外務省 **2006** 年度 **NGO** 活動環境整備支援事業
災害復興に関する **NGO** 研究会

ミニマム・スタンダードワークショップ
報告書

Training Workshop on
Minimum Standards for Education in Emergencies,
Chronic Crises and Early Reconstruction

主催：外務省国際協力局民間援助連携室

実施：教育協力 **NGO** ネットワーク **(JNNE)**

2007 年 **3** 月

はじめに

　外務省は、日本の NGO の専門的な能力を更に強化するために「NGO 研究会」を毎年立ち上げ、研究会の事務局を請け負う団体と調整しながら活動を進めています。
平成 18 年度は、この「災害復興分野」に加え、「プロテクション（受益者保護)」、「NGO ネットワークのあり方」、「ファンドレイジング」をテーマとした NGO 研究会が各々活動を展開しました。

　「災害復興に関する NGO 研究会」では、「教育協力 NGO ネットワーク（JNNE)」のメンバーが中心となり、外国人の専門家を講師として、災害後の教育復興支援の実践に役立つテーマとして、①緊急・復興時の教育援助のミニマム・スタンダード、②コミュニティベースの心のケア、③平和・紛争予防教育を立てて、各々のテーマの専門家をそれぞれ、英国、フィリピン、マレーシアより招き、3 日間の実践的な研修を行いました。研修の内容は、NGO がもつ「ファシリテーターの役割」（人々に、各々の問題を解決するための糸口を示し、自発性を重視して解決の方向に誘導すること）を強調したものが多かったです。

　この研究会では、首都圏以外の NGO の方々も参加できるよう、5 名まで交通・宿泊費を負担する等の対応をした他、外務省の ODA ホームページや ODA メールマガジンにもワークショップ開催の案内を掲載し、幅広く参加者を募りました。その結果、各々のワークショップに約 20 名、延べ約 60 名が参加しました。アンケートの結果、役だったと回答した参加者が多く、この研究会の成果が参加者の活動に反映されるものと期待しております。

　外務省は、日本の NGO が、開発途上国の人々を支援するための活動に協力するため、NGO 支援無償資金協力による資金援助を行っていますが、教育分野は、保健、水供給等民生分野と並ぶ主要な日本の NGO の活動分野です。

　国連ミレニアム目標（MDG）の達成に向けて日本の NGO の果たす役割は大きく、政府としてもできる限りの支援を行う所存です。

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2007 年 3 月
外務省国際協力局民間援助連携室長
寒川　富士夫

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■ ワークショップ概要

1　**主催**：外務省、**後援**：独立行政法人国際協力機構（JICA）、**実施**：教育協力 NGO ネットワーク（JNNE）、**事務局**：（社）シャンティ国際ボランティア会(SVA)

2　**目的**

　教育協力 NGO ネットワークは、外務省民間援助連携室の NGO 研究会事業として、災害後の教育復興支援ワークショップを今年度 3 回実施した。このワークショップは第一回目にあたるものであった。2 回目は心のケア（12 月 8 日～10 日）、3 回目は平和・紛争予防教育（1 月 12 日～14 日）についてのワークショップを実施した。

　2004 年に Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction が Inter-Agency Network for Education in Emergencies（INEE）によって採択された。この最低基準（INEE Minimum Standards）は、人的および自然災害による緊急および復興時における教育援助の立案・実施・モニタリングの方法を 100 の援助機関の経験を元に集約したものであると同時に、この分野において人道・開発援助機関が最低限満たさなければならない原則とそのプロセス、指標を明らかにしたものである。最低基準は、INEE のウエブ（http://www.ineesite.org/）でダウンロードできる。INEE は、2005 年からこのミニマム・スタンダードを援助機関に普及するためのワークショップを世界各地で開いており、今回日本で初めて開かれた。

　このワークショップの目的は、3 日間のワークショップの終了時に参加者が、

- 緊急・復興時の教育援助のプロセスおよび成果についての最低基準の全体像を知り、
- 自分の団体の事業にとって妥当性の高い最低基準とその指標について深い理解を持ち、
- 最低基準を使えるようになり、自分の団体の事業、活動に適用することをコミットする、

ことであった。また、ワークショップ終了後、参加者には自分の団体の他のメンバーに最低基準を伝えることが期待されます。最後のセッションでは、この分野の事業における ODA スキーム（外務省 NGO 支援無償、JICA 草の根無償など）の活用、連携についての戦略を考えるセッションをJICA 人間開発部の担当者を招いて行った。

3　**講師**

　Susan Nicolai さん。International Rescue Committee(IRC)，ユネスコ等に勤務した後、2006 年 10 月まで Save the Children Alliance、Basic Services Team の　教育アドバイザーを務めていた。ガーナ、グアテマラ、インドでの教育開発協力事業、東チモール、ブルンジ、イランで緊急・復興時の教育事業に従事した。ロンドン大学教育研究所で教育・国際開発修士取得。著書・論文に、*Fragmented Foundations: Education and chronic crisis in the Occupied Palestinian Territory.* Paris: UNESCO IIEP. 2006 (forthcoming). "Education that protects: Strengthening response to conflict", *Forced　Migration Review,* Issue 22, 2005.　*Learning Independence: Education in emergency and transition in Timor-Leste since 1999.*　Paris: UNESCO IIEP, 2004.　*The role of education in protecting children in conflict*, with C. Triplehorn, ODI Humanitarian Practice Network Paper 42, 2003.　*Education in Emergencies Tool Kit.* London: Save the Children UK.. 2003.　"What should children learn: A discussion of learning content during crisis", Forced Migration Review, Issue 15, 2002. があり、この分野の第一人者である。

4 内容・スケジュール

１日目

1: Welcome and Introduction to the Minimum Standards （はじめに、ミニマム・スタンダードについて）
2: Foundations of the INEE Minimum Standards: Rights-based Education （INNE のミニマム・スタンダードの基礎：権利に基づいた教育）
3: Review of Standards and Indicators（スタンダードと指標の振り返り）
4: Working with Communities and Education Authorities （コミュニティと教育機関との活動）

２日目

5 & 6: Simulation: Emergency in Zamborra、Assessing Education Programmes in Emergencies and Chronic Crises、 Designing Education Programmes in Emergencies and Chronic Crises （シミュレーション：Zamborra での緊急事態、緊急・復興時の教育プログラムのアセスメントとデザイン）
7: Monitoring Education Programmes in Zamborra （Zamborra における教育プログラムのモニタリング）
8: Evaluating Education Programmes in Zamborra （Zamborra における教育プログラムの評価）

３日目

9: Disaster Preparedness（災害への備え）
10: Education Policy and Coordination in Situations of Early Reconstruction （早期復興時における教育政策と調整）
11: Application and Synthesis of the INEE Minimum Standards （INNE のミニマム・スタンダードの適用と統合）
12: JICA's project of education in construction, Follow up strategies and Closing （復興時における JICA の教育プロジェクトと戦略について、おわりに）

5 日時、会場
　　日時：2006 年 11 月 17 日（金）〜19 日（日）の 3 日間、9：30〜17：30
　　会場：独立行政法人　国際協力機構　東京国際センター(JICA 東京)

6 参加者対象
　　① 国際人道援助・開発協力分野のＮＧＯ職員、役員で研修の成果を所属団体の活動に活かせる方。
　　②全日程（３日間）参加できる方

＊本報告書は参加者が分担して記録を作成し、事務局が編集したものである。

Session 1	**Welcome and Introduction to the Minimum Standard** 開会、ミニマム・スタンダードについて

【目的】

このセッションの目的は、(1)MSEE の法的な基盤を理解すること、(2)教育を受ける権利と地域社会の価値観の関係が MSEE にどう反映されているか考察することである。

【内容】

１．MSEE 概要

① Inter-Agency Network for Education in Emergency (INEE)は、国連機関、NGO、ドナー、プラクティショナー等、関係する様々な人々により構成されており、それぞれの成功例・情報の共有や、緊急時においても教育を受ける権利を確実なものとすることを目的に組織された、オープンネットワークである。

② Sphere Project は、人道憲章において強調されている "the right to life with dignity" を基礎として、緊急時の教育はもちろんのこと、保健衛生、食料やシェルター等を網羅している。

③ ミニマム・スタンダードの最終目標は、教育の質とアクセスを改善し、アカウンタビリティの向上、キャパシティ・ビルディングや教育関係の権限を持つ省庁の強化等を目的としている。

④ ミニマム・スタンダードは、スタンダード（達成すべきゴール）、インディケーター（スタンダードが達成されていることを確認する指標で、質的、量的なもの両方がある）とガイダンスノート（インディケーターの理解を助ける）で構成されている。

⑤ ミニマム・スタンダードは、以下のように細分されている。

共通カテゴリー：Community Participation, analysis

各カテゴリー：Access and Learning Environment, Teaching and Learning, Teachers and other Educational Personnel, Education Policy and Coordination

スタンダード：各カテゴリー内

また、各カテゴリーを横断する形でかかわっているのが、

－人間、子どもの権利

－ジェンダー

－HIV/AIDS

－障害者や弱者

⑥ それぞれのカテゴリーはお互いに関連するものであり、ミニマム・スタンダードは緊急時における教育の効果と質を向上させるためのツールである。

2. 法的基盤

MSEE は権利の概念に基づいている。つまり、全ての人間は教育を受ける権利をもつという考えが大前提になっており、その法的基盤には、国連の「子どもの権利条約(1989)」、「ジュネーブ条約(1949)」、「世界人権宣言(1948)」、「女子差別撤廃条約(1979)」、「難民条約(1951)」などがある。また、法ではないが「万人の為の教育(2000)」、「ミレニアム開発目標(2000)」等に定められた基準も MSEE の基盤になっている。

これらの法律やイニシアティブは、どれも初等教育を権利と認めている。無償教育・教育機会の平等を権利の範囲に含めていることも、これらの文書に共通している。

全ての人間に尊厳をもって生きる権利があり、尊厳の中には基礎教育を受けることも含まれる。この権利は緊急時においても同様でなければならない。

3. 権利と価値観

適切な教育援助を行うためには、地域社会が有する価値観をプロジェクトに組み入れる必要がある。その際 MSEE はどう役立つのだろうか。

このセクションでは、まずグループに分かれ、様々な社会にどの様な価値観が存在するかブレーンストームした。その後、参加者全体で、社会的価値観が教育プロジェクトにどう関係するか、MSEE のカテゴリーを参照しながら考察した。カテゴリーは、(a) 住民参加と分析、(b) アクセスと学習環境、(c) 教授と学習、(d) 教師とその他の教育関係者、(e) 教育政策と協調の5つである。

価値観の例として、地域ネットワークの緊密さ、ホスピタリティー（人を親切にもてなすこと）、宗教的に規定された価値、人を尊敬すること、学校教育の重要さ、女子の地位、民主性を尊重することなどが挙げられた。

一番目の例をとると、地域ネットワークの緊密さをプロジェクトに取り入れるためには、地域住民に学校の運営に参加してもらうことが考えられる。教員や職員になる場合もあるかもしれないが、他にも PTA 等の委員会を作って参加してもらうこともできる。これは学校プロジェクトのオーナーシップに役立つ。また、年配の人をクラスに呼んでコミュニティのことを話してもらうのも一案である。緊急時に地域との一体感を感じることは、子どもの心のケアになる。これらの要素は、MSEE の「(a) 住民参加と分析」カテゴリーにあてはまる。

ホスピタリティーをプロジェクトに反映させるために、子どもが楽しめる学校づくりをすることができる。教室の色やデザインを工夫すること、参加型の教授法を用いることなどが考えられる。また、場合によっては、学校でどの言語を使用するかという問題も含まれる。これらの要素は「(b) アクセスと学習環境」のカテゴリーにあてはまる。

宗教的に規定された価値観は多種あるが、例えば教科書を作成するとき配慮することは、神の概念や図像の扱い方などである。神についてどう記述するか、教科書にどのような絵をのせるかを住民の価値観に沿って決定する。これらの要素は「(c) 教授と学習」のカテゴリーにあてはまる。

人に対する尊敬の念を、例えば教師に対する尊敬と捉えると、報酬や服装の要素が関連する。公正な報酬を定期的に支払うこと、生徒の服装規準を設定することなどが含まれる。これらは「(e) 教師とその他の教育関係者」のカテゴリーにあてはまる。

学校教育の重要性の認識は、コミュニティにより異なる。女子にとって学校教育はあまり必要ないと考えるコミュニティでプロジェクトを実施する際、女子就学率の向上を図るため、女子の学費を無料にするなどの対策を講じることができる。これは南スーダンで実際に使われた方法である。また、学校教育よりも子どもが働いて家計を助けることを重要視するコミュニティの場合、児童労働を禁止する法律を作るよう政府に働きかけるなどの手段が考えられる。これらの要素は、MSEE の「(e) 教育政策と協調」のカテゴリーにあてはまる。　上記の例ではカテゴリーを指摘しただけであるが、最終的には、カテゴリーに含まれるスタンダードや指標を用いながらプロジェ

クトの計画・運営・評価などを行うことが目的である。

上記の例ではカテゴリーを指摘しただけであるが、最終的には、カテゴリーに含まれるスタンダードや指標を用いながらプロジェクトの計画・運営・評価などを行うことが目的である。

【コメント】

1. 協調の重要性

スタンダードの範囲は、インフラの整備・カリキュラムの内容・教育政策など多岐にわたっており、一つの支援団体がスタンダード全てを満たすことはできない。同地域で活動する団体がネットワークを形成して支援を行うことが望ましい。

また、住民、NGO、政府など、様々なアクターが協調して教育プロジェクトに取り組むことが非常に重要である（政策と協調カテゴリー、スタンダード３参照）。例えば、NGO が教員トレーニングを行っても、教育政策上で監督システムが確立されていなければ、トレーニングの効果が発揮されない。支援団体により学校が設立されても、住民の参加が無ければ、学校は持続しない。

2. ミニマム・スタンダードが内包する矛盾

住民の積極的関与と教育官庁の主導性は、潜在的に矛盾する。MSEE の「住民参加」のカテゴリーでは、アセスメント・計画・実施・モニタリング・評価の全ての段階で住民がプログラムに加わり（スタンダード１）、コミュニティの人的リソースが最大限に活用される（スタンダード２）ことが望ましいとされている。しかし「教育政策と協調」のカテゴリーでは、教育官庁のリーダーシップが提唱されている。政策の考案と制定は官庁主導で行われ（スタンダード１）、それを計画に基づいて実行する（スタンダード２）ためには、国家プログラムの強化が必要である。住民と官庁双方のエンパワーメントが理想ではあるが、両者のバランスを取ることが難しいケースも予想される。

【感想】

ディスカッションの中では、緊急時にある現場で、ミニマム・スタンダードを導入していくのは難しいが、非常に重要であるとの意見が出された。また、様々なステークホルダーがいるなかで、コーディネーションがプロジェクト成功の鍵を握るとのコメントがあった。

私自身は、緊急時における活動や、通常の状況においても現場経験がないため、当初はミニマム・スタンダードについて考えることが難しかった。しかし、グループでの話し合いを進めていくうちに、他の参加者の方の経験に基づいた意見を聞くことができ、勉強になった。また、ミニマム・スタンダードをいかにして運用するかを考えていくことで、現場で起こりえる問題を想定することができるようになった。

今回のワークショップは、日本で初めて開催されたものである。ここで学んだことを少しずつでも仕事に活かしていき、周りにも伝えていきたい。貴重な機会をいただけたことに、感謝している。

膨大な内容を簡略化しながらの講義だった。講義終了後に参考文献を読んでから理解できた部分も多かった。

講師もコメントしたように、MSEE は最低基準というより最終目的である。そして、通常時においても通用する基準である。「全ての人間は同様の権利を有する」という理念に基づいているので、緊急時の基準を通常時の基準よりも低く設定することはできない。そのため通常時の基準をあえて緊急時の「最低」基準と定めるという無理が生じているが、普遍権利の概念が根本にある

以上、仕方がないことは理解できる。MSEE を使う者はこの事情を認識している必要がある。ガイダンスノートのレベルでは緊急時の状況に即した記述があるが、スタンダードや指標のレベルではそれが少ない。講義中は詳細に立ち入る余裕が無く、緊急時の特別対策にはほとんど言及がなかった。そのことも「なぜこれが緊急時の最低基準なのか」という疑問を生じさせた。

　MSEE は野心的な基準である。全ての指標を用い、全てのスタンダードを達成するためのチェックリストとして使うものではない。関連する指標を状況に即して選択し、それらを参考にしながらプロジェクトを行うことが適切であろう。実際に MSEE を活用したプロジェクトの事例がいくつか詳しく紹介されると、より具体的に理解できたであろう。

【内容】

グループワーク 1

　グループごとに教育状況に関する設定を読み、それに対する解決案を提示、さらにそのために参照すべきスタンダード及びインディケーターを整理して発表した。（workbook p.29-32）

・シナリオ A の例

　保護者の PTA 不参加の問題を扱っている。多くの保護者は、PTA は学校側の言いなりになるだけで、自分たちに意見は聞き入れられないと考えている。したがって PTA 活動をするモチベーションが低く、参加率は 5%程度にとどまっている。例えば、家の手伝いをしたために子どもが学校に遅刻し、教師が生徒を罰するケースが相次いだと想定する。子どもは親に従っただけであって、遅刻は子どもの責任ではない。この事情を考慮せず罰することは、教師が保護者のニーズを軽視しているからだと保護者は感じている。そのため PTA に参加しない。この状況では、住民参加カテゴリーのスタンダード 1 が達成されていない。問題の要因は、授業よりも家の手伝をするほうが重要であると保護者が考えていること、そして教師がコミュニティの家庭事情を把握していないことである。
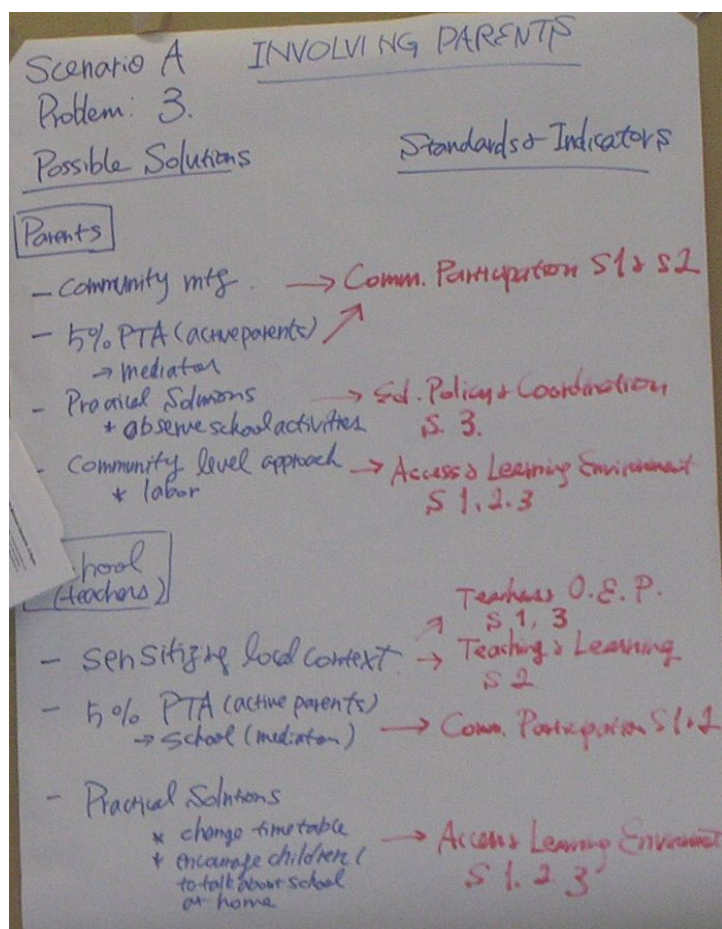
　まず、学校側と保護者側の双方が、効果的な教育プログラムのためにコミュニティ参加がいかに重要であるか理解することが大切である（ガイダンスノート 1 参照）。解決策の一つとして、すでに PTA で活動している少数の保護者が仲介し、教師側にコミュニティの状況を説明することが挙げられる（例えば、毎朝決まった時間に家畜を連れ出す必要があり、それが子どもの仕事である）（スタンダード 2）。別個に催されている住民集会があれば、そこで学校と PTA の問題を議題に取り上げ話し合うことにも効果が期待される。授業参観等を行い、保護者が学校に親近感をもてるように計らうのも一案である。子どもが仲介役をすることもできる（指標 2）。

・シナリオ A についての質疑応答

価値観と権利が相反する場合

Q: カーストによる差別など、地域社会の価値観が国際条約で定められている教育を受ける平等の権利と対立することもある。この場合、地元の価値観をプロジェクに組み込むと、特定グループの権利が侵害されてしまう。どのような解決策があるか。
A: コミュニティの人達にスタンダードを説明し、話し合う必要がある。教育を受ける権利について理解のあるコミュニティー・リーダーの助けをかりることも大切である。

・その他のシナリオ B-D の発表内容：フリップチャート参照

【コメント】
- コミュニティ参加が大きな問題とされた例題 A で、解決策に政策も含めることで効果的になる工夫がされている。
- 例題 B は年長の子どもに関連するので、終了証書等の意味づけも大事になってくる。特殊教育が各種証書とリンクするような仕組みも有意義。
- 教育データはポリシー的なアプローチの他にも、もっと広域での相互影響・共通問題を配慮するとよい。

