHCHR/UNICEF
Water, Sanitation and Hygiene	UNICEF
<p>* IFRC has made a commitment to provide leadership to the broader humanitarian community in Emergency Shelter in disaster situations, to consolidate best practice, map capacity and gaps, and lead coordinated response. IFRC has committed to being a 'convener' rather than a 'cluster lead'. In an MOU between IFRC and OCHA it was agreed that IFRC would not accept accountability obligations beyond those defined in its Constitutions and own policies and that its responsibilities would leave no room for open-ended or unlimited obligations. It has therefore not committed to being 'provider of last resort' nor is it accountable to any part of the UN system.</p> <p>** UNHCR is the lead of the global Protection Cluster. However, at the country level in disaster situations or in complex emergencies without significant displacement, the three core protection-mandated agencies (UNHCR, UNICEF and OHCHR) will consult closely and, under the overall leadership of the HC/RC, agree which of the three will assume the role of Lead for protection.</p>	
Cross-cutting issues	
Age	HelpAge International
Environment	UNEP
Gender	UNFPA / WHO
HIV / AIDS	UNAIDS

Source: <http://onerresponse.info>



Annex 3 – INEE Advocacy Letter

INEE: Petition Letter for an Education Cluster - Sign Today! – Sent to the INEE membership on 15 October 2006

Dear INEE Members,

If your organization is a member of ICVA, InterAction and/or the Standing Committee for Humanitarian Action (SCHR), please read the following message regarding INEE's advocacy efforts to form an education cluster closely. Please review the message and letter below for more details and reply to coordinator@ineesite.org by **Friday, October 27th** if your organization is prepared to sign the enclosed petition.

If you are uncertain of your organization's affiliation with ICVA, InterAction and/or the SCHR, please click on the following links to confirm.

International Council of Voluntary Action: <http://www.icva.ch/cgi-bin/browse.pl?section=member&doc=doc00000031&nobars=true>

InterAction: <http://www.interaction.org/members/>

Standing Committee for Humanitarian Action: <http://www.humanitarianinfo.org/iasc/content/about/schr.asp>

Thank you,

INEE Secretariat

As you may know, INEE has been advocating over the past year for the formation of an education cluster within the UN's Inter-Agency Standing Committee (IASC). The cluster process was launched last September as a mechanism to help address identified gaps in humanitarian response and enhance the quality of action by strengthening partnerships between NGOs, international organizations, the Red Cross and Red Crescent Movement and UN agencies. It is part of a wider reform process aimed at improving the effectiveness of humanitarian response by ensuring greater accountability, predictability and partnership. In this process, clusters were created for the following sectors: logistics, telecommunications, shelter, health, nutrition, water and sanitation, early recovery, camp coordination, and protection. A cluster for education was not created, which the INEE Secretariat and Steering Group considered a grave oversight given the gaps in service provision, funding and coordination that continue to challenge the field of education in emergencies despite education's life-saving and life-sustaining role.

INEE's Secretariat and Steering Group have been advocating for an education cluster, and fortunately, education has been included on the agenda for the upcoming IASC meetings. INEE and its partners are moving forward with a multi-pronged advocacy strategy to rectify the initial decision not to create an education cluster. One of these strategies entails securing support from the three NGO network members of the IASC: ICVA, InterAction and SCHR, which represent the range of civil society organizations working in this field.

Please read the draft letter below and respond to coordinator@ineesite.org by Friday, October 27th if your organization would like to collaborate with these advocacy efforts by signing off on the petition.

[PETITION LETTER BEGINS HERE]

Friday, October 27th, 2006

Dear Mr. Thomas Getman, Mr. Sam Worthington, and Ms. Barbara Stocking:

The below-listed organizations have signed this letter in support of the formation of an education cluster within the UN Inter-Agency Standing Committee (IASC) cluster structure. As organizational members of the International Council of Voluntary Agencies (ICVA), InterAction, and/or the Steering Committee for Humanitarian Response (SCHR) - as well as of the Inter-Agency Network for Education in Emergencies (INEE) - we strongly urge you to represent this collective request at the upcoming IASC Working Group and Principals' meetings by expressing your support for an education cluster and advancing the decision-making process in support of its formation.

Quality education in emergency situations accomplishes several life-saving and life-sustaining objectives: 1) it is an effective means through which to disseminate survival messages, such as information about the emergency, landmine safety or HIV/AIDS prevention; 2) it serves as a key psychosocial intervention by restoring a sense of

normalcy, dignity and hope by offering structured and supportive activities and providing social support through peer interaction; 3) it builds life skills that strengthen coping strategies, support conflict resolution and peace-building and facilitate future employment; and 4) it has a preventive effect on recruitment by fighting forces, abduction, and gender-based violence.