Session 3	**Review of Standards and Indicators**
	スタンダードと指標の振り返り

【内容】

グループワーク 2

　MSEE の 4 つのカテゴリー（Access and learning environment, Teaching and learning, Teachers and other education personnel, Education policy and coordination）ごとにスタンダードとインディケーターの確認を行い、考えられる戦略、他のセクター、他の MSEE カテゴリーとの関係性を吟味した。（workbook p.33-37）どのカテゴリーにおいても、他のセクター、機関・団体、ジェンダー、住民の参加など、リンクする活動が必要とされ、調整の重要性が認識された。

【感想】

　これらの演習により、スタンダードの内容、そのための指標を具体的な状況を想定したうえで適用できるように理解を深めることができた。また、緊急時の教育は保健やジェンダー、保護などの様々なセクターとも密に連携しなければならない現実に立ちもどり、他分野との強調やコーディネーションの重要性を再認識することができた。

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Working with Communities and Education

コミュニティと教育機関との活動

【内容】

　教育関係機関担当者ミーティング（シナリオ1）とコミュニティ・ミーティング（シナリオ2）の2つのシチュエーションで、ロール・プレイを行った（それぞれのシナリオは以下の通り）。参加者はシナリオ1と2のいずれかを担当し、ひとりひとりに親、教師、地域のリーダー、国連スタッフ、NGOスタッフなどの役が与えられる。各自に手渡されたハンドアウトにはその人物の背景やミーティングで訴えたい内容などが書かれている。それぞれ自己紹介し（誰であるかだけを述べ、ハンドアウトの詳細は言わない）、ミーティングを進める人を決めた上で、シナリオにそってロール・プレイを行う。

シナリオ1　教育関係機関担当者ミーティング

　3年を迎えたある難民キャンプの教育プログラムを担当している国連職員とNGOスタッフが、現行のプログラムの効果と今後のより良い協力について、受入れ国の教育省とミーティングを持つ。これまで、担当ではないとの理由から教育省と難民の教育について話し合いを持つことは難しく、また受入れ国からの難民の教育のための支援金はない。一方で、マイノリティーグループの子どもたちの状況は厳しく、教育プログラムにおける課題の一つとなっている。

シナリオ2　コミュニティ・ミーティング

　国連とNGOの職員が現行の教育プログラムについての意見を聞くために、コミュニティ・ミーティングを開いた。現状としては、3年間教育プログラムは続けているが、中学以上のクラスはなく、また当該年齢の子どもの就学率は50%程度と低い。また4〜5年生の女子の中途退学率も文化的な理由より高くなっている。

　ロール・プレイの後、各自で下記2つの質問について考える。（5分）
1.　ミニマム・スタンダードの"Community Participation and Education Policy and Coordination"の中でどの standard/indicator/guidance notes が関係するかを考える。
2.　ロール・プレイを行ったミーティングをより効果的にするには、1.で挙げた standard/indicator/guidance notes をどのように活用するか。

【コメント】

・　様々なステークホルダーから意見を聞きだすために、グループ分けをしてミーティングを行ってもよい（例：女性が意見を述べやすいように、女性と男性を分ける）。
・　ミーティングの始めに、会の目的は何であるかを全体で共有することは大切である。
・　国連やNGOは支援する側なので、ミーティングのリードは現地の人が行う方が良い時もあるのでは。

【感想】

　このようなミーティングでは様々な利害関係を持った人々が集まっているため、公平に意見を出し合い、話し合いをすることが大変難しいことを実感した。ミニマム・スタンダードを用い、人々の参加やコーディネーションをどのように行うのがよいのか、状況に応じて考えることが重要である。

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Simulation: Emergency in Zamborra, Assessing Education Programmes in Emergencies and Chronic Crises シミュレーション：Zamborra での緊急事態、緊急・復興時の教育プログラムのアセスメント

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【目的】

・ 教育に関する事業を構築する際に必要なデータ分析と、それを収集するアセスメントの必要性を理解する。
・ 教育事業を構築するための分析能力をつける。

【内容】

１．シミュレーションをおこなう前の講義

① Bias（バイアス、偏見、偏り、先入観）

・ Bias とは収集したデータが偶然且つシステマティックに誤りがあること。
・ このことにより、収集したデータが対象としたサンプルに相当していない。
・ Bias の例として、政治的視点、ジェンダー、情報収集をした時間や曜日、などが挙げられる。
・ Bias の打開策として、Triangulation が用いられる。

② Triangulation（三角測量）

 Triangulation とは、収集するデータの量・数・情報源を増やすと共に、様々な収集方法（テクニック）を利用することを言う。

２．シミュレーション

① 事前の話し合い

・ 参加者に役柄の説明が書かれている紙が配られ、アセスメントチームとコミュニティという 2 つのグループに分かれた。
・ アセスメントチームには 6 名が選ばれ、残りの参加者（約 20 名）はコミュニティの各グループ（長老、親、子ども、女性グループ、現地 NGO 等）に選ばれた。
・ 役柄を個々に読み終えた後、アセスメントグループとコミュニティに分かれ、個々の役柄を紹介すると共に、アセスメントチームは調査方法を検討し、コミュニティは各グループに分かれ、アセスメントチームへの対応方法を話し合った（15 分の予定であったが、約 30 分話し合いがおこなわれた）。
・ アセスメントチームには、UN 機関、国際 NGO、現地教育省、ドナーがおり、各々事業に対する興味や実施したいプロジェクトの違いがあった。

② シミュレーションの実施

・ アセスメントチームがコミュニティを訪問。コミュニティにはまとまりがなく、グループで集まって話し合いをしているところもあれば、忙しそうに何かをしているグループもあった。
・ アセスメントチームは、はじめにコミュニティの長老を訪問し、表敬するとともにコミュニティの現状について質問をした。
・ 長老があまり協力的でなく、情報も確かではなかったので、アセスメントチームは 3 つのグループに分かれ、コミュニティ内の各グループを訪問することにした。
・ 各グループを訪問中、質問をされていないグループが不満を見せたため、2 人ずつで行動していた聞き取り調査だが、1 人ずつに分かれ、より多くのグループを訪問するよう、アセスメン

トチームは心がけた。
- コミュニティのグループは、各々主張することが違い、また協力的である個人と、あまり話をしない個人とに別れた。
- アセスメントは約 30 分おこなわれ、その後アセスメントチームは戻り、収集した情報を共有した。

③ シミュレーション後の話し合い
- アセスメントチームは、コミュニティの各グループから集めた情報や要望などをフリップチャートにまとめた。
- コミュニティ役だった人達は、彼らの視点からどのような教育事業が必要か話し合い、どのようなアクティビティが必要か話し合った。

④ アセスメントの結果
- 全体的に初等教育の必要性が確認されたが、中には中等教育の必要性を訴える子どもや、職業訓練や大人のための識字教室の必要性を訴える人もいた。
- エイズ問題が深刻になりつつある。
- 治安の安定していない場所もある。
- 教育支援も必要だが、水や燃料の支援といった、他セクターの支援も必要である。
- 子どもの多くが、水汲みや薪拾いなどを日課としているため、これらの状況が改善されなければ学校に行くことができない。
- 言語の違いがあるため、難民の多くが自分達の言語で教育をしてもらいたいと要望するが、中には移住している先の言葉も勉強したい、という声があった（仕事を得るためなど）。

【コメント】
Q（コミュニティに対して）：全ての情報をアセスメントチームに与えたか？
- 知っている限りのことは話したが、中にはあまり話していない人もいた。
- グループによっては、アセスメントチームに話ができていないグループもあり、情報に偏りがでるのではないかと思った。

Q（アセスメントチームに対して）：良くなかった点は何か？どのような点を改善する必要があるか？
- 出発前に、アセスメント方法を決める時間があまりなかった。緊急時には事前の時間があまり取れないが、もう少し話し合う必要があった。
- チームメンバーに偏りがあった（現地 NGO やコミュニティの参加がなかった）。実際の現場では、アセスメントの結果をコミュニティに発表することはないが、今回はシミュレーションということで、情報源であるコミュニティにフィードバックできた。実際にこのようなこと（現地を数回訪れるなど）ができたら良いだろう。

【感想】

- コミュニティからの要望が反映されていない事業は、良い成果をあげることは難しい。
- アセスメントとデータ分析は1回だけでなく、継続されなければならない。
- INEEのミニマム/タンダードを、事業構築をおこなう早期から反映させることで、今後起こりうる問題を回避、もしくは最低限に抑えることができる。
- （参加者からの意見として）緊急時に、実際このスタンダードを使用しながら事業構築ができるか、時間的に不安が残る。今後、どのように使用していかなければならないのか、実際の現場で使用しながら考える必要がある。

Session	**Simulation: Emergency in Zamborra, Designing Education Programmes in Emergencies and Chronic Crises** シミュレーション：**Zamborra** での緊急事態、緊急・復興時の教育プログラムのデザイン
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【内容】

　グループごとにザンボラにおけるアルカジア難民の教育支援プランをたてた。

作成のための質問は以下の通り。

1.　どんな教育プログラム・活動を勧めるか。それはなぜか。
2.　そのプログラム・活動にはどのスタンダードと指標があてはまるか。またジェンダー、HIV/AIDS、障がい者といった横断的な課題はどう関係しているか。

　予算が US＄1,000、またドナーは初等教育プログラムを望んでいるという情報が与えられた。優先をつけるにあたって考慮に入れるべきものは緊急性、MDGs、団体の性格や権限である。活動はスタンダートと指標を表わされているものとなる。

　これらの情報から、3 グループはそれぞれ話し合い、計画を立てた。発表はグループのメンバーが説明のために 2 人残り、他のグループの人に対して説明するという形を取った。他のメンバーは別のグループを回り、説明を聞いた。
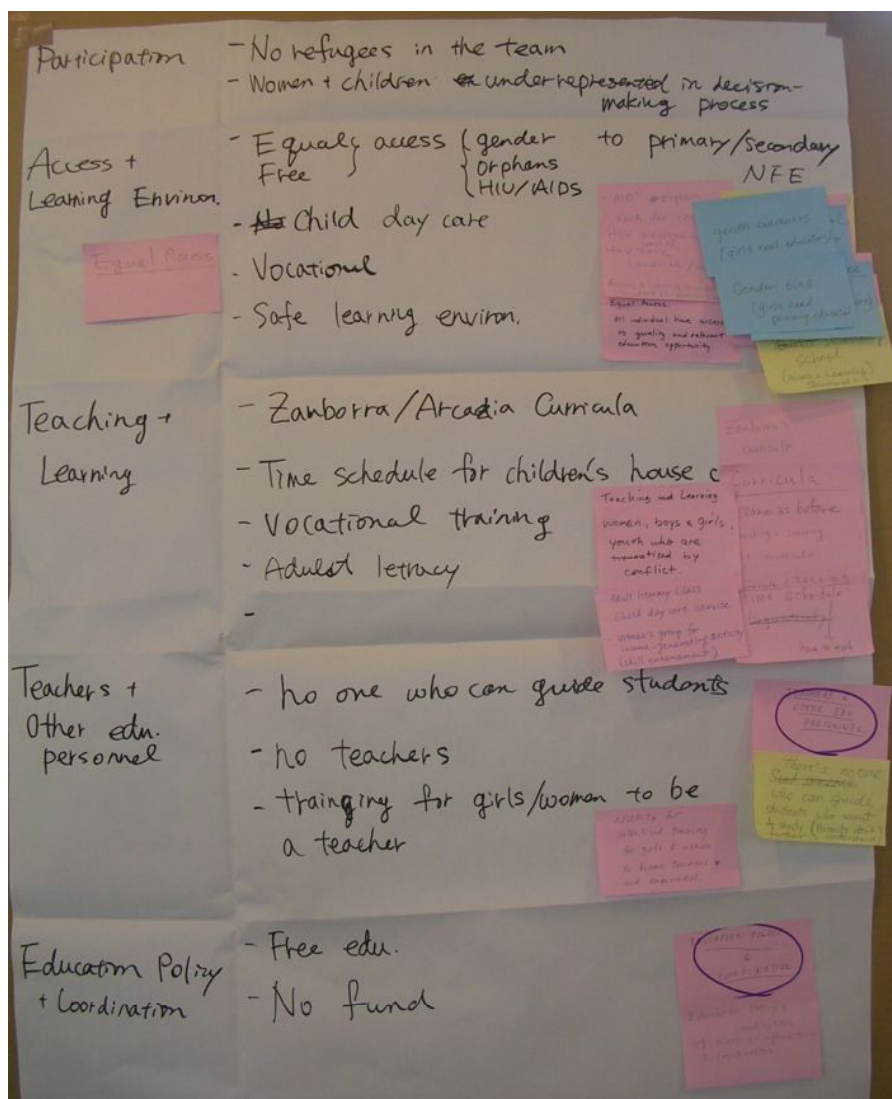
【コメント】
初等教育以外に入れたプログラムを出し合った。
・ 高等教育（高校）
・ 水資源確保（他の NGO とともに）
・ 技術学校・教育
・ ホスト国に対する啓蒙活動

【感想】
　私のグループではまず活動の種類を話しあった。活動を選んだ後、それに合うスタンダードと指標を選んだ。全部グループの発表を聞き、スタンダードと指標を参考にして活動を選ぶという方法ができることを知った。その方法であればスタンダードを全体的にカバーすることができ、包括的な活動の計画を立てることができると感じた。

　この時間のワークショップにより、それまでばらばらであったスタンダードや指標と活動とのつながりを見出すことができた。政策や協調という点を見逃していたが、スタンダードや指標が役に立ち、ふさわしい活動を見出すことができた。横断的な課題について考えるにあたっても、スタンダードや指標を考えるうちに、自然と含まれていた。スタンダードにそうことで、活動の幅と質を高めることができるだろう。スタンダードの見方、理解を少し深めることができた。

　緊急時において、包括的に考えることは難しいが、計画を立てるにあたってはできる限り包括的に考えなければならない。ほとんどのスタンダードや指標をカバーしていれば、横断的な問題も留意されるので、MSEE は扱うべき活動を示すガイドとなる。それぞれの団体は自らの使命に集中するあまり、他の課題に触れないことがある。スタンダードと指標はそのような状況を防ぎ、団体間の協力を促すことができると思う。

　住居建築を扱う団体として MSEE は関係ないように見える。しかし、住居を建てるだけでなく、他の側面への留意も必要であるため、MSEE は私たちが行っている災害後の住居建築活動を行う際にも利用可能である。特に計画時には、他の NGO と協調し、共に活動を考えることができるだろう。よりよい支援を目指し、MSEE を緊急時に参照する余裕をもつことが課題だと思う。

Monitoring Education Programmes in Zamborra

Zamborra における教育プログラムのモニタリング

【内容】

　INEE 最低基準に沿った緊急時の教育援助活動の実施の中で、モニタリングは欠かせないコンポーネントである。定期的なモニタリングを行うことで、活動がスタンダードを達成する形で進められているかどうか判断し、改善点などを見出し、必要に応じて軌道修正を行うことが可能となる。活動のスタンダードの達成度は、各スタンダードに付随している指標の達成度をモニタリングしていくことで測ることができる。

　同セッションの演習では、ペアになった参加者がそれぞれ緊急時の教育援助活動においてモニタリングを行いたい指標を一つ選び、その指標に基づいたモニタリング計画を作成した。演習で行ったモニタリング計画には、(1) モニタリング手段としての活動、(2) 活動を行う頻度、(3) 効果的なモニタリングが行われる上で必要となってくる前提、(4) 効果的なモニタリングを損なうリスク要因、(5) モニタリング過程で関わってくる関係者、といった項目が含まれた。

1. 指標に基づいて作成されたモニタリング計画の例

> **Priority Indicator (and associated standard): 'Instruction addresses the needs of all learners, including those with special needs, by promoting inclusiveness and reducing barriers to learning' (From Standard 3 'Instruction' under the Category of 'Teaching & Learning').**

Monitoring plan format

Monitoring activities	Time period	Assumptions made*	Potential Risks	Key stakeholders, including non-education stakeholders**
1. School attendance review	Monthly	Attendance record is regularly kept by teachers.	Attendance record is not regularly kept by teachers.	・Children with disabilities ・Teachers ・School principal ・Parents
2. Class observation	Twice a month	Good cooperation from school principal & teachers.	Little/limited cooperation from school principal & teachers.	・Community leaders ・ Counsellors (with good knowledge about disabilities)
3. Individual interviews • Children with disabilities • Teachers	Every two months	Good cooperation from parents & community leaders.	Little/limited cooperation from parents & community leaders.	・Local education authority ・National education authority
4. Focus-group discussions • Parents • Community leaders	Every two months			

*So that monitoring can take place

**That may have to be involved (for example, water and sanitation engineers, police)

2．INEE 最低基準の世界各地での活用例

① アフリカ
ブルンジ：　NRC (ノルウェー難民評議会)は、同国における教育援助活動の様々な場面で、INEE 最低基準を活用した。例えば、住民参加の重視、安全で衛生的且つ学習者を主体とした学習環境の整備など。

ガーナ：　UNICEF ガーナ事務所では、INEE 最低基準を以下の様に活用した。
1. トーゴ難民の状況、ニーズの初期アセスメント、
2. 対応戦略の作成、
3. ドナーへの資金プロポーザルの作成、
4. 現地政府との緊急時対策研修の実施など。

ケニア：　Windle Trust International は、各事務所に INEE 最低基準担当者を置き、全ての活動とそのプロセスにおいて最低基準を組み込むシステムを構築している。

スーダン：　スーダン基礎教育事業の教員養成コーディネーターは、INEE 最低基準のスタンダードを満たすことは、南スーダンの現状からは非常に困難だと感じている。しかし、こういった教育援助のガイドラインは、事業計画や実施の際に役立っているとも感じている。

② アジア
アフガニスタン：　ケア・アフガニスタンが INEE 最低基準ハンドブックから学んだ重要な点は、教育支援を地方の貧困地域にまで拡大する為には地域住民のサポートが不可欠であるということ、また妥当なトレーニングと機会が与えられれば、一般住民からも教育援助を始めとする社会開発における高いレベルの貢献が期待できるということだ。

バングラデシュ：　同国地方では、洪水の度に学校が避難所として使われ、公教育がストップしてしまう。INEE 最低基準ハンドブックがベンガル語に翻訳され、緊急時に質の高い公教育を確保する為のツールとなることが望まれる。

インドネシア：　International Rescue Committee（難民支援団体）は、INEE 最低基準を教育援助事業計画立案の際のビジョン、手本として活用している。また、事業評価の際の包括的なツールとしても重宝している。「ビジョン」としている理由は、インドネシアといった途上国の視点から見ると、INEE 最低基準の定めるスタンダードの中には少々高すぎるものもあるからだ。

日本：　JICA の基礎教育ユニットでは、INEE 最低基準をアフガニスタン、シオラレオネ、コンゴ民主共和国などの教育援助事業の中で活用していく予定である。

③ 欧州
ベルギー：　INEE 最低基準ハンドブックが、EU による「万人のための教育」支援金増額の可能性を話し合う欧州議会の聴講会で配られた。同聴講会は、貧困根絶とアフリカに焦点を当てた G8 サミット開催直前に行われた。

ポルトガル：現在、INEE 最低基準ハンドブックのポルトガル語翻訳が進められている。翻訳が完了すれば、同ハンドブックポルトガル語版は、アンゴラを始めとするポルトガル語圏の国々に広められる予定である。また近い将来には、INEE 最低基準の講師研修にも関わっていく予定である。

＊上記に挙げたのは、INEE 最低基準の世界での活用例のうちのほんの一部である。その他の活用例については、INEE ホームページの以下のページを参照のこと。

[2006 年版]Report on Global Promotion and Use of the Minimum Standards
http://www.ineesite.org/page.asp?pid=1364

[2005 年版]Report on Global Promotion and Use of the Minimum Standards
http://www.ineesite.org/page.asp?pid=1301

【質疑応答】
Q: 数多くある指標の中から、モニタリングに最適な指標をどのように選択すればよいか。
A: 実施している教育援助活動の目標に照らし合わせて、その目標が測れるような指標を優先的に選択していけばよい。その為、活動ごとに選択される指標は異なってくる。モニタリングの際に選択すべき指標の数は、多ければいいというわけではなく、1 年間の短期活動であれば目標達成度測定に最も妥当な 4～5 つ程度の指標を選べば十分である。活動期間が長期に亘るからといって、指標の数を増やさなければいけないということではない。緊急時でも実施可能且つ現実的なモニタリング計画を策定することを念頭に指標の数を決定すべきである。

Q: 難民キャンプに関しての質問となるが、難民は一般的に同じ難民キャンプに留まるのか。難民が流動的であれば、効果的な教育援助活動の立案、実施、モニタリング、評価というものが困難になることが予想される。
A: 難民の流動性は状況によって異なる。例えば、西ティモールでは、事態が緊張下にあった時には難民が非常に流動的であった為、学校設営といった教育援助活動の実施は難しかった。一方で、ケニア南部のカクマ難民キャンプやレバノンのパレスチナ難民キャンプの様に、難民生活が長期に亘り、難民の定着化が進んでいるキャンプもある。

【感想】
活動目標に妥当な指標を基にモニタリング計画を作り、スタンダードの達成度を測っていく、というアプローチがロジカルで分かり易かった。INNE 最低基準の指標は、質的で広義的に解釈できるものが多いので柔軟に活用できるだろう。一方で、同指標は量的な数値に欠ける為、使い勝手が悪い場面も予想される。
その他、同セッションでの学習を通して、緊急の状態が続く中で活動が行われている場合、どこまで包括的且つ効果的なモニタリングが可能か、という疑問が湧いてきた。演習の中でモニタリング手段として生徒の出席記録といったものが出てきたが、これは難民・被災者の動きが流動的な状況下では、妥当なモニタリング手段ではないだろう。状況に合わせて、一番妥当且つその状況下で最も望ましいモニタリング手段を選択していくなど、柔軟性を持たせることが必要となってくると考えられる。

<table>
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Session

8

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Evaluating Education Programmes in Zamborra
Zamborra における教育プログラムの評価

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【内容】

目的：事業の評価活動を行う際に MSEE を活用することができる

プロセス：導入部分で、講師よりいくつかの質問が投げかけられた。

1. "評価"とは何か。

    参加者答え　－事業をより良いものとする

                    －事業を計画、実行した際の根拠の振り返りを行うもの

                    －事業の目標達成度を測るもの

2. "モニタリング"と"評価"の相違点とは何か。

    参加者答え　　　－"モニタリング"とは進行中の事業が正当なものかをチェックすることであり、"評価"とは事業全体のインパクトを確認することである。また、"評価"は事業が進行している期間内に 2 度程度実施するものである。

                       －"モニタリング"は事業のデータを収集するという目的が高いのに対して、"評価"とは事業全体の判断を行うものである。

3. "評価"には誰が参加すべきか。

    参加者答え　　　－全ての関係者（事業実施者、コンサルタント、裨益者など）

次にグループワークを行う。

    テキストブックのシナリオを基に、以下の 2 点をグループ内で議論した。

    ① "評価"を行う際に、どのスタンダード（指標）を使用するか

    ② 事業をより良いものとするために、どのようなアドバイスを行えば良いか。

30 分のワーク終了後、グループ発表を行った。
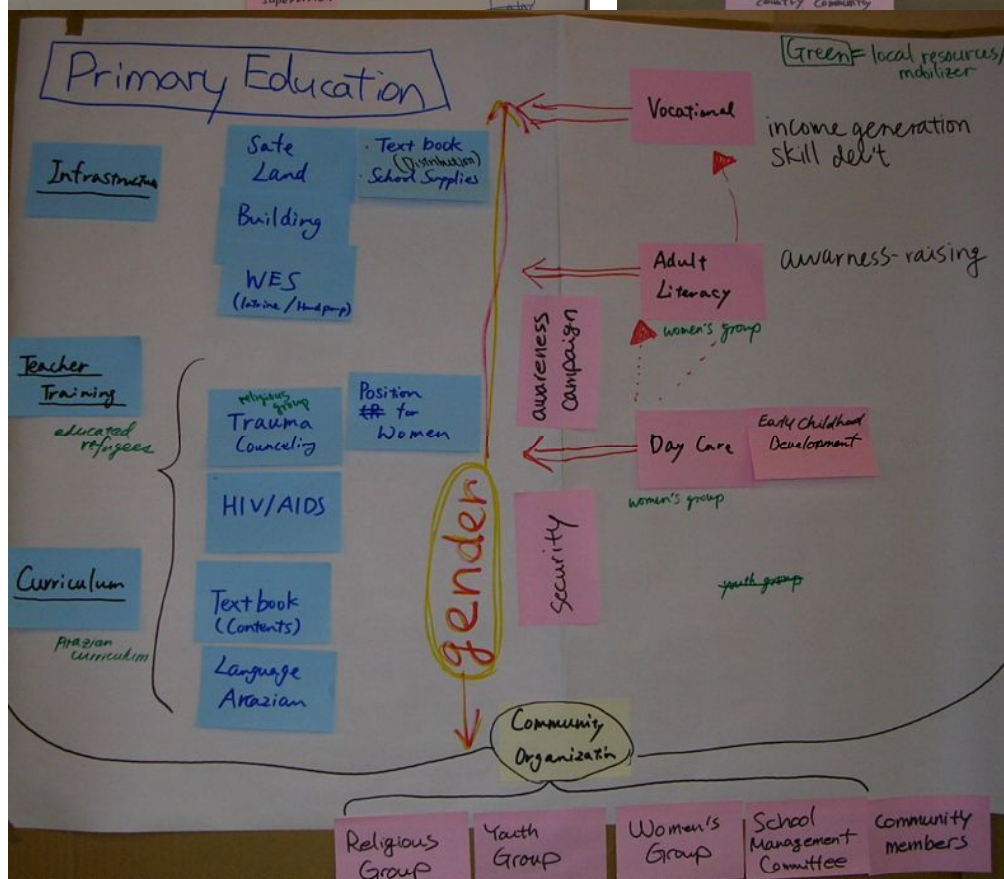
【質疑応答】

Q: セカンダリースクールの資金不足へのアドバイスを考えた際に、ロビイングの強化という解決方法しか浮かばなかったが、他にどのような方法が考えられるか。

A: ロビイングには 2 つのレベルがある。

1）中・高等教育に関心のある団体・グループへの働きかけ

例えば、UNHCR の "Refugee Education Trust（URL：http://www.r-e-t.com/）" へのアプローチ

2）地元政府への働きかけ

　この場合、同国内の他の地域でも同様の問題が発生していると考えられる。

　国内の問題解決を図るための奨学金制度の設立などを進めるように働きかけることも一つの方法である。

【感想】

　現地状況から読み取ることができるデータをカテゴリーに分け、それごとに解決方法を探り、事業全体の"評価"を行う判断材料の一つとしてスタンダード（インディケーター）は有効だと感じた。また、MSEE はグローバルスタンダードであることから、ドナーへ報告する際の事業の意味づけとしても活用できると感じた。

　しかしながら、ハンドブックに記載されている膨大な量のスタンダード（インディケーター）に基づき現地状況をカテゴリーに分け、事業"評価"を行う時間や労力を考えた場合、短時間で結果を出さなければいけないシチュエーションの際には MSEE の活用が難しいと感じた。

Session	**Disaster Preparedness**
9	災害への備え

【内容】

1. 学習目標の確認
- 「disaster：災害」の定義の確認に始まる本件分野の用語を理解する。
- 「disaster preparedness：災害への備え」の具体的な内容を理解する。
- 教育分野に関連した災害に必要な備えや活動を特定することができる。
- ミニマム・スタンダード(MSEE)を災害への備えに有効活用する方策を理解する。

2. 用語の確認・理解
　Disaster：様々な定義が付されているが、いずれの定義にも共通する条件としては、1)人や生活に影響を及ぼし、2)その影響が世帯や地域レベルでの対応能力を超えたものであり、3)復興のためには社会的な取り組みが必要とされるもの。

　Hazard：人的/自然的な誘引で引き起こされる事象で、その結果として人命を含む物理的な悪影響をもたらしうるもの。人的なものとしては有毒物質の流出や環境汚染、戦争が含まれ、自然のものとしては地震や地すべり、洪水、火山噴火、旱魃などがある。人の生活に直接的な悪影響がもたらされるか否 Hazard（影響ない）は Disaster（影響あり）と、意味を異とする。

　Vulnerability：Disaster hazard の悪影響を受けやすい個人・コミュニテイ・組織・社会サービス、地域の脆弱性。その決定要因は、物理的なもの、経済的なもの、社会・政治的なもの、文化的なもの、技術的なもの、自然環境的なもの、組織的なものと多様である。

　Risk：特定の現象によって予想される悪影響。災害の起こる可能性や災害発生時に引き起こされる悪影響の可能性を含む。

　Disaster Preparedness：

　Risk リスクをいかに排除するかが disaster preparedness（災害への備え）の最大の課題である。Hazard は予知・予防が困難である一方で、Human vulnerability は予知可能であり、対応に備えることも可能。また、人道支援は、risk の軽減を図る手段でもある。

　Prevention/Mitigation：

　Prevention は Risk を取り除くことであり、Mitigation は Risk の軽減を意味する。MSEE では Mitigation を念頭に災害の早期への迅速かつ効率的な対応を図る手段である。Prevention はより長期の取り組みや経済的、物資手雨滴、そして社会的な投資を要すると共に、人そのものが対応できるようになるために社会体制を整えることが必要となる。

3. Disaster の教育に与える影響
- 建物の崩壊や損傷などにより学習の機会が中断される
- 指導者が被災して不在となる
- 家族や生徒本人が被災して物理的・経済的な事情で学習継続が困難になる

**4. Disaster に対応するために活用できる教育分野コミュニテイ・レベルのローカル・キャパシテ
イ**

- ・ PTA
- ・ Local NGOs
- ・ 軍隊・治安部隊
- ・ 地域のつながり・女性グループ
- ・ 宗教団体
- ・ 政党
- ・ 家族
- ・ 教育省などの教育行政機関
- ・ 子どもたち本人

5. 教育の分野の Disaster Preparedness のグループ・エクササイズ

・ 4つのグループに分かれ、Conflict、Tsumani、Earthquake、Flood の Disaster Preparedness を検
討し、中から一つテーマを選び、5 分間の授業を行うエクササイズを実施。また、各 preparedness
に連動する MSEE の指標を検討し、いずれの活動も MSEE の指標に合致することが確認された。

① **Conflict グループ：** 内戦状況下の学校で生徒がゲリラ組織に少女・少年兵として勧誘され
るが、クラスメート、親、教師が連携して説得して引きとめて食い止めることで解決する方法を
寸劇にした。

② **Tsunami グループ：**
学校の授業で、津波の際の対応を生徒に伝える方法を寸劇で発表。地元で津波を経験したことのある老人から、何が起こったか伝えてもらうことにより学ぶ方法や、"When the tide is low, run to the higher place, run, run, run, run to the higher place"と、避難方法を簡単な歌にして子どもに教える方法を紹介。

③ **Earthquake グループ：** 学校の授業で地震が起こった際の避難方法について、机の下にもぐる、直後に逃げる、動かないなど生徒それぞれが試し、その対応の正誤を教員を生徒に伝えるという寸劇で発表。

④ **Flood グループ：** 学校を中心に、洪水発生時に地域の中で学校を拠点とした避難、保護体制を組むことを決める方法を寸劇で発表。

【コメント】
　教育分野の Disaster Preparedness 活動として挙げられるものの確認：
・　Disaster awareness training
・　Story telling by experienced elderly
・　Picture story
・　Radio/TV programme

【感想】
・　Disaster Preparedness の分野で使われる各用語の定義を理解し、その整理することができた。
実際に緊急支援に関わっている担当者とブレーンストーミングすることにより、緊急援助を経験
したことのない参加者にとっては、それぞれの用語の具体的な内容をよりイメージしやすい環境
となった。
・　Emergency が教育に及ぼす影響をあらゆる側面から確認し、教育活動を通じて災害を防止、
被害の抑制を図る方法を整理することができた。
・　MSEE が、緊急事態発生後のプロジェクト形成というよりは、通常の教育分野の開発事業に
も適用できるスタンダードであるという指摘は当初からあったが、Preparedness の分野においても
よりどころとすることができる汎用性の高いスタンダードであると感じられた。
・　一方で、汎用性が高いがゆえに、真の緊急時の際、その緊急性にどのように適合しうるかが
MSEE の課題であると理解したが、その時間的な制約の観点からは、MSEE は Preparedness 検討に
は、より適用しやすいと感じた。
・　NGO の活動の中では、Preparedness は、緊急援助や復興援助そのものよりも支援者からの支
援が得られにくい分野であるという印象を持っているが、地域開発事業を担う団体としては、
Preparedness の視点をより多く取り入れた事業展開を検討したいと感じた。

Session	**Education Policy and Coordination in Situations of Early Reconstruction**
10	早期復興時における教育政策と調整

【内容】
　ケース・スタディーを読んで、以下の各ポイントを４つのグループに分かれてまとめる。

1. 問題点
・ 教育へのアクセス（農村地方、民族マイノリティー、再定住等の条件からアクセスが乏しい；学校不足）
・ 教育の質（カリキュラム、教授方法）
・ 人的資源（先生の数、Qualification）
・ 政府（ファイナンス、硬直的な政策、政府の人間がマジョリティー民族グループに占められている等）
・ 調整

2. スタンダードおよびインディケーター（指標）：問題予防偏
　*各スタンダードを考慮に入れなかったため、どのような問題が起こってしまったか？
・ スタンダード１：政策の考案と策定
　　国家教育政策・計画の不在　→　難民・国内避難民としてのキャンプ滞在中に、出身国のカリキュラムで教育を受けていなかった（難民出身国の教育官庁が機能を果たしていなかったこともあり、NGO が独自にカリキュラムを策定し実施していた）ため、出身国に戻ってきた帰還民の子どもたちは、キャンプで受けていた教育と帰還先の学校カリキュラムが噛み合わない状況に直面。
・ スタンダード２：計画と実行
・ スタンダード３：協調
　　難民出身国の教育官庁が紛争で不在に近い状態であったため、教育国内政策と基準というものがなく、難民キャンプで教育プログラムを実施していた NGO は、情報交換もままならず、協調しようにもできなかった。
　　紛争中（難民がキャンプで教育を受けている間）、これらのスタンダード１～３を考慮に入れていれば、帰還後の様々な問題を防いだり、最小限に留めることができたであろう。

3. スタンダードおよびインディケーター（指標）：問題解決偏
　　*上記の問題解決のためのスタンダードおよびインディケーター（指標）との関連付け
・ スタンダード１の指標 2（教育と人権、教育の権利）
　　→　孤児や HIV/AIDS に感染した子どもに教育の機会を保障する。
・ スタンダード１の指標 8（法的・予算的枠組みに支持された国の教育政策）
　　並びにスタンダード２の指標 5（必要資源の利用可能化）
　　→　予算の欠乏・不足に言及。
・ スタンダード３の指標 1（教育活動の計画と協調のための機関間協調委員会の設立）
　　→　これまで別々に活動していた異なるステークホルダー間のダイアローグの推進を図る。

- スタンダード 3 の指標 1（官庁とドナー等による資金調達・管理運営システムの構築）
  ならびに指標 6（利害関係者間の情報共有）
  → 汚職を防ぎ、透明性やアカウンタビリティを高める。また、短期の技術協力に留まらず、長期的な借款プログラム等を活用させる。
- スタンダード 3 の指標 1（被災したコミュニティの参加）
  → 意思決定過程に、直接影響を受けるコミュニティのメンバーが参加することにより、ニーズにより見合った教育プログラムの立案・実施をする。

　そのほか、「教授と学習」カテゴリーのカリキュラムに関するスタンダード、「教師とその他の教育関係者」カテゴリーの募集と採用に関するスタンダード等も、問題に対処していくうえで適切かつ有効である。また、「教育政策と協調」カテゴリーの「協調」スタンダード（3）の指標はすべて、特に重要である。

4. 協調・調整のストラテジー
　教育官庁のリーダーシップのもと、機関間協調委員会（Inter-Agency Coordination Committee)を設立する。メンバーは、NGO、国連、難民および教員の代表者たち。委員会では以下の点に関して協議を持つことができる：
- 教員育成のためのトレーニングを統一化、教員育成計画（いつ、何処で、何人育成していくか等）
- 国立教育大学（教員育成を担う）と連携
- 新たな資金源を見つけ、重点分野に再分配

【コメント】
- 紛争後で国の教育官庁のリーダーシップが足りず、教育協調委員会の委員長を務めるのが困難な場合、一時的に副委員長となる場合もある。
- 難民は出身国に戻る権利があるという前提からすると、出身国のカリキュラムにて教育を受けることが基本となる。しかし、長期的に受け入れ国の難民キャンプに滞在する場合、その先のことを配慮し（例：受入国の中学・高校に進学、或は受入国で職業を見つける等）、受け入れ国のカリキュラムや言語に沿った教育がより適切になる場合もある。
- カクマ難民キャンプで、スーダンからの難民は受入国ケニアのカリキュラムを使っていた。
- カリキュラム、教員の採用や育成に関しては、There is not any hard-and-fast rule。

【感想】
　緊急時において「協調」は特に強調されるべき課題であり、それを忘れるとどうなるかが、ケース・スタディーのシナリオを通して参加者間で理解できたと思う。緊急時の混沌とした状況では、異なるアクターが各自やりたいように事業を進め、目の前の問題を対処し、一時的な解決策に辿り着こうと、協調性が失われやすい。長期的かつ包括的な解決策を模索していくうえで、当該政府、ドナー、国際・現地 NGOs、学校、そして難民・避難民の人たちの間の協調は必要不可欠である。
　また、食糧やシェルターと比べ、教育は永続性を伴うため、その協力は、それが緊急時の（短期的）人道援助であっても、必然的に（長期的）開発援助に繋がる。ゆえに、緊急時の教育援助をある意味「使う」ことによって、緊急対応期と開発期の「橋渡し」を促すこともできるのではないか。

ただ、協調という聞こえの良い言葉の裏には、協調にかかる時間やコストが隠れている。ドナーは、協調を唱えるだけでなく、また、協調のリーダーシップをとるのでもなく、政府（教育官庁）がリーダーシップをとれるよう、そしてその中で協調していきやすい環境作りを、意識して進めていかねばならないと思う。

Application and Synthesis of the INEE Minimum Standards

INNE のミニマム・スタンダードの適用と統合

【内容】

　同じ団体からの参加者がグループ（それ以外は適宜グループを形成）となり、各団体に帰った際、他のスタッフに対し MSEE の何をどのように説明するかについて議論した。以下は議論の一例。

- スタッフ全員に Standard を説明。MSEE が CRC にも基づいていることを強調。
- 事業担当者に対し Indicator まで説明。Planning から Monitoring & Evaluation までこれらの視点を含むことを重視。
- 団体職員が MSEE のフォーカル・ポイントとなり、JNNE とも協力して MSEE の普及に努める。新人スタッフへのオリエンテーションや緊急支援時に雇用する外部者への研修に含めることも一案。
- MSEE の有用な点：フィールドから本部へのレポーティング・システムを構築していく必要がある中、MSEE の視点は有用である。また、これらの視点をすべてひとつの団体が満たさなければいけない、ということではなく、他援助機関とのコーディネーションの際に、それぞれの支援活動が補完しあって MSEE の基準を達成できればいいのではないか。
- 他方、ドナー向け、内部向けの評価項目、評価の視点も違う中、さらに MSEE の視点が加わると、何をどのように評価していけばいいのか、という問題も残る。

【質疑】

　グループ・ワーク後、ワークショップ中に数人の参加者から出された「MSEE の視点は途上国一般に当てはまり、必ずしも「緊急事態」 に特定されたものではないのではないか？」という疑問について Susan とともに議論を行った。
- 確かにそのような面も否めない。MSEE がもし Sphere Project に含まれるとしたら、より Emergency-focused になるであろう。次の１、２年の間に、INEE 関係者の間でより Emergency-focused の視点を採り入れるよう議論を深めていく可能性もある。
- Sphere に含まれる他のセクター（水、保健・医療、シェルター等）のより具体的な最低基準（たとえば、一人が必要な水の量や、テント設営の基準）は、国や緊急事態の状況が異なるとしても適用できる可能性が高いといえる。しかし、教育の場合、教師一人当たりの生徒数等を仮に定めても、状況が異なる場合が多かったり、数的に測れない項目も多いため、2,000人を超す人々の参加により開発された MSEE の記述は一般的にならざるをえなかったのではないであろうか。
- MSEE を実践で利用するためには、開発されている Tool Kit などを用いてさらにノウハウを学ぶことも必要であるのではないか。

| Session

12 | **JICA's project of education in construction,
Follow up strategies and Closing**
復興時における JICA の教育プロジェクトと戦略について、閉会 |
|---|---|

【内容】

JICA の教育復興支援と NGO　－　アフガニスタン教育協力の事例

JICA 人間開発部第一グループ基礎教育第一チーム　丹原一広氏

1. JICA の重点分野

・　教育行政官の能力向上

・　公教育の強化－初等教育 3 年生までの教師用指導書の開発、現職教員約 1 万人への教員研修など

・　ノンフォーマル教育強化―他国ではあまり見られない特徴

＊2002 年から 04 年頃までは短期専門家派遣や無償資金協力による建設事業が主であったが、その後、2～3 年程度の協力期間で行う技術協力事業も立ち上がってきている。

2. NGO との協力

　住民に近いところに大きなニーズがあり、かつ現地行政が脆弱である為、通常にも増して NGO との協力は有効。

　事例：Community Empowerment Program (CEP); 教員研修、識字教育、学校建設など

協力スキーム

・　技術プロジェクト（直営型）

・　民活技術協力プロジェクト

・　草の根技術協力　1）パートナー型、2）支援型

　緊急・復興支援に際し、JICA は、ファストトラックなど既存の制度を柔軟に運用、簡素化することで対応を図っているが、従来とまったく異なった制度・スキームを設けて事業に当たっている訳ではない。また、契約、会計といった点における Accountability についても、通常と同様の配慮が必要であり、NGO との協力においてもこれは変わらない。