Despite the numerous benefits afforded by quality emergency education, the current gaps within the education sector are significant. First, there is a lack of standardization of assessment and response to educational needs in crisis situations which leads to varying levels of service delivery across different contexts. Second, education service delivery is conducted in an ad-hoc manner with no standard mechanism to determine which agency or organization should respond or for which types of activities they should be responsible (e.g. teacher training, child friendly spaces, life skills activities). Third, government leadership in education is inconsistent and there is a lack of agreement about the ways in which ministries and international actors should collaborate.

These challenges appear to be exacerbated further as education is being managed in different ways within the current cluster system. In Uganda, education was included in the sub-cluster for child protection led by UNICEF; in the Democratic Republic of the Congo, education was created as a national cluster also led by UNICEF; in Lebanon, education was subsumed under the cluster for early recovery and led by UNDP. This uncoordinated and unsystematic approach as well as a lack of meaningful participation by professional education staff ultimately leads to the overall absence of accountability and the devaluation of the critical role that education plays in humanitarian response.

Equally important is the fact that current practices ignore the repeated requests and prioritization of education by the communities affected by crisis. Education is considered so vital to communities that even during high-profile emergencies, recipients often identify schools as the priority intervention. In many cases the demand by refugee leaders for children's education often exceeds requests for food, water, medicine, and even shelter.

Feedback from our colleagues working in Uganda, DRC, Lebanon and Liberia and the recent positive experiences of the Pakistan education cluster strongly suggest that an official and institutionalized education cluster should be established at the global level. Given that a main task of the clusters will be to establish global benchmarks, the fact that the educational and humanitarian community have already established and accepted INEE's Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction will give the work of this cluster a strong foundation upon which to build. The standards, which were developed with the participation of over 2,250 individuals from more than 50 countries, are currently being promoted and used around the world to increase quality, access and accountability.

Given the life-saving and life-sustaining benefits of quality emergency education response coupled with the fact that significant gaps exist in the provision and quality of education in crisis situations, there is a clear need to include education as a formal cluster within the IASC cluster structure. This formation of an education cluster at the global level would undeniably improve accountability, predictability and coordination as well as strengthen leadership and capacity across all relevant stakeholders.

In closing, we would like to reiterate our request that ICVA, InterAction and the SCHR represent our collective interests and support the formation of an education cluster during the upcoming IASC meetings. We look forward to hearing an affirmative response about the IASC's next steps.

Sincerely,

Inter-Agency Network for Education in Emergencies (INEE)

[Add organization name here]

cc: Mr. Jan Egeland, Emergency Response Coordinator and Chair of the IASC Principals
Mr. Kasidis Rochanakorn., Chair of IASC Working Group
Mr. Ed Schenkenberg van Mierop, Coordinator of ICVA
Mr. Charlie MacCormack, Chair of InterAction

Annex 4 – Education Cluster Country Implementation as of 30 September 2010

As of September 2010, there are **39 countries** who have established Education Clusters. Thirty two of those Clusters are currently active; and seven are dormant⁷¹. This is out of a total of 44 countries that have implemented the Cluster approach. In addition, six countries that we are aware of have active or dormant working groups on education in emergencies that have taken on similar activities to clusters.

UNICEF is the lead or co-lead in all the countries except one; whilst Save the Children (SC) serves as a co-lead in 24 clusters. Plan International is co-lead in one country. Ministries of Education (MoE) have taken on a formal co-lead role of six Education Clusters. Co-leadership/facilitation arrangements often apply in countries at sub-national levels, with agencies such as AVSI and NRC taking on such a role.

Country	Status	Type of Emergency	Lead(s)
Eastern and Southern Africa			
1. Burundi	Active Cluster	Complex emergency	UNICEF
2. Ethiopia	Active Cluster	Complex emergency	UNICEF/SC
3. Kenya	Active Cluster	Complex emergency	MoE/UNICEF/SC
4. Madagascar	Active Cluster	Complex emergency/Natural Disaster	MoE/UNICEF
5. Mozambique	Active Cluster	Natural Disaster	UNICEF/SC
6. Somalia	Active Cluster	Complex emergency	UNICEF/SC
7. South Africa	Active Cluster	Natural Disaster	MoE/UNICEF/SC
8. Uganda	Active Cluster	Complex emergency	MoE/SC
9. Zimbabwe	Active Cluster	Complex emergency	UNICEF/SC
West and Central Africa			
10. Central African Republic	Active Cluster	Complex emergency	UNICEF
11. Chad	Active Cluster	Complex emergency	UNICEF
12. Côte d'Ivoire	Active Cluster	Complex emergency	UNICEF
13. Democratic Republic of Congo	Active Cluster	Complex emergency	UNICEF/SC
14. Guinea	Active Cluster	Complex emergency	UNICEF
15. Liberia	Clusters dormant, no Education Cluster	Complex emergency	*****
16. Niger	Active Cluster	Complex emergency	UNICEF
South Asia			
17. Afghanistan	Active Cluster	Complex emergency	UNICEF/SC
18. Bangladesh	Active Cluster	Natural Disaster	UNICEF/SC
19. Bhutan	Active Working Group	Natural Disaster	MoE
20. Nepal	Active Cluster	Complex emergency	UNICEF/SC
21. Pakistan	Active Cluster	Complex emergency/Natural Disaster	UNICEF/SC
22. Sri Lanka	Active Cluster	Complex emergency	UNICEF/SC
East Asia and Pacific			
23. Indonesia	Active Cluster	Natural Disaster	UNICEF/SC
24. Lao PDR	Active Cluster	Natural Disaster	UNICEF
25. Mongolia	Clusters activated, no Education Cluster	Natural Disaster	*****
26. Myanmar	Dormant Cluster	Natural Disaster	UNICEF/SC
27. Philippines	Dormant Cluster	Natural Disaster	MoE/UNICEF/SC
28. Samoa	Dormant Working Group	Natural Disaster	MoE/UNICEF/SC
29. Solomon Islands	Active Working Group	Natural Disaster	MoE
30. Timor Leste	Active Cluster	Complex emergency	UNICEF/Plan
31. Vanuatu	Active Working Group	Natural Disaster	MoE
32. Vietnam	Active Cluster	Natural Disaster	MoE/UNICEF/SC