3.　その他特徴など

　〇比較的短いプロジェクト期間

　〇直接的な裨益、見えやすい成果と行政能力向上の組み合わせ

　〇NGO、住民・コミュニティをパートナー・対象に

　　　→緊急性、不確実性への対応

　　　→直接的な裨益

　　　→行政の不在・脆弱性への対応・補完

　　　→緊急～復興・開発支援の中間/移行期における現状を反映

【質疑応答】

Q: NGO が民活技術協力プロジェクトにコンサルタント登録をする場合、特別な基準はあるのか？
A: 特にない。一般のコンサルタント会社と同じ基準である。

Q: 人間の安全保障無償の 7 つの視点という観点から、どのように支援を行っているか？
A: アフガニスタン事業に関して、特に人間の安全保障の視点に沿って整理するのは今後の課題と考える。現状として、直接住民に裨益する活動も多く、人間の安全保障の観点は反映されていると思う。

Q: JICA は MSEE をどのように使用しているか？
A: アフガンの事業デザインに、直接 MSEE は使用していない。また、JICA は相手国政府を対象に支援しているので、MSEE を用いるには多少制約もある。ただし、現在 JICA の教育課題タスクの中で、MSEE や他ドナーの教育復興支援に関する勉強会を行っている。個人的にも、多数のアクターが共有できるこのような基準は必要だと感じている。

Q: 緊急支援での特別な評価・モニタリングはあるのか？
A: まだ、教育案件で評価ミッションは入っていない。個人的には、通常の協力とまったく同じ基準・考え方での評価は適切ではないと考える。

Q: 草の根技術協力は緊急時にも適応できるか？またその際申請から承認までの期間の短縮化などの考慮はしてくれるのか？
A: 治安の問題などもあり、緊急時への対応には十分な検討が必要。しかし、一旦実施を決めた場合には時間の短縮化は考慮できる。

Q: 重点分野は何年毎に見直すのか？
A: 毎年見直すというものではないと思うが、国別事業実施計画の改訂などに併せ、全体としての見直しを行う。教育分野については、基本的には暫く現状のままで行う。

Q: CEP と技術協力の関係は？CEP は予算不足でなくなったようだが‥ ？
A: 確かに CEP は予算の影響を受ける。協力のプログラム化や技術協力プロジェクトの形成・実施に伴い、相対的に CEP の案件数が減少することもある。緊急復興支援において、スピードや現地での実施体制の観点から、NGO に事業を依頼するケースが多かったという側面もあるのではないかと思う。

Q: JICA と協力して事業を実施する場合に、セキュリティ基準を多少緩和できないか？
A: 組織的に対応すべき問題であり安易に変更できないものであるが、現地事務所長の判断で対応できる範囲を決めるなどの対応はなされている。ただ、所属組織により対応を変えることはなく、当然、NGO 職員の場合は特別という考えはない。

Q: セキュリティに関して自衛官と一緒に行動する可能性はあるか？
A: まだ JICA 内でそのような議論はなされていないと思う。国会や政府などより高いレベルでの議論が求められるマターではないか。

[ジャパン・プラットフォーム谷口氏による緊急時の教育支援に対するコメント]

　JPF 発足当初は、緊急時の教育支援に対する資金拠出は認められていなかった。ただし、２年前に政府資金に限り、拠出費目の中に「緊急時の公共施設の提供」と「指導者の育成」が含まれるようになり、この費目の解釈よって学校建設・修復や教員養成などの事業が可能という考え方もできる。

　最後に、このワークショップの参加者が、それぞれの団体で上司や同僚に MSEE を伝えることを促進する為に、MSEE の内容を５分程度で発表できるようにグループ内でまとめ、それを他グループの人と発表し合った。

　その後、MESS の今後の改定情報やコンタクト先に関する案内があり、最後に参加者への修了証書の授与、Susan や JNNE 職員への感謝の辞、アンケートの記入を終え、全コースを終了した。

【コメント】

　緊急時において JICA と協力して事業を行うことは、JICA の現在の体制を考慮すると教育事業に限らず困難であると感じた。また、MSEE に対する理解や JICA の事業現場への適応にも時間がかかるそうである。ただし、JICA 内でも様々な議論が行われているようなので、今後の対応に期待したい。

Summary of participants' evaluations
参加者の評価まとめ

Participants rated the course according to the following categories where 1=strongly disagree, 2=disagree, 3=agree, 4=strongly agree.

23 participant evaluations were received.

	1	2	3	4
The workshop achieved its aims and objectives			10½	12½
The content of the workshop is relevant to my work		1	13½	8½
What I have learned will impact the way I work		1	9	13
The methodology used in the workshop helped me to understand how the INEE Minimum Standards can be applied			13	10
The quality of the learning materials and aids was useful			12	11
The facilitation and presentation during the workshop were open and helped me to learn			3	20
The venue and accommodation were appropriate.			10	12

ワークショップの効果についての質問紙調査の結果

教育協力 NGO ネットワーク（JNNE）

事務局長　三宅隆史

　今回のワークショップの効果について、ワークショップを通じて参加者の能力（知識や技能）に変容が見られると想定される 10 項目を選定し、調査を実施した。ワークショップの事前（開会の前）と事後（閉会の後）において、項目毎に 5 件法（4 点満点）で参加者の自己評定による回答を求めた。次に、事前調査と事後調査の平均値を比較して、ワークショップの効果を分析した。

　5 件法とは、「きわめてあてはまる」から「あてはまらない」までを 5 段階にわけて、該当する段階に〇をつけるものである。今回の場合は、「きわめてあてはまる」を 4 点、「かなりあてはまる」を 3 点，「わりとあてはまる」を 2 点，「少しあてはまる」を 1 点，「あてはまらない」を 0 点として得点化した。また，事前・事後の差が有意であるかどうかを対応のある t 検定を用いて検定した。

　t 検定とは，事前と事後の平均値の差が，誤差の範囲の変化であるか，それ以上の変化であるかを確かめる統計手法である。その差が誤差の範囲を超える大きい効果と認められた場合には t 値と有意水準（＊＊は1％水準，＊は5％水準で有意）を表に記し，誤差の範囲であまり変化が見られなかった場合は「n．s．」（有意ではないの意味）と記した。「1％水準で有意である」とは，本当は「有意でない」のに「有意である」として間違う確率が1％未満（100回に1回未満）であることを表す。

　分析に入る前に参加者の特徴を紹介しておく。有効回答数は22であった。開発協力、人道援助分野での従事経験年数の平均値は、6.6年、中間値は5.0年であった。回答者のうち73％にあたる16名がNGO職員で、27％にあたる6名が緊急・復興時の教育協力についてのワークショップ・研修を以前受けたことがあった。68％にあたる15名が、自分の所属団体が緊急・復興時の教育事業を実施した経験があり、59％にあたる13人が自分自身が緊急・復興時の教育事業を実施した経験があった。

　では，ワークショップを通して参加者にどのような変化が見られたかを考察する。最も変容が大きかった項目は 5.「緊急・復興時の教育援助についての最低基準とその指標について知っている」であり、2.18 点の増加があった。次に変容が大きかった項目は、2.「緊急・復興時の教育援助についての知識と技能をもっている」であり、0.95 点増加した。3 番前に変容が大きかった項目は、9.「緊急・復興時の教育援助事業のモニタリング・評価に自信がある」であった。4 番目に変容が大きかった項目は、1.「緊急復興時の教育援助自供を立案できる」であった。これらの変化から，ワークショップに参加する前までは、MSEE(Minimum Standard for Education in Emergency and Early Reconstruction)についての知識がなかったが、ワークショップによって参加者がこれをよく理解したと考えられる。ワークショップの目的である「緊急・復興時の教育援助のプロセスおよび成果についての最低基準の全体像を知り、その指標について深い理解を持つ」という目的は、達成されたと判断できる。また緊急・復興時の教育支援事業の立案、モニタリング・評価について参加者の自信が高まったことも伺える。

　以上 4 項目が統計的に有意な変化が見られたが、他の 6 項目についての変化は統計的有意ではなかった。3.「自分の団体は、緊急・復興時の教育援助にもっと取り組むべきである」について統計的に有意な変化はみられなかった理由は、これは、参加者のほとんどが事務局長や代表レベルではなかったため、組織のミッションレベルについての項目の変容は難しかったためと推察さ

れる。しかしながら、4.「この研修の成果を自分の団体に伝えたい」、6.「最低基準を自分の団体に活動に取り入れ、実践したい」については、事前調査時においてすでに前者が 3.4 点、後者が 3.1 点と非常に高い点であったことは、参加者が、ワークショップでの経験を業務に活かすことについて高い意欲をいただいていると言える。これらの項目の平均値の変化分が統計的に有意ではないのは、事前調査時においてすでに高い得点であったため事後に増加がほとんど見られなかったためである。

　7.「緊急・復興時において教育は重視されるべきだ」、10.「緊急・復興時の教育援助事業に従事したい」についても同様で、統計的に有意ではないのは、事前調査時の点数が高く、事後での変化が見られないためである。

　結論として、緊急・復興時における教育事業運営に必要な知識や技能を参加者は修得し、自信をつけたと言え、ワークショップの所期の目的は達成されたと判断できる。

ワークショップ前後の参加者の変容　　　（4 点満点）

	事前調査			事後調査			平均値の変化分	t 値(注)
	人数	平均値	標準偏差	人数	平均値	標準偏差		
１．緊急復興時の教育援助自供を立案できる	21	1.62	1.02	21	2.33	0.91	0.71	3.32**
2．緊急・復興時の教育援助についての知識と技能をもっている	22	1.27	0.77	22	2.23	0.75	0.95	6.85**
3．自分の団体は、緊急・復興時の教育援助にもっと取り組むべきである	21	2.76	0.77	21	3.00	1.05	0.24	n.s.
4．この研修の成果を自分の団体に伝えたい	22	3.41	0.80	22	3.55	0.60	0.14	n.s.
5．緊急・復興時の教育援助についての最低基準とその指標について知っている	22	0.73	0.70	22	2.91	0.87	2.18	50000**
6．最低基準を自分の団体に活動に取り入れ、実践したい	21	3.10	1.14	21	3.10	1.22	0.00	n.s.
7．緊急・復興時において教育は重視されるべきだ	22	3.59	0.50	22	3.68	0.48	0.10	n.s.
8．（一般的に）プロジェクト運営に自信がある	22	1.59	1.05	22	2.00	0.98	0.41	1.9
9．緊急・復興時の教育援助事業のモニタリング・評価に自信がある	22	1.18	1.01	22	1.95	1.00	0.77	4.46**
10．緊急・復興時の教育援助事業に従事したい	23	3.00	0.82	22	2.95	0.95	-0.05	n.s.

**:1％未満（両側）で統計的に有意、n.s.：統計的に有意ではない

INEE

Inter-Agency Network for Education in Emergencies

Réseau Inter-Agences pour l'Éducation d'Urgence

La Red Interagencial para Educación en Situaciones de Emergencia

Understanding and Using the INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction

Workbook

May 2006

Acknowledgments

Foreword

The Inter-Agency Network for Education in Emergencies (INEE) is a global, open network of non-governmental organizations (NGOs), UN agencies, donors, practitioners, researchers and individuals from affected populations working together within a humanitarian and development framework to ensure the right to education in emergencies and post-crisis reconstruction. Based on the principles of information sharing, collaboration, and communication, INEE supports the growing number of communities, governments, local and international NGOs, and UN agencies that are working to more effectively provide educational opportunities during times of emergencies and post-conflict situations. As a network, INEE brings organizations and individuals together to share resources and experiences that include good practices, tools and research, and, through advocacy, to ensure that institutions and governments more effectively coordinate and collaborate in the field.

One product of this inter-agency collaboration is the development of the *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* (INEE Minimum Standards) which were launched at INEE's Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery in South Africa in December 2004. The INEE Minimum Standards handbook is designed to give governments and humanitarian workers the tools that they need to address the Education for All and UN Millennium Development Goals. It is the first step toward ensuring that education initiatives in emergency situations lay a solid and sound basis for post-conflict and disaster reconstruction.

Through the process of dissemination, promotion and piloting of the Minimum Standards, users of the standards have reported that the framework provides a common language among staff, agencies, members of affected communities and governments, and thus constitutes a common starting point for action. The standards are being used for capacity-building and training, and to promote education as a priority humanitarian response. Lessons learned from implementation around the world have revealed, however, a need for training materials and training workshops for those working in the fields of education in emergencies, protection and humanitarian response.

As a result the Working Group undertook a process to develop this workshop on "Understanding and Using the Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction." It is the hope of the Working Group that the materials included in this Workbook will be a useful tool to enhance your knowledge, understanding and application of the Minimum Standards in the situations in which you work. More specifically we hope that as a result of the training:

Policymakers will:
- Be familiar with the INEE Minimum Standards – the process and product
- Commit to the use of the INEE Minimum Standards in projects that they support/fund/manage
- Advocate for the implementation of the INEE Minimum Standards

Technicians/implementers will:
- Be familiar with the INEE Minimum Standards – the process and product
- Have an awareness of all the standards
- Understand that the standards are interdependent and mutually reinforcing
- Have an in-depth knowledge of the particular standards and indicators that are most relevant to their current work
- Be able to apply the INEE Minimum Standards to their work
- Commit to the use of the INEE Minimum Standards
- Advocate for the implementation of the INEE Minimum Standards

The complete INEE Minimum Standards training materials package is available for download at www.ineesite.org/standards.

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Table of Contents

Workshop Overview and Suggested Agenda

This workbook is the accompanying document for your training workshop in the Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction. It is your personal property. You should use it to take notes that are important to you and your current situation.

This training workshop has been designed with the same philosophy as permeates the minimum standards themselves. It is participatory and requires you to communicate and work together with your colleagues. It has also been designed to provide a range of situations which, while they may not exactly reflect the situation in which you work, do reflect the most common situations faced by humanitarian workers who work with education in emergencies.

The training covers all the aspects of education in emergencies, chronic crises and early reconstruction and also covers all aspects of the project cycle although these have not been formally identified as many people do not work through the same project cycle.

We trust that this workbook will also act as a manual to assist you while working with the minimum standards and using them to provide more effective education to those children most in need.

We hope you enjoy this opportunity to understand the uses of the minimum standards.

Suggested Agenda for INEE Minimum Standards Trainings

Day 1	
Time	**Sessions**
8:00	Welcome and introductions
8:30	1: Introduction to the INEE Minimum Standards
10:00	Coffee/tea break
10:30	2: Foundations of the Minimum Standards: Rights-based Education
12:00	Lunch
13:00	3: Review of Standards and Indicators
14:40	Coffee/tea break
15:00	4: Working with Communities and Education Authorities
16:30	Review session
17:00	End of Day 1
Day 2	
8:30	5 & 6: Simulation: Emergency in Zamborra Assessing Education Programmes in Emergencies and Chronic Crises
10:40	Coffee/tea break
11:00	5 & 6: Simulation: Emergency in Zamborra, continued Designing Education Programmes in Emergencies and Chronic Crises
12:30	Lunch
13:30	7: Monitoring Education Programmes in Zamborra
14:50	Coffee/tea break
15:10	8: Evaluating Education Programmes in Zamborra
16:40	Review session
17:10	End of Day 2
Day 3	
8:30	9: Disaster Preparedness
10:00	Coffee/tea break
10:20	10: Education Policy and Coordination in Situations of Early Reconstruction
12:00	11: Application and Synthesis of the INEE Minimum Standards
12:30	Lunch
13:30	11: Application and Synthesis of the INEE Minimum Standards, continued
14:40	Coffee/tea break
15:00	12: Conclusion, Certificates and Evaluations
16:30	End of Day 3

Session 1:   Introduction to the INEE Minimum Standards

Session objectives:

At the end of this session you will:
- Understand that the INEE Minimum Standards have been developed as a co-operative exercise by actors in the field of education in emergencies and early reconstruction.
- Understand that acceptance of the minimum standards is a commitment to increased accountability, transparency and quality.
- Be able to describe the meanings of the terms standards, indicators and guidance notes and how they are different.
- Have an awareness of the range of the standards and their associated indicators and guidance notes.
- Understand the link between the legal frameworks that specify the right to education and the minimum standards.

Introduction to the INEE Minimum Standards

Space for your notes:

What are standards, indicators and guidance notes?

Space for your notes:

Reading 1.1: Discussion Paper on Education in Emergencies, INEE and the development of the INEE Minimum Standards

Education in Emergencies

- Wars and natural disasters deny generations the knowledge and opportunities that an education can provide. Education in emergencies, chronic crises and early reconstruction must be seen in a broad context; it is education that protects the well being, fosters learning opportunities, and nurtures the overall development (social, emotional, cognitive, and physical) of people affected by conflicts and disasters.

- Education is a right. This right is articulated in various international humanitarian and human rights instruments, including the Geneva Conventions, which apply in times of war, as well as the Convention on the Rights of the Child, the Universal Declaration of Human Rights and many regional rights instruments.

- Education in emergencies is a necessity that can be both life-sustaining and life-saving, providing physical, psychosocial and cognitive protection. It sustains life by offering structure, stability and hope for the future during a time of crisis, particularly for children and adolescents, and provides essential building blocks for future economic stability. It also helps to heal bad experiences by building skills, and supporting conflict resolution and peace-building. Education in emergencies saves lives by directly protecting against exploitation and harm, and by disseminating key survival messages, such as landmine safety or HIV/AIDS prevention.

- Education is prioritized by communities. Communities often start up some kind of education/school themselves during an emergency. Maintaining this during a crisis can be difficult, however, due to diminished local capacities and fewer resources. Emergencies offer opportunities to improve the quality of and access to education.

- Education response in emergencies is focused on meeting the actual needs of the affected population, as well as on formal schooling. The needs depend on the phases and the situation:
  - The acute/flight/displacement phase: Crucial information/messages, such as mine, health and environment risks etc, and emphasis on psychosocial and recreational elements
  - The chronic or coping phase: organized learning; formal and non-formal, including messages and topics to prepare for return (if displaced), for the future, risk elements and also peace building and human rights education
  - The return, reintegration and rehabilitation phase: facing the future, rebuilding and upgrading the whole school system. Without disregarding the devastation that may have been caused to the education system, this phase should make use of the positive opportunities that may follow in the aftermath of an emergency. These opportunities may involve the development of more equal gender policies and practices and the revision of previously divisive curriculum and teaching practices, and requires that sufficient time is given for curriculum development, training of teachers and the gradual development towards a new defined goal.

- Children and youth have enormous potential, for learning, for cooperation and for contributing to society. This potential can be constructive or destructive; children and youth without meaningful opportunities and positive influences are easily recruited or attracted by alternative and often negative activities. Every society depends on the next generation that is gradually taking over, and no society can afford to lose the constructive potential of its young people; it must be safe-guarded and cared for even in crisis situations. At the same time, in conflict situations, education may become embroiled in problems that spurred the emergency in the first place. The denial of education to certain groups within a society may be used as a weapon, or education may be used to suppress certain languages, traditions, art forms, religious practices and cultural practices. Textbooks can be manipulated for political purposes. Therefore, while education can play a crucial role in the process of reconciliation and reconstruction, care must be taken to address its potentially negative power.

Gaps in the Provision of Quality Education Endangers a Peaceful Future

- There are many gaps in the provision of education in emergencies. These range from a lack of access, quality and response coordination in general to the exclusion of specific groups within the populations, such as girls or adolescents. For instance, with regard to access, it is estimated that over 80 percent of the reported 113 million school-aged children not enrolled in school are living in crisis and post-crisis countries.[1] Another key gap concerns a lack of funding; traditionally, education in emergency situations has been seen, not as a humanitarian priority, but as a long-term development activity.

- The result of these gaps is that education falls through the cracks. Uneducated children and adults are vulnerable to a future of poverty and violence and lack the more complex skills needed to contribute to their society's peaceful reintegration, reconstruction and sustainable development. In particular, without the stability and structure that education provides in emergency situations, children and adolescents are more vulnerable to exploitation and harm, including abduction, child soldiering and sexual and gender-based violence. Educational learning environments (whether formal or non-formal) are one of the most significant social structures in young people's lives. In the midst of loss and change, absence of learning and schooling intensifies the impact of conflict.

The Initiative to Develop Minimum Standards: the INEE Working Group on Minimum Standards and the Sphere Project

- The Inter-Agency Network on Education in Emergencies (INEE) is a global, open network of non-governmental organizations, UN agencies, donors, practitioners, researchers and individuals from affected populations working together within a humanitarian and development framework to ensure the right to education in emergencies and post-crisis reconstruction. INEE membership consists of over 1,100 individuals and organizations. For more information, please visit: www.ineesite.org.

- In recent years, awareness of the need for non-formal and formal education programmes in emergency situations has increased. Two issues in particular have come to the fore: how to ensure a certain level of quality and accountability in emergency education; and how to 'mainstream' education as a priority humanitarian response. In 2002, INEE began looking at the Sphere Project's example of how to accomplish these two objectives. The Sphere Project, launched in 1997 by a group of humanitarian NGOs and the Red Cross and Red Crescent movement, is based on two core beliefs: that all possible steps should be taken to alleviate human suffering arising out of calamity and conflict, and that those affected by disaster have a right to life with dignity and therefore a right to assistance. The Sphere Humanitarian Charter describes the core principles that govern humanitarian action and reasserts the right of populations affected by emergencies to protection and assistance. The minimum standards cover the sectors of water, sanitation and hygiene promotion; food security, nutrition and food aid; shelter, settlement and non-food items; and health services. They are aimed at improving the quality of assistance provided to people affected by disasters and improving the accountability of states and humanitarian agencies. The handbook, comprised of the Humanitarian Charter and Minimum Standards, does not address education services.

- Learning from the example of the Sphere Project, in order to promote education as a key pillar of emergency response as well as develop a tool for effective action to meet the education rights of affected populations, a Working Group on Minimum Standards for Education in Emergencies was constituted in 2003 within INEE to facilitate the development of global minimum standards for education in emergencies. The Working Group was made up of 13 organizations with expertise in education in crisis and early reconstruction situations:
  - □ CARE Canada, CARE USA, Catholic Relief Services, the International Rescue Committee, Norwegian Church Aid, Norwegian Refugee Council and the Norway United Nations Association, Save the Children UK, Save the Children USA, the Foundation for the Refugee Education Trust, UNESCO, UNHCR, UNICEF and World Education/The Consortium.
  - □ A focal point was hired in June 2003 to drive the process forward and sits at the International Rescue Committee.
  - □ Funding for the development and implementation of the Minimum Standards has been provided by the Academy For Educational Development and the Global Learning Portal, BEFARe, the

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[1] *Emily Vargas Baron, The RISE Institute.*

Canadian International Development Agency (CIDA), CARE, Catholic Relief Services, the International Rescue Committee, the International Save the Children Alliance, Save the Children Norway, the Swedish International Development Cooperation Agency (Sida), UNESCO, UNHCR, UNICEF, UN World Food Programme, USAID, US contributions to UNESCO for the Reconstruction of Education Systems in Post-conflict Countries, the World Bank and World Education. In addition, hundreds of organizations have made enormous contributions to the process, through the commitment of staff time, travel and other resources.

- Given the humanitarian community's widespread familiarity with and use of the Sphere Project's minimum standards, INEE adopted the Sphere Project's definitions of minimum standards, indicators and guidance notes:
  - ☐ *Minimum standard: The minimum level of service to be attained in humanitarian* assistance.
  - ☐ Indicator: Signals that show whether a standard has been attained. They provide a way of measuring and communicating the impact, or result of programmes as well as the process, or methods used. They can be qualitative or quantitative.
  - ☐ Guidance notes: These include specific points to consider when applying the standards in different situations, guidance on tackling practical difficulties and advice on priority issues. They may also include critical issues relating to the standards or indicators, or describe dilemmas, controversies or gaps in current knowledge.

- INEE's minimum standards serve as a common starting point -- presenting a common language and framework-- for the international community in providing guidance and tools on how to reach a minimum level of educational quality. They will help to enhance accountability and predictability among humanitarian actors, and thus help to improve coordination among partners, including education authorities. They will be a capacity-building and training tool to enhance the quality of education assistance, and they will also contribute to strengthening the resiliency of education ministries by preparing and equipping them to ensure that the minimum standards are implemented. The minimum standards will serve as a strong and concrete advocacy tool with which to promote education as a priority response to humanitarian organizations, governments, donors and populations affected by crisis. In addition, the establishment of standards that articulate the minimum level of educational service to be attained, along with indicators and guidance notes on how to reach the standards, will give government and humanitarian workers the tools that they need to address the Education for All and UN Millennium Development Goals. Furthermore, the consultative process of developing and implementing standards will strengthen the education and humanitarian community by linking beneficiaries, practitioners, policy-makers and academics through discussions on best practice.

Development of Global Minimum Standards: Building from the Ground
- In 2003, the INEE Working Group began facilitating the development of standards, indicators and guidance notes that articulate a minimum level of educational quality and access in emergencies and the early reconstruction phase. Over 2,250 individuals from more than 50 countries contributed to the development of the minimum standards. The minimum standards were developed, debated and agreed upon through a participatory process of:
  1. On-line consultation inputs via the INEE listserv
  2. Community-level, national, sub-regional and regional consultations
  3. A peer review process

  Information gathered from each step was used to inform the next phase of the process.

- This model reflects lessons learned from the Sphere Project's management process and emphasizes broad, transparent, cost-effective and consultative decision-making. One concrete way in which INEE's Minimum Standards process reflects the lessons learned from the Sphere Project is the inclusiveness of the initiative. While Sphere has been an NGO-led initiative, the Working Group is made up of both UN and NGO organisations. The Working Group made special efforts to ensure that representatives from a variety of levels, including households, schools and communities, local authorities, ministry officials, funding agencies and implementers, were actively involved throughout the consultative process in order to ensure relevance to and buy-in from all education stakeholders.

- *INEE* Listserv / *Online Consultation Process:* INEE's (at the time) 800-plus members also participated in the development of minimum standards through INEE listserv consultations. The questions, including those listed below, generated many responses, which were shared with INEE members over the listserv and also presented to delegates prior to each regional consultation:
  - ☐ What teacher/student ratio should the standards aim for?
  - ☐ Should education programmes address barriers that prevent girls from attending school?
  - ☐ Does school feeding increase school enrolment, especially of girls?
  - ☐ Is a code of conduct necessary for teachers in emergency situations?
  - ☐ How many students should share one textbook?
  - ☐ Should teachers commit themselves to delivering good-quality teaching if they are given little or no financial support?

- *Community-level, national, sub-regional and regional consultations*: INEE members around the world coordinated over 110 local, national and sub-regional consultations in 47 countries to gather input and information from over 1,900 representatives from affected communities, including students, teachers and other education personnel, NGO, government and UN staff, donors and academics. (You can find information on the specifics of these consultations (location, dates, organizations represented) at www.ineesite.org/standards.) The results from these consultations fed into four regional consultations, which were held between January and May 2004, covering Africa, Asia, Latin America, the Middle East and Europe. Delegates at the regional consultations built upon the standards, indicators and guidance notes developed at the national and local consultations, as well as over 100 INEE listserv responses, to develop regional minimum standards. The 137 delegates to these regional consultations included representatives from affected populations, international and local NGOs, governments and UN agencies in 51 countries.

  The Africa Collective Consultation: The Africa Collective Consultation on Minimum Standards for Education in Emergencies was held in Nairobi, Kenya, from 21–23 January 2004. It was hosted by Care Canada and Norwegian Church Aid, and supported by CIDA and SIDA. In advance of this regional meeting, 29 local consultations were held, involving over 525 people from cities, towns and refugee camps in 14 countries in Africa.

  The Asia Collective Consultation: The Asia Collective Consultation was held in Kathmandu, Nepal, from 21–23 April. It was hosted by the International Save the Children Alliance and supported by UNESCO, Save the Children Norway, SIDA and the International Save the Children Alliance. Approximately 650 participants were involved in 44 local and national consultations. These consultations, which produced over 200 standards, were held in 25 different cities, villages and refugee camps in ten different countries.

  The Latin America and Caribbean Collective Consultation: The Latin America and Caribbean Collective Consultation took place in Panama City from 5 to 7 May, hosted by UNICEF and supported by UNICEF and SIDA. In advance of the regional consultation, delegates held 22 national and local consultations, bringing together over 360 people in 12 countries across Latin America and the Caribbean.

  The Middle East, North Africa and Europe Consultation: The Middle East, North Africa and Europe Collective Consultation was held in Amman, Jordan, from 19 to 21 May. It was co-hosted and supported by UNESCO and UNHCR. In preparation for it, delegates held 24 national and local consultations involving over 300 people in eight countries in the Middle East, North Africa and Europe.

- *The Drafting and Peer Review Process:* The final phase of this consultative initiative was the peer review process, which took place during the summer of 2004 and involved over 40 experts. INEE Working Group members and a Peer Facilitator analysed the four sets of regional standards and honed them into one set of global standards. The Peer Facilitator then held a 'virtual consultation' with the peer review experts, a group comprising education, health, humanitarian and protection specialists from NGO and UN agencies and governments, as well as academic and research institutions. During September 2004, the final draft of the minimum standards was posted on the INEE website, and

members were invited to give their feedback. Given the need to maintain the integrity of this highly consultative process, INEE only considered edits that left the essence of the standards, indicators and guidance notes intact. Because the standards are meant to be a living tool, substantive comments are being compiled for future revision.

- The handbook of *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* was launched at INEE's Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery, in Cape Town, South Africa, from 2–4 December 2004. The handbook was well received by delegates and the consultative process in developing the standards was judged to be as significant as the product itself.

Content of the Minimum Standards

- The *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* are founded on the Convention on the Rights of the Child, the Dakar Education for All (2000) framework, the UN Millennium Development Goals (MDG) and the Sphere Project's Humanitarian Charter. They were developed by stakeholders from a variety of levels and have evolved out of emergency and early reconstruction environments around the world. As such, they are designed for use in emergency response, emergency preparedness and in humanitarian advocacy and are applicable in a wide range of situations, including natural disasters and armed conflicts. The standards give guidance and flexibility in responding to needs at the most important level – the community – while providing a harmonised framework to coordinate the educational activities of national governments, other authorities, funding agencies, and national and international agencies. The minimum standards are represented in five categories:

  - *Minimum Standards Common to All Categories:* focuses on the essential areas of community participation and utilization of local resources when applying the standards in this handbook, as well as ensuring that emergency education responses are based on an initial assessment that is followed by an appropriate response and continued monitoring and evaluation.

  - *Access and Learning Environment:* focuses on partnerships to promote access to learning opportunities as well as inter-sectoral linkages with, for example, health, water and sanitation, food aid (nutrition) and shelter, to enhance security and physical, cognitive and psychological well-being.

  - *Teaching and Learning:* focuses on critical elements that promote effective teaching and learning: 1) curriculum, 2) training, 3) instruction, and 4) assessment.

  - *Teachers and other Education Personnel:* focuses on the administration and management of human resources in the field of education, including recruitment and selection, conditions of service, and supervision and support.

  - *Education Policy and Coordination:* focuses on policy formulation and enactment, planning and implementation, and coordination.

- It is important to remember that all the categories are interconnected, and that frequently standards described in one category need to be addressed in conjunction with standards described in others. Where appropriate, guidance notes identify linkages to other relevant standards, indicators or guidance notes. In addition, cross-cutting issues, such as human and children's rights, gender, the right of the population to participate, HIV/AIDS, disability and vulnerability, have been incorporated into the relevant standards rather than being dealt with in a separate section.

- *Timeframe:* The timeframe in which the minimum standards are used depends largely on the context. They are applicable in a wide range of emergency settings, from early response in emergencies to early
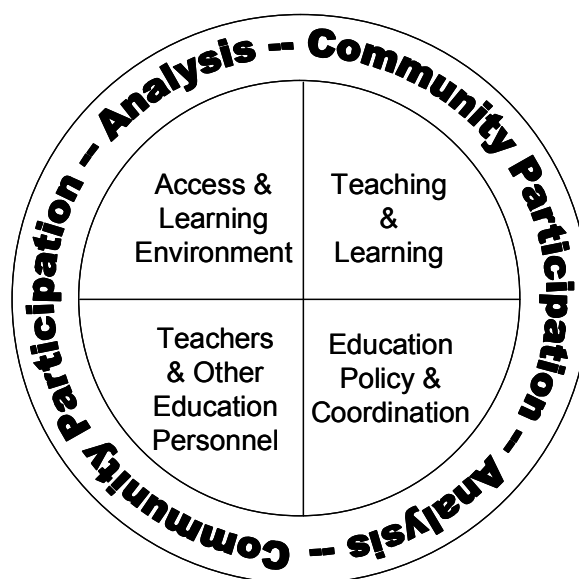
reconstruction stages, and may be used by a diverse audience. Indicators in the handbook are not universally applicable to every situation, nor to every potential user. It may take weeks, months or even years to achieve some of the standards and indicators specified. In some cases the minimum standards and indicators may be achieved without the need for external assistance; in other cases it may be necessary for education authorities and agencies to collaborate to achieve them. When applying these standards and indicators, it is important that all relevant actors agree on a timeframe for implementation and for achieving results.

- *Scope and limitations:* The standards for the different sections do not stand alone; they are interdependent. Inevitably, however, there is a tension between the formulation of universal standards and the ability to apply them in practice. Every context is different. For this reason, the global development process used to formulate the standards ensured the wide and broad-based participation of humanitarian workers, educators, governments, education authorities, civil society actors and affected people from different regional, country and local contexts. In some instances, local factors may make the realisation of the minimum standards and key indicators unattainable. When this is the case, the gap between the standards and indicators listed in the handbook and the ones reached in actual practice must be described, and the reasons for the gap, and what needs to be changed in order to realise the standards, must be explained.

- The INEE Minimum Standards will not solve all of the problems of educational response; however, they do offer a tool for humanitarian agencies, governments and local populations to enhance the effectiveness and quality of their educational assistance, and thus to make a significant difference in the lives of people affected by disaster. The minimum standards handbook is the first step toward ensuring that education initiatives in emergency situations lay a solid and sound basis for post-conflict and disaster reconstruction.

Implementation: Promoting and using the INEE Minimum Standards

- At the launch of the minimum standards at INEE's Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery in South Africa in December 2004, INEE pledged to move forward with the promotion, training, piloting, monitoring and evaluating of the minimum standards in a consultative manner. The INEE Focal Point for the minimum standards process has been working with INEE members and partners in 2005 on the roll out, distribution and promotion of the minimum standards around the world. In order to aid in this process, the Working Group developed a standardized set of talking points, PowerPoint and other promotional materials (all available on the INEE website) for members to utilize in their promotion and advocacy efforts. The handbook is also being translated by INEE into Arabic, Spanish and French, and spontaneous translations are underway, by INEE members, into Bahasa Indonesian, Japanese and Portuguese.

- In Spring 2005, INEE began making an initial assessment of the awareness, use and relevance of the minimum standards by stakeholders to inform promotion, training, piloting, monitoring and evaluation. Evaluation feedback received between in 2005 reveals that the Minimum Standards are being used extensively in over 60 countries, and the Working Group has received dozens of good practice examples of positive use in and relevance for project planning, assessment, design, implementation and monitoring and evaluation of programmes around the world. The following are select examples[2] of the diverse ways in which the Minimum Standards are currently being promoted and used around the world in order to increase quality, access and accountability.

  □ **Assessment, Monitoring, and Evaluation**
    − A key lesson learned from our experiences using minimum standards is that **the participatory needs assessment** guarantees acceptance, participation and ownership of activities and programmes. (CARDI, Indonesia)
    − The standards are being used to **develop quality criteria needed during the monitoring of the improvement of the quality of education** of the schools funded by RET. (RET Pakistan)

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[2]These are quotes received from Minimum Standards users; INEE added the bold emphases.

−**The assessment form has been particularly useful,** and we've used it while conducting needs assessments for emergency education. This led to the creation of a tool that could be used during **needs assessment as programme priorities**. (IRC/CARDI Aceh, Indonesia)

−We are using the minimum standards in our programme by checking our activities against the INEE Minimum Standards **to evaluate and improve them**. (NRC-DR Congo)

−We are using the standards to **help us balance the teacher learner ratio and hold community awareness meetings to encourage full participation of community members**. (IRC Kenya)

−The minimum standards, indicators and guidance notes are useful and provide a **tool for monitoring and evaluating** the achievement of the education project. They provide the project with a **framework to analyze the impact** of the project on the affected population. (IRC Uganda)

−We have adapted **the INEE Minimum Standards for use in monitoring quality and child-friendliness of schools** using the rights-based approach to school and community capacity development for equity in basic education. (UNICEF Zimbabwe)

☐ **Planning and Preparedness**

−I have been using the Minimum Standards as a reference document **to create UNESCO and UN Nepal's Education Emergency Contingency Planning**. (UNESCO Nepal)

−The office is using the Minimum Standards in the **preparation of a curriculum for in service training** of Afghan refugee teachers in Pakistan. (UNESCO Islamabad)

−The tool is excellent and **will be adapted for use for HIV/AIDS, Lifeskills, Orphans and Other Vulnerable Children (OVC) and girl's education programming within the Quality Child-friendly Schools Framework**. (UNICEF Zimbabwe)

☐ **Training**

−CARE Burundi used the INEE Minimum Standards during **a training session in project cycle management and gender**. We went to the community to discuss these indicators with the project participants.   This helps us to involve the community to adjust some indicators and approve them. (CARE Burundi)

−The minimum standards have been used as **training tools to enhance the supervisors' management capacities**. (RET Pakistan)

☐ **Ministry of Education Capacity-Building**

−Our office has been using these standards in planning and policy and project formulation and in particular in all our activities related **to capacity building of the MOE in Iraq**. (UNESCO Iraq Office, Amman)

−In the preparation of the current Sector Review process, where UNESCO provides **its technical assistance to the Ministry of Education and Higher Education (MOEHE),** some selected minimum standards, such as "access and learning environment" and "education policy coordination" have been introduced. (UNESCO Ramallah).

−The INEE Minimum Standards is very useful in our endeavour in **assisting the Indonesian Ministry of National Education in Supporting Community Education and Mainstreaming Teachers** in the Post –Tsunami Recovery Phase in the tsunami-destructed areas of Aceh and North Sumatra.   We use it to guide our counterparts in providing education base.   (UNESCO Jakarta)

- ☐ **Advocacy**
  - −The minimum standards have been **an excellent concrete reference and advocacy tool, which CIDA has been consulting in developing its policies and strategic reviews.** The minimum standards have brought greater attention to the need to address education in situations of emergency within the agency and government-wide. In part, due to our involvement with the standards, the Government of Canada gave education in situations of emergency prominent mention as one of four education priorities in its 2005 International Policy Statement. (Canadian International Development Agency (CIDA*)*
  - −I am using the **standards to raise awareness and advocate** within interagency meetings, in regional forums and during international humanitarian training sessions. (Artistes pour l'Humanite, DR Congo)

- Demand for the INEE Minimum Standards handbook has been high. In the first four months after their launch, the bulk of the first printing of 7,500 copies was sent around the world. In May and June 2005 another 10,000 copies were ordered and distributed. This widespread distribution, promotion and use, highlights a growing interest among humanitarian agencies in education in emergencies that extends beyond the minimum standards themselves. Indeed, the Minimum Standards process has been a vehicle for broadening and deepening the engagement of individuals and agencies, including donors, in this field.

- INEE members have agreed that the development of Minimum Standards is not enough. There is a need to make the commitment to quality, access and accountability in humanitarian practice a reality through dissemination and promotion, continued debate and implementation. Thus, INEE's Working Group on Minimum Standards for Education in Emergencies (Working Group) has been re-constituted to facilitate the implementation of the Minimum Standards from 2005-2007. This Working Group is made up of 14 NGOs, three UN agencies and three government representatives and has members based in Africa, Asia, Latin America, North America and Europe: the Academy for Educational Development, BEFARe, CARE India, CARE USA, AVSI, Catholic Relief Services, Foundation for the Refugee Education Trust, Fundación Dos Mundos, GTZ, the International Rescue Committee, the French Ministry of Education, Norwegian Church Aid, Norwegian Refugee Council, Save the Children USA, UNESCO, UNHCR, UNICEF, USAID, Windle Trust and World Education.

- The overall goal of the Working Group is to utilize the INEE Minimum Standards to improve education quality and access in emergency, chronic crisis and early reconstruction situations, and the accountability of those who provide those services. In order to accomplish this goal, the Working Group will facilitate the promotion, training, piloting, monitoring and evaluation of the Minimum Standards in an integrated manner that allows for a dynamic, consultative and transparent process. The Working Group will widely disseminate and promote the INEE Minimum Standards to key advocacy targets, including donors, education and humanitarian workers, governments, teachers and other education personnel, parents and/or school representatives and academics. Promotional materials, including the translation of the standards into French, Spanish and Arabic, are available on the INEE website at www.ineesite.org/standards. Training materials were developed and piloted in 2005, and a series of several regional training of trainers will take place in 2006. The Working Group will also oversee a research plan to assess the use and evaluate the impact of the INEE Minimum Standards and facilitate their revision.

- INEE encourages all organizations and individuals to be involved in the promotion and implementation of the minimum standards. Please join INEE if you are not a member and/or contact the focal point on minimum standards (allison@theirc.org) if you have ideas about how you and/or your organization can be involved. The handbook of *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* is immediately available on INEE's website to download in pdf or to order copies (http://www.ineesite.org/standards/order_INEE Minimum Standards.asp).

Exercise 1.1. Where are you now?

Exercise instructions:

Review the INEE Minimum Standards categories and standards on the next page. In groups of three, discuss the questions below.

1. Which of the standards has your organisation (or programme) achieved?

2. Which standards are not being met?

3. What are the obstacles to achieving the standards that are not being met?

4. What must be done in order to meet the standards that are not currently being met? How long will it take? (Consider the resources that are available to your organisation as well as agreements or partnerships that could be effectively used to help meet the standards.)

INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction

Common Category: Community Participation	Category: Teaching and Learning
Standard 1: Participation. Emergency-affected community members actively participate in assessing, planning, implementing, monitoring and evaluating the education programme. **Standard 2: Resources.** Local community resources are identified, mobilised and used to implement education programmes and other learning activities.	**Standard 1: Curricula.** Culturally, socially and linguistically relevant curricula are used to provide formal and non-formal education, appropriate to the particular emergency situation. **Standard 2: Training.** Teachers and other education personnel receive periodic, relevant and structured training according to need and circumstances. **Standard 3: Instruction.** Instruction is learner-centred, participatory and inclusive. **Standard 4: Assessment.** Appropriate methods are used to evaluate and validate learning achievements.
Common Category: Analysis	Category: Teachers and Other Education Personnel
Standard 1: Initial assessment. A timely education assessment of the emergency situation is conducted in a holistic and participatory manner. **Standard 2: Response plan.** A framework for an education response is developed, including a clear description of the problem and a documented strategy for action. **Standard 3: Monitoring.** All relevant stakeholders regularly monitor the activities of the education response and the evolving education needs of the affected population. **Standard 4: Evaluation.** There is a systematic and impartial evaluation of the education response in order to improve practice and enhance accountability.	**Standard 1: Recruitment and selection.** A sufficient number of appropriately qualified teachers and other education personnel are recruited through a participatory and transparent process based on selection criteria that reflect diversity and equity. **Standard 2:** Conditions **of work.** Teachers and other education personnel have clearly defined conditions of work, follow a code of conduct and are appropriately compensated. **Standard 3: Supervision and support.** Supervision and support mechanisms are established for teachers and other education personnel, and are used on a regular basis.
Category: Access and Learning Environment	Category: Education Policy and Coordination
Standard 1: Equal access. All individuals have access to quality and relevant education opportunities. **Standard 2: Protection and well-being.** Learning environments are secure, and promote the protection and mental and emotional well-being of learners. **Standard 3: Facilities.** Education facilities are conducive to the physical well-being of learners.	**Standard 1: Policy formulation and enactment.** Education authorities prioritize free access to schooling for all, and enact flexible policies to promote inclusion and education quality, given the emergency context. **Standard 2: Planning and implementation.** Emergency education activities take into account national and international educational policies and standards and the learning needs of affected populations. **Standard 3: Coordination.** There is a transparent coordination mechanism for emergency education activities, including effective information sharing between stakeholders.

The Legal Frameworks behind the Minimum Standards

Space for your notes

Reading 1.2. Legal Instruments that Specify the Right to Education

- *1948 Universal Declaration of Human Rights*, Article 26, "Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit."

- *1949 Fourth Geneva Convention Relative to the Protection of Civilian Persons During Times of War*, Article 24 states that, "The Parties to the conflict shall take the necessary measures to ensure that children under fifteen, who are orphaned or are separated from their families as a result of the war, are not left to their own resources, and that … their education [is] facilitated in all circumstances." In addition, Article 50 states that, "The Occupying Power shall, with the cooperation of the national and local authorities, facilitate the proper working of all institutions devoted to the care and education of children."

- *1951 Convention Relating to the Status of Refugees* (which also applies to the 1967 Protocol Relating to the Status of Refugees), Article 22 states that refugees shall be accorded "the same treatment as … nationals with respect to elementary education" and "treatment as favourable as possible, and, in any event, not less favourable than that accorded to aliens generally in the same circumstances, with respect to education other than elementary education …"

- *1966 International Covenant on Economic, Social and Cultural Rights*, Article 13 states that, "The States Parties to the present Covenant recognize the right of everyone to education … and with a view to achieving the full realization of this right: primary education shall be compulsory and available free to all; secondary education in its different forms, including technical and vocational secondary education, shall be made generally available and accessible to all by every appropriate means, and in particular by the progressive introduction of free education; higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular by the progressive introduction of free education; fundamental education shall be encouraged or intensified as far as possible for those persons who have not received or completed the whole period of their primary education."

- *1989 Convention on the Rights of the Child*
  - ☐ Article 28 "States Parties recognize the right of the child to education and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: (a) make primary education compulsory and available free to all; (b) encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child and take appropriate measures such as the introduction of free education and offering financial assistance in case of need; (c) make higher education accessible to all on the basis of capacity by every appropriate means."

  - ☐ Article 29 "States Parties agree that the education of the child shall be directed to: (a) The development of the child's personality, talents and mental and physical abilities to their fullest potential; (b) The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations; (c) The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own; (d) The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin; (e) The development of respect for the natural environment.

    "No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principle set forth in [the above paragraph] and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State."

- Article 2 "States Parties shall respect and ensure the rights set forth in the present Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status."

- *Article 31* "States Parties recognize the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts. States Parties shall respect and promote the right of the child to participate fully in cultural and artistic life and shall encourage the provision of appropriate and equal opportunities for cultural, artistic, recreational and leisure activity."

- ***Other relevant international agreements***
  - Dakar Education for All Framework which specifies six goals to be met by all countries by 2015:
    1. Expanded and improved access to early childhood care and education
    2. Access to and completion of free and compulsory primary education of good quality
    3. Access to appropriate learning and life skills programs
    4. A fifty percent improvement in the levels of adult literacy and equitable access to basic and continuing education for adults
    5. Elimination of gender disparities in primary and secondary education by 2005 and achievement of gender equality in education by 2015
    6. Improvement in all aspects of the quality of education and achievement of recognized and measurable learning outcomes, especially in literacy, numeracy and essential life skills (UNESCO 2000: 43).

  - The Millennium Development Goals (MDGs) which also include two education-related goals:
    2. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
    3. Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015

Reading 1.3. The Sphere Project Humanitarian Charter[3]

Humanitarian agencies committed to this Charter and to the Minimum Standards will aim to achieve defined levels of service for people affected by calamity or armed conflict, and to promote the observance of fundamental humanitarian principles.

The Humanitarian Charter expresses agencies' commitment to these principles and to achieving the Minimum Standards. This commitment is based on agencies' appreciation of their own ethical obligations, and reflects the rights and duties enshrined in international law in respect of which states and other parties have established obligations.

The Charter is concerned with the most basic requirements for sustaining the lives and dignity of those affected by calamity or conflict. The Minimum Standards which follow aim to quantify these requirements with regard to people's need for water, sanitation, nutrition, food, shelter and health care. Taken together, the Humanitarian Charter and the Minimum Standards contribute to an operational framework for accountability in humanitarian assistance efforts.

1 Principles

We reaffirm our belief in the humanitarian imperative and its primacy. By this we mean the belief that all possible steps should be taken to prevent or alleviate human suffering arising out of conflict or calamity, and that civilians so affected have a right to protection and assistance.

It is on the basis of this belief, reflected in international humanitarian law and based on the principle of humanity, that we offer our services as humanitarian agencies. We will act in accordance with the principles of humanity and impartiality, and with the other principles set out in the *Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations (NGOs) in Disaster Relief* (1994).

The Humanitarian Charter affirms the fundamental importance of the following principles:

1.1 The right to life with dignity

This right is reflected in the legal measures concerning the right to life, to an adequate standard of living and to freedom from cruel, inhuman or degrading treatment or punishment. We understand an individual's right to life to entail the right to have steps taken to preserve life where it is threatened, and a corresponding duty on others to take such steps. Implicit in this is the duty not to withhold or frustrate the provision of life-saving assistance. In addition, international humanitarian law makes specific provision for assistance to civilian populations during conflict, obliging states and other parties to agree to the provision of humanitarian and impartial assistance when the civilian population lacks essential supplies.[4]

1.2 The distinction between combatants and non-combatants

This is the distinction which underpins the 1949 Geneva Conventions and their Additional Protocols of 1977. This fundamental principle has been increasingly eroded, as reflected in the enormously increased

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[3] Excerpted from *The Sphere Project Humanitarian Charter and Minimum Standards in Disaster Response*, 2004 edition.

[4] Articles 3 and 5 of the *Universal Declaration of Human Rights* 1948; Articles 6 and 7 of the *International Covenant on Civil and Political Rights* 1966; common Article 3 of the four *Geneva Conventions* of 1949; Articles 23, 55 and 59 of the *Fourth Geneva Convention*; Articles 69 to 71 of *Additional Protocol I* of 1977; Article 18 of *Additional Protocol II* of 1977 as well as other relevant rules of international humanitarian law; *Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment* 1984; Articles 10, 11 and 12 of the *International Covenant on Economic, Social, and Cultural Rights* 1966; Articles 6, 37 and 24 of the *Convention on the Rights of the Child* 1989; and elsewhere in international law.

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proportion of civilian casualties during the second half of the twentieth century. That internal conflict is often referred to as 'civil war' must not blind us to the need to distinguish between those actively engaged in hostilities, and civilians and others (including the sick, wounded and prisoners) who play no direct part. Non-combatants are protected under international humanitarian law and are entitled to immunity from attack.[5]

1.3 The principle of non-refoulement

This is the principle that no refugee shall be sent (back) to a country in which his or her life or freedom would be threatened on account of race, religion, nationality, membership of a particular social group or political opinion; or where there are substantial grounds for believing that s/he would be in danger of being subjected to torture.[6]

2 Roles and Responsibilities

2.1 We recognise that it is firstly through their own efforts that the basic needs of people affected by calamity or armed conflict are met, and we acknowledge the primary role and responsibility of the state to provide assistance when people's capacity to cope has been exceeded.

2.2 International law recognises that those affected are entitled to protection and assistance. It defines legal obligations on states or warring parties to provide such assistance or to allow it to be provided, as well as to prevent and refrain from behaviour that violates fundamental human rights. These rights and obligations are contained in the body of international human rights law; international humanitarian law and refugee law (see sources listed below).

2.3 As humanitarian agencies, we define our role in relation to these primary roles and responsibilities. Our role in providing humanitarian assistance reflects the reality that those with primary responsibility are not always able or willing to perform this role themselves. This is sometimes a matter of capacity. Sometimes it constitutes a wilful disregard of fundamental legal and ethical obligations, the result of which is much avoidable human suffering.

2.4 The frequent failure of warring parties to respect the humanitarian purpose of interventions has shown that the attempt to provide assistance in situations of conflict may potentially render civilians more vulnerable to attack, or may on occasion bring unintended advantage to one or more of the warring parties. We are committed to minimizing any such adverse effects of our interventions in so far as this is consistent with the obligations outlined above. It is the obligation of warring parties to respect the humanitarian nature of such interventions.

2.5 In relation to the principles set out above and more generally, we recognise and support the protection and assistance mandates of the International Committee of the Red Cross and of the United Nations High Commissioner for Refugees under international law.

3 Minimum Standards

The Minimum Standards which follow are based on agencies' experience of providing humanitarian assistance. Though the achievement of the standards depends on a range of factors, many of which may be beyond our control, we commit ourselves to attempt consistently to achieve them and we expect to be held to account accordingly. We invite other humanitarian actors, including states themselves, to adopt these standards as accepted norms.

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[5] The distinction between combatants and non-combatants is the basic principle underlying international humanitarian law. See in particular common Article 3 of the four *Geneva Conventions of 1949 and Article 48 of Additional Protocol I* of 1977. See also Article 38 of the *Convention on the Rights of the Child* 1989.

[6] Article 33 of the *Convention on the Status of Refugees* 1951; Article 3 of the *Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment* 1984; Article 22 of the *Convention on the Rights of the Child* 1989.

By adhering to the standards set out in chapters 1-5 we commit ourselves to make every effort to ensure that people affected by disasters have access to at least the minimum requirements (water, sanitation, food, nutrition, shelter and health care) to satisfy their basic right to life with dignity. To this end we will continue to advocate that governments and other parties meet their obligations under international human rights law, international humanitarian law and refugee law.

We expect to be held accountable to this commitment and undertake to develop systems for accountability within our respective agencies, consortia and federations. We acknowledge that our fundamental accountability must be to those we seek to assist.

Sources

The following instruments inform this Charter:

Universal Declaration of Human Rights 1948.

International Covenant on Civil and Political Rights 1966.

International Covenant on Economic, Social and Cultural Rights 1966.

International Convention on the Elimination of All Forms of Racial Discrimination 1969.

The four Geneva Conventions of 1949 and their two Additional Protocols of 1977.

Convention relating to the Status of Refugees 1951 and the Protocol relating to the Status of Refugees 1967.

Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 1984.

Convention on the Prevention and Punishment of the Crime of Genocide 1948.

Convention on the Rights of the Child 1989.

Convention on the Elimination of All Forms of Discrimination Against Women 1979.

Convention relating to the Status of Stateless Persons 1960.

Guiding Principles on Internal Displacement 1998.

Reading 1.4. What is child rights programming?[7]

Child Rights Programming (CRP) is a child-focused version of rights-based approaches to development. CRP applies rights-based approaches specifically to work to realise the rights of boys and girls under the age of 18. The reason for having a specific approach like this is that children have their own special needs and vulnerabilities. In other words, children are like adults in some respects but also different from them in other ways. This is why there is a special international convention on the human rights of children and why development organisations working with girls and boys need a rights-based approach that is adapted to the special situation of children.

The key components of CRP all draw upon the general principles of the Convention on the Rights of the Child (CRC), as well as other fundamental human rights principles. One useful way of thinking about CRP is to consider the definition of its three component words:

- *Child* – every boy and girl under the age of eighteen years of age, a period of childhood accorded special consideration in human rights terms (Universal Declaration of Human Rights Art 26b), characterised as a period of evolving capabilities and of vulnerabilities relative to those of adults.
- *Rights* – defined as international human rights applicable to children, set out primarily in the CRC but also to be found in all other human rights conventions.
- *Programming* – management of a set of activities, including analysis, planning, implementation and monitoring, towards a defined goal or objective, involving good development practice.

The combination of these three definitions provides an overall working definition of CRP:

"Child rights programming means using the principles of child rights to plan, implement and monitor programmes with the overall goal of improving the position of children so that all boys and girls can fully enjoy their rights and can live in societies that acknowledge and respect children's rights."

Child Rights Programming brings together a range of ideas, concepts and experiences related to child rights, child development, emergency response and development work within one unifying framework. It is primarily based on the principles and standards of children's human rights but also draws heavily on good practice in many areas of work with children as well as lessons learnt in relief and development.

Key components in CRP

Some of the key components of CRP include:

1. **Focus on children**: a clear focus on children, their rights and their role as social actors.
2. **Holistic view of children**: considering all aspects of a child while making strategic choices and setting priorities.
3. **Accountability**: a strong emphasis on accountability for promoting, protecting and fulfilling children's rights across a range of duty-bearers from the primary duty bearer - the state (e.g. local and central government) to the private sector, the media, child-care professionals, and other individuals with direct contact with children.
4. **Supporting duty bearers**: consideration of the ways in which duty-bearers could be helped to meet their obligations through technical assistance, budget support and other forms of partnership.
5. **Advocacy**: the importance of advocacy, public education and awareness raising as programming tools in order to ensure that duty bearers are held accountable.
6. **Participation**: the promotion of children's effective participation in programming (and beyond), according to children's evolving capacities.
7. **Non-discrimination**: a commitment to the inclusion of the most marginalized children and to challenging discrimination on such grounds as gender, class, ethnicity, (dis)ability, etc.

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[7] The text below is extracted from *Child Rights Programming: How to apply Rights Based Approaches to Programming.* Save the Children Alliance Handbook. (2005 revised 2nd edition)

8. **The best interests of children**: consideration (with children) of the impact on children of all programme choices.
9. **Survival and development**: a focus on both the immediate survival of children as well as a commitment to ensuring the development of their full potential.
10. **Children as part of a community**: an understanding of children's place in their families, communities and societies and the role that their parents and other carers have in defending their rights and guiding children's development.
11. **Root causes and broad issues**: a focus on the underlying causes as well as immediate violations.
12. **Partnerships**: building partnerships and alliances for the promotion, protection and fulfilment of children's rights.
13. **Information, and knowledge**. Facilitating access to and understanding of children's rights for children themselves, their communities and key duty bearers, including government.

Understanding the implications of the general principles of the UN CRC is a key step in beginning to apply the CRP approach. For example, all work carried out within the framework of CRP needs to be based on an assessment of children's best interests and the promotion of their survival and development. Similarly, all decisions about children must always consider their opinions and make efforts to avoid missing out often excluded or marginalized groups.

Reading 1.5. Implications of a child-focus[8]

Understanding the evolving capacities of children

Rights-based approaches to programming are rooted in principles of participation, empowerment and inclusion. These are concepts that have developed in the adult world, and have been adapted by Save the Children in its Child Rights Programming approach. The difference between adults and children in respect of participation is not that adults are capable, and children are not. All children can express views on issues of concern to them. However, the extent to which they can exercise informed judgment and choice will necessarily vary. A child rights based approach to programming will therefore need to take appropriate account of children's evolving capacities when constructing opportunities for participation. Understanding of the evolving capacities of children encompasses two dimensions[9]:

- **recognition of and respect for the competencies which children have to make informed choices and decisions.** Too often adults under-estimate children's capacities, or fail to appreciate the value of their perspectives because they are not expressed in ways which would be employed by adults. Furthermore, age is not necessarily a useful proxy for competence. Other factors – cultural expectations, personal experiences, degree of adult support, social acceptance, the degree of agency experienced by the child and the child's own personality and strengths will all influence their capacities. Research with children consistently highlights the extent to which they have more confidence in their own abilities than have the adults with responsibility for them[10]. Many children also argue a need for less protection than the levels deemed necessary by parents[11].

- **recognition of the right to respect for children's *'unevolved capacities'*.** In other words, childhood is a period of entitlement to additional protections, in view of children's youth and vulnerability. Many of these protections are designed to prevent children being inappropriately exposed to situations likely to cause harm. It can, for example, be as harmful to make excessive or inappropriate expectations of children, as to deny them the right to take part in decisions they are capable of making[12]. However, it is essential to recognise the contribution that children, themselves, can make towards their own protection[13]. It is also worth bearing in mind that the vulnerability of children derives, in some part, not from their lack of capacity, but rather, from their lack of power and status with which to exercise their rights and challenge abuses.

One of the most fundamental challenges posed by the Convention on the Rights of the Child is the need to balance children's rights to adequate and appropriate protection with their right to participate in and take responsibility for the exercise of those decisions and actions they are competent to take for themselves. There is no simple formula for assessing when that competence arises, but following considerations can be brought to bear in making assessments:

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[8] Extract from: "What's the difference? Implications of a child-focus in rights-based programming" - Discussion Paper - March 2005, written by Gerison Lansdown for Save the Children UK

[9] For a more detailed discussion on the evolving capacities of the child, see Lansdown G, The evolving capacities of the child, UNICEF/Radda Barnen, Florence, 2005

[10] See for example, Children and young people's voices on their perceptions of the implementation of the Convention on the Rights of the Child, UNICEF, Dhaka, 2003; and Mayall B, Negotiating childhoods, ESRC Children 5-16 Research Briefing, 2000

[11] See, for example, Alderson, P., 'Life and death: Agency and dependency in young children's health care', in *New Zealand Childrenz issues*, 2001, Vol. 5, No. 1, pp. 23-27; Punch, S., 'Negotiating autonomy: childhoods in rural Bolivia', in *Conceptualising child-adult relations*, Alanen, L. and B. Mayall (eds.), RoutledgeFalmer, London, 2001; and Marshall, K., *Children's Rights in the Balance - The Participation-Protection Debate*, The Stationery Office, Edinburgh, 1997.

[12] See, for example, Harper, C. and R. Marcus, *Child poverty in sub-Saharan Africa*, Save the Children, London, 2000; and Ghana National Commission on Children, *Ghana's children: Country report*, Ghana National Commission on Children, Accra, 1997

[13] Lansdown G, The evolving capacities of the child, UNICEF/Radda Barnen, Florence, 2005

- Much research that testifies to the failure of many adult-designed strategies for protecting children that deny children opportunities to contribute towards their own welfare[14].
- There is growing evidence that children are capable of exercising agency and utilizing their own resources and strengths in developing strategies for their protection. Furthermore, active recognition of and support for children's engagement enhances their developmental capacities.
- Over-protection can serve to increase vulnerability by failing to equip children with the information and experience they need to make informed choices in their lives.
- Protective approaches that make children dependent on adult support leave children without resources when those adult protections are withdrawn.[15]
- The scale of many national crises is undermining traditional family and community networks that served to protect children's well-being and development. In these environments, there is an acute need to harness children's own potential strengths in order to maximise their opportunities for survival and development.

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[14] Boyden, J. and G. Mann, 'Children's risk, resilience and coping in extreme situation', *Background paper to the consultation on Children in Adversity*, Refugee Studies Centre, Oxford, 9-12 September 2000.

[15] Myers, W. and J. Boyden*, Strengthening children in situations of adversity*, Refugee Studies Centre, Oxford, 2001.

Session 2:   Foundations of the INEE Minimum Standards: Rights-based Education

Session objectives:

At the end of this session you will be able to:
- Describe the link between values and rights and how these are reflected in all aspects of the minimum standards.
- Use the minimum standards to develop educational responses that reflect a rights-based approach.

Exercise 2.1: Brainstorm on Rights and Values

In your group, brainstorm about the values that are particularly important in the society in which you work and write your ideas on a flipchart.

Space for your notes:

Link between rights and values

Space for your notes

Exercise 2.2: Foundations of INEE Minimum Standards: A Rights Based Approach

Read the scenario assigned to your group. Then, in your groups, discuss the scenario and answer the questions. One group member should be designated to write the proposed solutions and the standards and indicators you could use to implement these solutions on flipchart paper.

Scenario A: Involving Parents

In many countries, Parent Teacher Associations (PTAs) are often considered to be ineffective. Very often parents are not interested in being members of the PTA as they see it as a situation where the teachers and principal use their authority over the parents to get them to do extra work. Parents have no say in running the school or in the philosophy of the school and are not usually asked their opinion on educational issues. As a result, PTAs generally consist of less than 5% of the parenting community.

Choose one of the following three problems to use for you analysis. Write the problem on your flipchart.