⁷¹ There is no agreed terminology across clusters on the status of clusters after an emergency is considered to be over. In some cases, clusters go 'dormant' and in other cases they 'deactivate'. For the purposes of this exercise, the term dormant is used throughout to indicate where clusters are no longer active.

Country	Status	Type of Emergency	Lead(s)
Middle East and North Africa			
33. Iraq	Active Cluster	Complex emergency	UNICEF
34. Lebanon	Dormant Cluster	Complex emergency	UNICEF
35. Occupied Palestinian territories	Active Cluster	Complex emergency	UNICEF/SC
36. Sudan	Active Cluster	Complex emergency	UNICEF/SC
37. South Sudan	Active Cluster	Complex emergency	UNICEF/SC
38. Yemen	Active Cluster	Complex emergency	UNICEF/SC
Latin America and the Caribbean			
39. Colombia	Active Cluster	Complex emergency	UNICEF
40. Dominican Republic	Active Cluster	Natural Disaster	UNICEF
41. Ecuador	Clusters dormant, no Education Cluster	Natural Disaster	*****
42. El Salvador	Active Cluster	Natural Disaster	UNICEF
43. Haiti	Active Cluster	Natural Disaster	UNICEF/SC
44. Honduras	Dormant Cluster	Natural Disaster	UNICEF
Central and Eastern Europe			
45. Georgia	Dormant Cluster	Complex emergency	UNICEF
46. Kyrgyzstan	Active Cluster	Complex emergency	UNICEF/SC
47. Tajikistan	Dormant Cluster	Natural Disaster	UNICEF/SC

Summary Tables

Total number of Education Cluster	39
Number of Active Education Clusters	32
Number of Dormant Education Clusters	7
Number of Education in Emergencies Working Groups	6

Complex Emergencies	25
Natural Disasters	19
Both Complex Emergency and Natural Disaster	2

UNICEF led or co-led Education Clusters	38
Save the Children co-led Education Clusters	24
MoE co-led Education Clusters	6
Other NGOs co-leading national-level Education Clusters	1

Annex 5 – Education Cluster Needs Assessment Indicators

(Top 10 Core Indicators in Bold)

1. **Number of school-age children and youth not currently attending school/learning space due to the emergency.**
2. **Number of existing schools buildings a) usable; and b) unusable.**
3. **Number of schools/learning spaces with classes taking place in temporary facilities.**
4. **Number of school days disrupted or lost due to the emergency.**
5. **Number of schools / learning spaces with life skills-based education on crisis-related issues.**
6. **Number of schools/learning spaces that lost learning materials as a result of the emergency.**
7. **% change in number of teaching personnel unable to deliver classes due to the emergency.**
8. Average attendance of teaching personnel.
9. **Number of education authority officials not working due to the emergency.**
10. **Number of government education offices/facilities a) usable; and b) unusable.**
11. Number of districts (or other) with emergency plans in place that cover education.
12. Number of schools/learning spaces with disaster management plans
13. Number of schools / learning spaces with school management committees.
14. **Number of schools/learning spaces offering psychosocial support for a) children and youth; and b) teachers.**
15. Number of children/youth and teachers who perceive risk while travelling to/from and at school/learning space
16. Number of schools/learning spaces with referral systems in place.

The Education Cluster will advocate for WASH and Nutrition Clusters to include the following indicators in their respective core lists:

WASH

Number of schools/learning spaces with access to safe drinking water.
Number of schools/learning spaces with latrines.

Nutrition

Number of schools/learning spaces that provide meals or food for students/learners.

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