Possible problems

1. Parents think that the school is responsible for educating their children.

2. School system does not respond to what parents say.

3. Parents feel unwelcome in the classroom. Children are punished for things that their parents do; for example, if children are late to school because they must do chores at home, they are punished for being late.

Possible solutions (using a rights-based approach) to the problem selected	*Standards and indicators you could use to implement these solutions*

Scenario B: Including Ex-Child Soldiers

Because of the conflict, there are a large number of out-of-age children (mostly boys) in primary school. Although there are special programmes for accelerated learning, they are too few and they operate only in certain areas.   So the out-of-age students attend regular classes.   Some of these are ex-child soldiers who are traumatized and brutalized.   In an effort not to discriminate, these students are brought into the school. But the presence of so many 'young men' means that families are keeping girls, and even some boys of the correct age group, away from school because the school environment is considered unsafe.

Choose one of the following three problems to use for you analysis. Write the problem on your flipchart.

Possible problems

1. Distrust of ex-child soldiers.

2. Educational policies do not meet needs of ex-child soldiers.

3. Teachers cannot meet the needs of all the different groups of children.

Possible solutions (using a rights-based approach) to the problem selected	*Standards and indicators you could use to implement these solutions*

Scenario C: Classroom Management

In many countries, teachers use corporal punishment as a classroom management technique. This includes not only caning, but all sorts of physical punishments, many of which are, in fact, child abuse. A rights-based approach, which respects the dignity of both teachers and learners, cannot work if corporal punishment is used. Banning corporal punishment is frequently not considered practical because many people in the community are used to the system (and went through it themselves) and also because the teachers have very few alternatives.

Choose one of the following three problems to use for you analysis. Write the problem on your flipchart.

Possible problems

1. Societal attitude that corporal punishment in school is acceptable.

2. Lack of enforcement of policy.

3. Teachers are not properly trained in alternative classroom management techniques and do not understand that corporal punishment is ineffective.

Possible solutions (using a rights-based approach) to the problem selected	*Standards and indicators you could use to implement these solutions*

Scenario D: Using Educational Data

Collecting data on enrolment and attendance is very difficult in many post-conflict countries because of the

conflict and breakdown of the education infrastructure. Many school administrators, who cannot collect accurate data, fill in the forms with 'approximate' figures. As a result, much of the data collected cannot be analysed effectively and are therefore a waste of time to collect. As you answer the questions below, think about the values that are inherent in the collection and analysis of data and the values that could be transmitted through appropriate responses to the data collected.

Choose one of the following three problems to use for you analysis. Write the problem on your flipchart.

Possible problems

1. Schooling is not valued for all segments of the population.

2. School administrators do not have the time/resources to analyse educational data.

3. Teachers do not know why they are being asked for information and so do not value accurate data collection.

Possible solutions (using a rights-based approach) to the problem selected	*Standards and indicators you could use to implement these solutions*

Session 3:   Review of Standards and Indicators

Session objectives:

At the end of this session you will:
- Be more familiar with the standards and indicators available.
- Be able to identify links between the five INEE Minimum Standards categories.
- Be able to make links between the education sector and other relevant sectors (e.g. health, water and sanitation, site planning) when planning a response.

Exercise 3.1: Review of Standards and Indicators by Category

For your assigned category, review each standard and its accompanying set of indicators. Then suggest a specific strategy or activity for achieving more than one of the indicators for the standard. Do this for each standard in your assigned category.

Each member of the group should complete the table for your assigned category as you will need your completed table for an exercise later in the session.

Note that the table in the workbook lists only abbreviated versions of the indicators. Therefore, you should make sure to read the full indicators and guidance notes as you complete the table. The guidance notes may be especially helpful, if you are having trouble interpreting any of the indicators.

As you develop your strategies or activities, you should also consider whether the support of other sectors (such as water and sanitation, health or site management, for example) will be necessary. When such support is required, list it in Column D of the table.

Group 1: Access and learning environment

A *Standard*	B *Abbreviated indicators*	C *Strategies/activities for achieving the indicators to meet the standard*	D *Links to other sectors (e.g. site planning, health, etc.)*	E *Links to/impacts on other INEE Minimum Standards categories*
Standard 1: Equal access	1. No denial of access 2. Lack of documents not a barrier to enrolment 3. A range of formal and non-formal opportunities is provided 4. Community involved in ensuring rights of all to education 5. Sufficient resources are available to ensure continuity and quality 6. Learners have opportunity to (re-) enter formal system as soon as possible 7. Education programme is recognised by authorities			
Standard 2: Protection and well-being	1. Schools located in close proximity 2. Access routes are safe and secure 3. Learning environment free from dangers 4. Training in place to promote safety, security and protection 5. Skills for psychosocial support are provided to teachers and other personnel 6. Community is involved in ensuring learners are safe and secure 7. Nutrition and short-term hunger needs of learners are addressed			
Standard 3: Facilities	1. Learning structure and site are accessible to all 2. Learning environment is clearly marked 3. Physical structure for learning site is appropriate 4. Class space and seating arrangements promote learner-centred approaches 5. Communities participate in construction and maintenance 6. Basic health and hygiene are promoted 7. Adequate sanitation facilities are provided 8. Adequate quantities of water are available			

Group 2: Teaching and learning

A *Standard*	B *Abbreviated indicators*	C *Strategies/activities for achieving the indicators to meet the standard*	D *Links to other sectors (e.g. site planning, health, etc.)*	E *Links to/impacts on other INEE Minimum Standards categories*
Standard 1: Curricula	1. Curricula reviewed for appropriateness 2. Stakeholders meaningfully participate in curriculum development/adaptation 3. Curricula address a range of formal and non-formal opportunities 4. Curricula address psychosocial needs of teachers and learners 5. Learning is provided in language(s) of learners and teachers 6. Curricula and methods of instruction respond to current needs of learners 7. Curricula and instructional materials are gender-sensitive 8. Sufficient teaching and learning materials			
Standard 2: Training	1. Training corresponds to prioritised needs 2. Training is recognised and approved by relevant education authorities 3. Qualified trainers conduct training 4. Training and follow-up promote participatory methods 5. Training content is regularly assessed 6. Training provides leadership skills for teachers			
Standard 3: Instruction	1. Learners are actively engaged 2. Participatory methods are used 3. Teachers demonstrate understanding of lesson content and skills acquired through training 4. Instruction addresses the needs of all learners 5. Parents and community leaders accept learning content and teaching methods			
Standard 4: Assessment	1. Continuous assessment and evaluation methods are in place 2. Learner achievement is recognized 3. Assessment and evaluation methods are fair			

Group 3: Teachers and other education personnel

A *Standard*	B *Abbreviated indicators*	C *Strategies/activities for achieving the indicators to meet the standard*	D *Links to other sectors (e.g. site planning, health, etc.)*	E *Links to/impacts on other INEE Minimum Standards categories*
Standard 1: Recruitment and selection	1. Clear and appropriate job descriptions are developed 2. Clear guidelines exist for recruitment 3. Selection committee selects teachers 4. Sufficient number of teachers is recruited			
Standard 2: Conditions of work	1. Compensation and conditions of work are specified in a contract 2. Coordinated effort to develop and use fair and sustainable remuneration scales 3. Code of conduct is developed in participatory manner 4. Code of conduct is signed and followed			
Standard 3: Support and supervision	1. Regular supervisory mechanisms are in place 2. Staff performance appraisals are conducted 3. Psychosocial support and counselling provided to teachers			

Group 4: Education policy and coordination

A *Standard*	B *Abbreviated indicators*	C *Strategies/activities for achieving the indicators to meet the standard*	D *Links to other sectors (e.g. site planning, health, etc.)*	E *Links to/impacts on other INEE Minimum Standards categories*
Standard 1: Policy formulation and enactment	1. Education laws/policies uphold right to education 2. Laws, regulations and policies protect against discrimination 3. Education not denied due to learner's limited resources 4. Schools for refugees not prevented from using curricula from the country or area of origin 5. Establishment of emergency education facilities by non-government actors is permitted 6. Laws, regulations & policies are disseminated 7. EMIS developed for analysing educational needs 8. National education policies are supported with legal and budgetary frameworks			
Standard 2: Planning and implemen-tation	1. Legal frameworks and policies reflected in education programmes of relief and development agencies 2. Emergency programmes are consistent with longer-term development of the education sector 3. Education authorities and others develop national and local education plans for emergencies 4. All stakeholders work on education response plan 5. Resources are made available for effective planning, implementation and monitoring 6. Planning/implementation of educational activities are integrated with other sectors			
Standard 3: Coordina-tion	1. Education authorities establish an inter-agency coordination committee 2. Inter-agency committee provides guidance and coordination of education activities 3. Coordinated financing structures support activities of education stakeholders 4. All education actors commit to working within coordination framework 5. Affected communities participate in decision-making 6. A transparent and active mechanism exists for sharing information			

Exercise 3.2: Identifying links among the INEE Minimum Standards categories

Instructions:
In your groups, do the following in order to identify links among the INEE Minimum Standards categories.

1. The person who was originally in Group 1 (Access and Learning Environment) should describe one of their group's strategies and the indicators to which it is responding.
2. Then the representatives of Groups 2, 3 and 4 should state how this strategy affects their category. This should take no more than 5 minutes for each category.
3. Write the identified links or impacts in column E of the above table.
4. Repeat this procedure with the each of the other categories (Groups 2, 3 and 4).
5. Your group should be prepared to share one example of how a strategy or activity suggested for one category has an impact on one or more of the other categories.

Session 4:   Working with Communities and Education Authorities

Session objectives:

At the end of this session you will:
- Have a better understanding of communication strategies for effective participation and coordination.
- Understand the complexity of issues involved in participation and coordination and be able to utilise the relevant standards, indicators and guidance notes to achieve better results.
- Be able to utilise the relevant standards, indicators and guidance notes to achieve better results.

Exercise 4.1: Role plays

Individual Instructions

- You will take part in either the community meeting or the meeting with the education authorities.
- Read the scenario for your assigned meeting.
- In addition, read the separate role guide that you will be given by the session facilitator. The role guide describes a particular point of view but you should also build on the guide according to their own experiences. During the meeting, you should argue the case of the role you are playing.
- *Do not* share your handout with anybody else but introduce yourself saying who you are.
- You have five minutes to review and develop your role and read the scenario for your meeting. Then you should meet with your assigned group to spend five minutes together preparing for your meeting (e.g. deciding how to organise yourselves, etc.)

Instructions for the meeting

- If you are not taking part in the meeting, your job will be to pay close attention to the meeting and to how well the meeting participants' worked together and listened to the various points of view and issues raised.
- You will be expected to comment on the meeting after it is finished.

Scenario 1: Meeting with the education authorities

The education programme in the camp has been in operation for three years. The UN agencies and the NGO in charge of education programmes have requested a meeting with the national education authorities to discuss how effective the refugee education programme is and how better co-ordination can be developed. It has not been easy to discuss the education situation with the education ministry as they claim that the UN and the NGOs have taken charge. In addition, the national authorities do not have the resources to be able to help with refugee education. While the international human rights instruments and declarations are being upheld superficially, there are still many problems that need to be worked through. There are some children from minority language groups who are effectively excluded from school and there is growing resentment about the refugees from the local community.

Scenario 2: Community meeting

The UN agencies and the NGO in charge of education programmes have called this community meeting to see how effective the education programmes are and to listen to the views of the community. The education programme has been in operation for three years but there is no secondary education available. The records show that the primary school gross enrolment ratio (GER) is 80%. Because there are a large number of out-of-age youth in primary schools this means that the net enrolment ratio (NER), those children who are the correct age-for-grade, is much less. There are no exact figures, but it would seem that the NER is closer to 50%. Attendance is generally good although there is a dip in attendance just prior to the examination period. School attendance is worse on food distribution days. There is still a high drop out rate for girls at grades 4 and 5 but it is understood that with early marriage and domestic chores this is very difficult to counteract.

Individual reflection questions

Think about the role play you observed and answer the following two questions.

1. Look at the standards, indicators and guidance notes for Community Participation and Education Policy and Coordination. Which ones are relevant for this type of meeting?

2. How would you use these standards, indicators and guidance notes to make this type of meeting more effective?

Sessions 5 & 6:   Simulation: Emergency in Zamborra

Session objectives:

At the end of this session you will:
- Understand the need for thorough assessment and analysis of the assessment findings to develop appropriate and effective education programmes.
- Understand that using the standards and indicators will prevent or minimise problems in the future.
- Be able to analyse the situation so as to be able to formulate an effective response strategy.

Exercise 5.1: Assessing the educational needs of the Arcazian refugees in Zamborra

For the next session, you will take part in an assessment exercise. Read the background note below and the individual role guide that your session facilitator will give you.   After the simulation, there will be a plenary session where key assessment findings will be shared. Be prepared!

Background Note: Educational Response for the Arcazian refugees in Zamborra

There is yet another cycle of conflict in the civil war in Arcazia, where the civilian population is being targeted (as opposed to just fighting between a militia and the government troops). Two hundred thousand refugees from Arcazia have fled to the neighbouring country of Zamborra. Zamborra is a poor but relatively stable country, although the Government fears that the neighbouring instability will affect the Zamborran society.   The Government has bowed to international pressure and agreed to accept the refugees but it wants them kept in refugee camps and away from the major cities.

Refugee camps are in the process of being established less than 200 km from the border and 1,000 km from the capital of Zamborraville.   It is a remote and rugged area with few roads, little infrastructure and an extremely poor local population.   The local population consists of half a dozen villages scattered along the border area with a total population of 15,000.

The Arcazian refugees are predominantly from one ethnic group.   The refugees speak a common tribal language but it is not a recognised national language either in Arcazia or Zamborra.   Unfortunately, the national language (language of instruction in schools) is different in Arcazia and Zamborra.

Like most refugee situations, 70% of the refugees are women and children, with the majority of the population under age 25.   From the registration records it seems that 33% of the population is between the ages of 5 - 17.   According to early reports, there are thousands of separated children and family tracing has yet to begin.

The majority of the refugees (65%) are illiterate, coming from rural and very traditional backgrounds. These families place priority on boys' education; girls do not generally attend school beyond grade 3 and early marriage is the norm.   About 20% of the refugees are partially literate having completed a few years of primary school; however, there is a group of highly educated urban refugees (about 15%).   Many of these are university graduates and have fled because of direct political persecution.

The war is on-going and it is not known how long the refugees will stay but most agencies believe that they will be there for at least a year.

Space for your notes

Exercise 6.1: Planning /designing the education programme in Zamborra

Instructions: Based on the results of your assessment and analysis, your group should develop a draft Education Plan for the Arcazian refugees in Zamborra. Your plan must address the following questions:

1. What educational activities/programmes are you recommending and why?

2. Which standards and indicators do these programmes/activities address and how do they incorporate cross-cutting issues such as gender, HIV/AIDS, people with disabilities?

3. What other information do you need in order to design your education programme or plan your response strategies?

4. For any activity/programme that you are recommending that was not explicitly identified as a priority by the community, what steps will you take in order to implement it?

5. What steps will you take to make sure that your plan "progressively responds to the educational needs" of the Arcazian refugees?

Write the *key points* of your plan on flipchart paper.

Presentation of the education plans

Space for your notes

Session 7: Monitoring Education Programmes in Emergencies and Chronic Crises

Session objectives:

At the end of this session you will:
- Understand and be able to apply the most relevant standards and indicators according to a particular context.
- Understand the need for multiple indicators and standards in the context of implementing a project.
- Understand how the indicators can be meaningfully applied to monitoring activities.
- Be able to demonstrate how working towards the minimum standards will create a more effective programme.

Exercise 7.1: Developing a monitoring plan

For this exercise, you have been asked to help develop a monitoring plan for Education Plan for the Arcazian refugees in Zamborra that you designed in the previous exercise. Prioritize one of the indicators that you identified in the previous exercise. Then work as a group to develop monitoring activities for your chosen priority indicator. The monitoring plan must have a realistic timeline and demonstrate clearly how monitoring will take place. Use the table below to help you develop your monitoring activities.

Priority Indicator (and associated standard): _____

Monitoring plan format

Monitoring activities **	Time period	Assumptions made*	Potential Risks	Key stakeholders, including non-education stakeholders**

*So that monitoring can take place
**That may have to be involved (for example, water and sanitation engineers, police)

Session objectives:

At the end of this session you will:
- Be able to use the minimum standards to evaluate education programmes in a holistic manner.
- Understand that using the INEE Minimum Standards will help to prevent or minimise problems in the future.
- Be aware that without comprehensive application of the standards and indicators policy decisions can be destructive, or at least much less effective, than planned.
- Understand that with periodic evaluation, programmes can be more relevant and appropriate even though they may have been in place for some time.

Exercise 8.1: Evaluating education programmes in Zamborra

The education programme in Zamborra has been going on for three years now. Therefore, during this exercise you will be evaluating some elements of the education programme that have been put into place.

Read the scenario that is assigned to your group and answer the questions that follow to generate your evaluation findings. Write these on a flipchart. Your group must also nominate a spokesperson who will give a brief 5-minute summary of your group's evaluation findings to the major donor who will be arriving in 30 minutes.

Evaluation group 1: Girls' Access to Education

The refugees have been in Zamborra for three years now. The education partners have invested considerable resources and effort in enrolling students in school (particularly girls); last year the gross enrolment rate for girls reached 75%. The NGOs have held a series of awareness discussions with parents in the communities to advocate for girls' enrolment and attendance. Traditionally, it has not been culturally acceptable for girls to be educated but, in spite of some resistance, according to the education statistics there has been an increase in enrolment of girls and even more impressive, more girls than ever before are enrolled in grade 4, the traditional drop-out grade.

Special homework clubs have been created for middle and upper primary girls to allow them the opportunity to study at school, as their study time at home is generally limited because of their chores. During the last vacation period of the school year, special girls-only intensive classes for upper primary girls were also established to help the girls prepare for their exams.

Teachers have been sensitised on gender based discrimination and the government ministries have waived any school fees for girls. In areas where girls have been particularly discriminated against historically, there are all-girl classes. The girls appear to be doing well (especially after the vacation classes) and more than fifty girls are preparing to sit the national examination at the end of primary school (an increase from ten girls just a year ago).

While the girls in upper primary are doing well, unfortunately other parts of the education programme and the community are not doing so well. There has been an increase in the drop out rate of older boys and worse, the enrolment rate of boys and younger girls is declining. There has also been a surprising upsurge in the level of harassment of girls – both in school and in the community as opposed to the more usual profile of women being harassed. As a result, parents are increasingly voicing their concerns about their daughters being unsafe when going to and from school. The number of teachers is also decreasing, although only slightly more than in previous years. This seems odd as the teachers cannot readily get other work. Within the community, the religious leaders are becoming increasingly vocal, claiming that the girls are becoming "too proud" and not behaving in a manner that befits women of their religion.

Questions Girls' Access to Education

1. Do you have any concerns related to the education programme for the Arcazian refugees? If so, what are they?

2. What are your evaluation findings with regard to the girls' education initiative in Zamborra?

3. Which standards and indicators are the most relevant with regard to evaluating the situation and addressing these concerns?

4. What, if any, adjustments should be made to the education programme in order to address these concerns in order to make progress toward the minimum standards?

Evaluation group 2: Education for Youth

Because of a shortfall of funding, there is very little emphasis on secondary education. Secondary schooling exists but is extremely poorly resourced. In many ways this is not such a problem because most of the youth who would normally be in secondary school are only in mid-primary school.

In an attempt to minimise the number of out-of-age youth in primary classes (with the attendant potential for emotional and psycho-social harm) special intensive classes have been created for them. These classes have been successful and, as demand for the programme has been increasing, it appears that there are many more out-of-age youth than was first anticipated. Many of the students are doing well and will soon be ready for secondary education, which will put increased pressure on the very weak secondary system. The NGO supporting education has been lobbying hard to increase the proportion of funding spent on secondary education but so far has not been able to secure any additional funding.

Many of the students that are now enrolling in the programme are smaller in stature than the initial group and are less socially mature. Their rate of learning is also slowing down. To rectify this trend, there has been increased attention paid to the teachers and the teaching methodologies that are used.

A number of adolescents who are enrolled in primary school are dropping out. There does not seem to be any discernable reason why this is happening. The students who dropped out seemed to have been doing as well as the others. Anecdotal feedback from teachers and community members who have talked to these students indicates that they were just not interested in the work. It does not seem as though they are unwilling to learn, however, as many are now attending various community based learning programmes, such as short courses on environmental awareness, peace education groups etc. Remarkably, they do not leave these special classes in order to work.

There are a few NGOs who have been implementing vocational training in the camp. The courses offered include tie-dyeing, masonry, carpentry, and agriculture. The courses are generally full but enrolment is limited to approximately 100 students in total.

Discussion Questions: Education for Youth

1. Do you have any concerns related to the education programme for the Arcazian refugees? If so, what are they?

2. What are your evaluation findings with regard to the educational initiatives for youth in Zamborra?

3. Which standards and indicators are the most relevant with regard to evaluating the situation and addressing these concerns?

4. What, if any, adjustments should be made to the education programme in order to address these concerns in order to make progress toward the minimum standards?

Evaluation group 3: Teachers

There were very few trained teachers in the population that fled from Arcazia.   Teachers were recruited from the community and initially undertook a five-day training programme.   There has been considerable international pressure to have gender equity among teachers. Therefore, people (particularly women) who had not completed primary school have been recruited as teachers. This has meant that the teacher training programme has concentrated on content areas.

The NGO in charge of education has liaised with the home country government to obtain a limited number of textbooks.   Students are required to share these and cannot take them for home study as they are required for multiple classes.   Because the language of instruction is an international one, many of the teachers have difficulty teaching in it and few of the students understand it well enough to learn.

The UN and the NGO in charge of education have stated that an interactive, participatory methodology should be used and that corporal punishment should not be used.   The schools are overcrowded and the classrooms are cramped (sometimes there are as many as 100 children in a classroom) so that it is not possible to teach in a participatory way. The teachers often spend most of their time maintaining discipline. While caning of students has been banned, other forms of corporal punishment are freely used, including farming teachers' land and kneeling in the school yard on stones with arms outstretched.   Many people in the community claim that they send their children to school for them to be disciplined. They are not happy with the corporal punishment ban.

The community has not traditionally been involved in schools and the teachers do not know how to cope with community members who feel that they know what is best for the students.   Recently there have been a number of confrontations between teachers and parents.

Teachers' incentives are low, so many move on to more appealing jobs once they have been trained and have gained some experience. Because of the high turnover rate, the NGO responsible for teacher training have reduced training to a one-day orientation course.

Teachers develop their own tests and assess students on a regular basis (that is, weekly, monthly and at the end of each term).   As a result, teachers 'teach to the test' to ensure that students achieve in their tests.   The more formal end-of-year tests are standardised across all the schools and developed by the NGOs together with education authorities.   The success rate in these tests is very low in comparison with the in-school tests.   A very small number of students sat the national examination, which was very difficult to organise; the pass rate was 24%.

Discussion Questions: Teachers

1. Do you have any concerns related to the education programme for the Arcazian refugees? If so, what are they?

2. What are your evaluation findings with regard to the initiatives related to the refugee teachers in Zamborra?

3. Which standards and indicators are the most relevant with regard to evaluating the situation and addressing these concerns?

4. What, if any, adjustments should be made to the education programme in order to address these concerns in order to make progress toward the minimum standards?

Session objectives

At the end of this session you will:
- Understand commonly used disaster management terminology.
- Be able to explain what is meant by disaster preparedness.
- Be able to identify disaster preparedness measures that can be taken to reduce the vulnerability of the education sector to possible disasters.
- Understand how the INEE Minimum Standards can be used to prepare better for disasters.

Key Disaster Preparedness Concepts

Space for your notes

Reading 9.1: Sphere Project Disaster Preparedness Background Note[16]

What is a disaster?

There are many different definitions of disaster used by practitioners worldwide. Examples include the following.

UNDMTP   (United Nations Disaster Management Training Programme)
"A disaster is a serious disruption of the functioning of a society, causing widespread human, material, or environmental losses which exceed the ability of affected society to cope using only its own resources. Disasters are often classified according to their speed of onset (sudden or slow), or according to their cause (natural or human-made)."

International Federation of Red Cross and Red Crescent Societies
"Disasters are the combination of a number of factors: vulnerability, capacities, hazards, risks. Most commonly agreed definitions of disasters contemplate the element of capacity to cope with the situation. For example: life threatening situations which put people at risk of death or severe deterioration in their health status or living conditions, and which have the potential to out-strip the normal coping capacity of the individual, family, community and state support systems."

International Agreed Glossary of Basic Terms Related to Disaster Management (1992), IDNDR
"Event, which overwhelms local capacity, necessitating a request to national or international level for external assistance *(definition considered in EM-DAT)*; An unforeseen and often sudden event that causes great damage, destruction and human suffering. Though often caused by nature, disasters can have human origins. Wars and civil disturbances that destroy homelands and displace people are included among the causes of disasters. Other causes can be: building collapse, blizzard, drought, epidemic, earthquake, explosion, fire, flood, hazardous material or transportation incident (such as a chemical spill), hurricane, nuclear incident, tornado, or volcano."

SNPMAD Nicaragua (National System for Prevention, Mitigation and Management of Disasters)
"A disaster exists when a family, a community or a society can not resist and/or cope with the damages, loss or alterations to their living conditions. Caused by a hazardous event of natural or anthropomorphic origin."

OFDA (Office of Foreign Disaster Assistance, US Government)
"Alteration in people, material resources or environment, caused by natural phenomena or by human activity, that exceeds the local response capacity of the affected community."

What makes a disaster?

Disasters are the combination of a number of factors: vulnerability, capacities, hazards, risks. Most commonly agreed definitions of disasters include:
- at least one of these factors
- capacity to cope with the situation
- vulnerability.

UNDP highlights that the poor and vulnerable are hit hardest by disasters, experiencing most of the resulting loss.

Complex emergencies

When a number of hazards, natural and/or technological, are combined with social, economic and political factors, complex situations may emerge. Usually complex emergencies present humanitarian workers with the challenges of:

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[16] This reading is excerpted from the Sphere Project training resources.

- forced migration
- violent conflict
- high levels of vulnerability
- low levels of local coping capacities.

The situation may also be made worse by humanitarians finding it difficult to reach affected populations.

Basic concepts
What is a hazard?

A hazard:

is an event, or phenomenon, with the potential to adversely affect human life, property and activity to the extent that it can cause a disaster.
- can be predominantly natural or human induced
- may cause physical damage, economic losses, or threaten human life and well-being, directly or indirectly

Human-made hazards are conditions that derive from technological processes, human interaction with the environment, or relationships within and between communities. Examples include:
- hazardous material spill
- radioactive accident
- war
- contamination of the environment

Natural hazards, are those that are predominantly caused by biological, geological, seismic, hydrologic, or meteorological conditions or processes. Examples include:
- earthquakes
- mud-slides
- floods
- volcanic eruptions
- drought

The hazard is not the disaster. For example we can have a drought without it being a disaster. Furthermore, it is becoming more and more difficult to label a hazard as purely "natural". For example, deforestation and the "greenhouse effect" may be accelerating changes in weather patterns that will eventually manifest as hazards of "natural" origin.

What is human vulnerability?

Human vulnerability is the extent to which an individual, community, sub-group, structure, service or geographical area is likely to be damaged or disrupted by the impact of a particular disaster hazard. There are a number of factors that determine vulnerability, including:
- physical
- economic
- social
- political
- technical

- ideological
- cultural
- ecological
- institutional
- organisational

It is repeatedly shown that while natural events may be disastrous for all races and all social and economic classes, *people living in poverty suffer most.* They are generally:
- the most vulnerable
- the least well equipped
- the least protected
- the most exposed to potential hazards

Often, they live in highly vulnerable conditions and places, for example, on the banks of rivers, on land-fills or on precarious mountain sides. Their physical well-being may already be compromised before any event occurs. Their resources, including health, may be so limited that an event, which would have little or no impact on more wealthy populations, can be catastrophic for people living in poverty.   Most disasters are unsolved development problems.

What is risk?

Risk is generally defined as the expected impact caused by a particular phenomenon.   It combines:
- the likelihood or probability of a disaster happening
- the negative effects that result if the disaster happens

The potential impact of an event (or hazard) on human beings is a function of how exposed, or *vulnerable,* people are to the effects of that hazard, and their capacity to deal with the situation.

Therefore it is not enough to focus on hazard or vulnerability alone when defining disasters.   Instead, to determine risk, you need to take into account the *combination* of:
- the hazard or the event occurring
- the vulnerability of those potentially affected by it.

Risk elimination, or at least reduction, is a main concern of disaster preparedness. While the hazard may not be possible to predict and prevent, *human vulnerability can be predicted and sometimes prepared for.* Humanitarian assistance usually presents an important opportunity for risk reduction initiatives.

How factors determine risk

Risk increases according to:
- the potential impact of the hazard
- how vulnerable the affected populations are.

Risk decreases if the affected populations have greater capacity to cope. However, disaster is a relative term, and what for some may seem a "small" and controllable situation, may not be perceived in the same way for others. It all depends on how able the local population is to deal with the situation. The criterion is not magnitude of death and destruction, but the capacity to cope with a situation.

What is disaster preparedness?

The Sphere Project takes the view that disaster preparedness is the result of a wide range of activities and resources that practitioners and communities carry out in the hope of:
- preventing and mitigating disasters
- better responding to disasters if they occur.

Definition proposed by the UNDMTP "Disaster Preparedness Module":
"Disaster preparedness minimises the adverse effects of a hazard through effective precautionary actions, rehabilitation and recovery to ensure the timely, appropriate and effective organisation and delivery of relief and assistance following a disaster."

Definition from "Reducing Risk" (Von Kotze and Holloway 1996, IFRC)
"Measures to ensure the readiness and ability of a society to forecast and take precautionary measures in advance of an imminent threat, and to respond to and cope with the effects of a disaster by organising and facilitating timely and effective rescue, relief and appropriate post-disaster assistance."

Definition from UNICEF
"Disaster preparedness is a planning process, not merely the development of a fixed plan. To be prepared is to be in a constant state of readiness". The Sphere handbook emphasises and enables participation, which is a valuable addition to this definition.

Example disaster preparedness activities

- Forecasting and taking precautionary measures before an imminent threat when advance warnings are possible.
- Developing and regularly testing warning systems, linked to forecasting systems.
- Making plans for evacuation or other measures to be taken during a disaster alert period to minimise potential loss of life and physical damage.
- Educating and training officials and the population at risk.
- Training intervention teams.
- Establishing policies, standards, organisational arrangements and operational plans to be applied following a disaster.

What are prevention and mitigation?

Prevention requires the elimination of risk, while mitigation is the reduction of risk. Appropriate disaster prevention and mitigation "builds on people's strengths and tackles the causes of vulnerability". Although technology-based solutions are crucial in eliminating or reducing risk, for example, micro-zoning in seismic areas, early warning sensor systems for volcanoes, human-based

solutions are just as important. Human Capacity-Vulnerabilities Analysis or CVA is a central concept in planning disaster prevention and mitigation activities.

The distinction between mitigation and prevention might be blurred according to one's perception of both terms. For this module, mitigation is seen as a more short term process or set of activities focused on reducing, rather than eliminating, the likelihood of the potential impact of a hazard. Emergency or response preparedness is closely linked to mitigation, in that it puts in place effective capacities to deal with an actual disaster rapidly, efficiently and effectively.

Prevention requires longer term action and investment (financial, material and societal). Prevention aims to eliminate both the hazard (for example, actions to prevent flooding through the construction of dykes) and the vulnerability (for example, actions to help ensure that people are not vulnerable to floods, such as relocating them to safe and dignified housing away from the flood hazard areas). Prevention requires appropriate and equitable human-development, achieved through fundamental physical, attitudinal, cultural and socio-political change in society.

Appropriate prevention and mitigation activities are preceded by:
- hazards identification and mapping
- risk analysis
- Capacities and Vulnerabilities Assessments.

If the principles embedded in the Humanitarian Charter are to be observed, these activities need to be conducted in ways that actively involve the people who are at risk and may be affected by disasters.

Mitigation: How can risks be reduced?

Mitigation involves a two-pronged approach:
- hazard reduction
- vulnerability reduction

Practical measures, such as constructing flood protection, improving drainage, reinforcing hillsides and eliminating the foci for disease helps to reduce the hazard. Activities such as relocation from river banks, improved health and nutrition, vaccination programmes may help reduce vulnerability. Any activity that alerts people to their own risks is in itself a capacity building initiative that reduces vulnerability.

Example of disaster mitigation activities
- The aim is to reduce the likelihood or impact of future disasters by adopting practices, such as the following:
- Participatory risk and hazard analysis.
- Technology-based solutions such as seismic and volcanic sensor systems for early warning and prediction.
- Geological and topographical mapping and analysis to detect potential hazards for example, of mud-slides.
- Capacity-building in communities, for example public education on nutrition.
- Concrete measures to reduce vulnerability such as relocation from highly vulnerable areas to safe and dignified housing, under fully agreed conditions.
- Construction of hazard resistant housing, for example hurricane-reinforced houses, or earthquake-reinforced buildings.

Emergency or response preparedness

Emergency preparedness is a readiness to deal with the consequences of a risk becoming an actual disaster. Some organisations refer to emergency or response preparedness as "disaster preparedness".

The Sphere Project makes the following distinction:

Emergency preparedness	Disaster preparedness
All actions taken in order for people and organisations to be ready to react and respond to a disaster situation.	Encompasses actions not only related to readiness to react, but also a readiness to: ▪ prevent ▪ reduce ▪ mitigate effects.

Some of the activities usually associated with disaster response/ emergency preparedness include the following:
- Hazard, vulnerability and risk assessments
- Establishing hazard early warning systems
- Disaster response planning
- Information management systems
- Pre-positioning of relief items, for example making sure that equipment and food stocks are in place
- Worst case scenarios mapping
- Establishing coordination mechanisms
- Developing organisational structures that clearly identify roles and responsibilities of humanitarian actors
- Emergency planning based on the Sphere handbook's principles and standards
- Stand-by arrangements/agreements between the actors

What types of disaster are there?

Source: *World Disasters Report 2004* – International Federation of Red Cross and Red Crescent Societies.

Number of reported hydro-meteorological disasters 1994-2003*

1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
187	**209**	**177**	**206**	**246**	**275**	**395**	**364**	**382**	**308**

* Refers to those with a natural trigger only; does not include technological disasters, wars, conflict-related famines, diseases or epidemics.

The deadliest disasters 1994 – 2003

Hazard	Total numbers killed	Total numbers affected
Drought/famine	275,540	799,985,000
Windstorms	59,152	309,354,000
Floods	92,288	1,420,587,000
Earthquakes	94,900	38,452,000
Transport Accidents	68,366	41,000

An average of 258 million people are affected by natural and technological disasters each year. Of those 90% live in Asia while just 2% live in nations of high human development.

According to Project Ploughshares (www.ploughshares.ca), "during 2004 there were 32 armed conflicts in 26 states around the world. Of these more than five out of six were in Africa or Asia, with more than one quarter of African and almost one-fifth of Asian states affected by one or more wars." The likelihood of armed conflict increases as the human development ranking of states declines, as shown below.

	Human Development Category*		
	High	Medium	Low
% of states affected by armed conflict, 1995-2004	5.5%	29.1%	47.2%

* Categorised according to the UN Human Development Index (HDI) which seeks to measure three aspects of human development, namely "a long and healthy life, as measured by life expectancy at birth; knowledge, as measured by the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio; and a decent standard of living as measured by GDP per capita" (UNDP *Human Development Report*).

It is difficult to quantify the number of people affected by armed conflicts throughout the world but the number killed is surely many times more than the number killed by drought and other natural disasters. As an indication, in the conflict in the Democratic Republic of Congo, Project Ploughshares reports that since the conflict started in 1990, "An estimated 350,000 people have been killed as a direct consequence of violence. In total, an estimated 4 million people have died as a result of the conflict, the vast majority from malnutrition and disease." Similarly, in Uganda it is estimated that "possibly as many as 500,000, have been killed in the course of the conflict" (since 1987).

Exercise 9.1: Preparing for a disaster

For the hazard assigned to your group, complete the following:

1. What are the typical effects of this hazard on the education system?

2. Brainstorm all the possible disaster preparedness activities related to education that you can think of. (This can include activities related to prevention, mitigation and/or emergency preparedness.)

3. Which of the minimum standards and indicators are relevant to these activities?

Session objectives:

At the end of this session you will:
- Realise that policy decisions are made at all levels.
- Understand that policy and co-ordination indicators need to be part of planning, if reconstruction is to be a smooth transition.
- Understand that the group of stakeholders may be broader in early reconstruction than in other stages of an emergency.
- Have a better understanding of the two-way communication necessary for effective participation and co-ordination.
- Understand the complexity of issues and be able to utilise the relevant standards, indicators and guidance notes to address them.

Exercise 10.1: Issues in education policy and coordination

Read the case study "Peace at last!" and then, as a group, answer the questions that follow. As you read, consider both the problem areas as well as the indicators that could have prevented these problems.

Peace at last!

Peace accords have been signed after eight years of cyclic conflict in Arcazia which displaced more than 500,000 people – more than 200,000 sought refuge in the neighbouring country of Zamborra while at least 300,000 people were internally displaced within the country. The citizens of Arcazia are looking forward to a period of reconstruction, but the interim government has very few resources and the ministries involved in education, both formal and non-formal, are poorly resourced in both human and monetary terms. There is a large UN presence in the country as well as many international NGOs. In addition new un-resourced local NGOs are proliferating.

There are three distinct ethnic/tribal groups in Arcazia. The majority tribal group is in charge of the government and tends to dominate the professions and businesses. The returning refugees and the majority of the IDPs belong primarily to one of the minority groups from the rural areas. Historically, investments in education in these parts of the country have been extremely minimal. There are very few schools and many of the schools that existed were destroyed during the conflict. Some believe that the historical inequalities in access to education contributed to the conflict in the country. The government has indicated that it supports the goal of Education for All and that it wants to provide education in all parts of the country but it is not yet clear how much they will invest in the historically under-served areas of the country. The support of the international community, including NGOs, will be necessary to improve access to education during the early phases of the country's reconstruction.

The refugees have started returning to the country and are being settled primarily in the rural areas where the need for schools and teachers is great. In addition, the government is closing IDP camps throughout the country and encouraging IDPs to return to their home villages in the rural areas. Fortunately, these movements will primarily take place during the long school break, but both the refugees and the IDPs are reluctant to return to the rural areas as they are concerned about the lack of educational opportunities for their children.

During the eight years of the conflict, the NGOs that were implementing education for the refugees in Zamborra trained nearly 2,000 teachers.   While each NGO made great efforts to ensure that its teacher training approximated the C grade level (the most basic level) approved in Arcazia, there was no effort to develop this training jointly, and no effort to include the Government of Arcazia, as there was no viable

government that was accessible. After a mid-term evaluation, the NGOs also made great efforts to improve their teacher training by focusing on up-to-date pedagogy, inter-active methodologies and classroom management techniques as well as extra content related to the perceived needs of the community.

Likewise, during the conflict, there were a few NGOs supporting education for IDPs within Arcazia. These efforts were minimal as the government was reluctant to allow the NGOs to work within the country and only allowed them to work in the major IDP camps near the capital. Still, these NGOs managed to train nearly 500 teachers (including nearly 200 women) in both pedagogy and content.

The NGOs are very aware that the education system in Arcazia has been fragmented and that there are very few trained teachers available in the rural areas so they are confident that the teachers they have trained – both refugee and IDP – will be able to obtain employment from the Ministry of Education.   Many of the teachers, however, are waiting to return as the government salaries are very low, teachers are not regularly paid and there is no guarantee that they will be placed on the government payroll.

At a recent meeting, the issue of teacher employment was raised.   The Ministry claims that, as the NGO-sponsored teachers were not trained by the proper authorities, they cannot be employed.   In addition, the government is facing constraints placed on it by the international community. The government of Arcazia has 24,000 qualified teachers on its payroll and is not allowed to employ more than 25,000 teachers if they are to be in compliance with the terms of their development loans. There is some concern that the official government payroll includes "ghost" teachers and therefore needs to be reviewed, especially since the schools are very overcrowded in many parts of the country.

The other concern that the Ministry has, relates to the teaching methodology that the NGO-sponsored teachers are using. It is dramatically different from that taught in the Arcazian teacher training institutions. In addition, the government, in an effort to promote unity, is demanding that all schools use the (outdated) national curricula and feels that the new methodology and subjects implemented by the NGOs are too time consuming to allow teachers to meet the demands of the curricula. There is also some resentment that the NGOs incorporated new subjects into their schools without consulting the government.

There is no easy solution to these problems as the governments and the agencies have quite different agendas.   These issues are part of on-going discussions with the Ministry of Education and the government in general.

Questions

1. Based on the scenario, what are the problems that exist or may arise?

2. Review the standards and indicators in the Education Policy and Coordination category. Which ones should have been part of the planning process when the Arcazian people were refugees?

3. Which standards and indicators will be most useful in the current situation to help minimise the problems?

4. What coordination strategies can you put in place to help respond to the current situation?

Exercise 10.2: The debates

Develop your arguments "for or against" the statement that the facilitator assigns to your group for your given debate topic. While developing your arguments, try to predict the arguments the other side will use so that you can refute them with a point of your own during the debate. You may also wish to consider some of the coordination strategies and standards and indicators to minimise problems that you suggested when answering questions 3 and 4 from the previous exercise.

Debate Topic 1

In a situation like that described in the 'Peace at Last!' scenario, the use of the minimum standards and indicators could have prevented many of the problems and potential problems outlined. As they were not utilised appropriately and in a timely manner, they are not applicable.

Space for your notes

Debate Topic 2

In a situation like that described in the 'Peace at Last!' scenario, it seems that the teachers trained by the NGOs will not be credited for the work and training they have undertaken. The ministry is not willing to accept the teachers. Because the minimum standards and indicators were not taken into account during the crisis, they are not applicable.

Space for your notes

Session 11:   Application and Synthesis of the INEE Minimum Standards

Session objectives:

At the end of this session you will:
- Understand the inter-relationship of the minimum standards and indicators
- Be able to present an overview of the INEE Minimum Standards and their uses in an emergency situation.

Exercise 11.1: Executive briefings

In your group develop a presentation for your senior policy makers on the INEE Minimum Standards and their uses in an emergency situation. Your presentation should be 7-10 minutes.

Space for your notes

Session objectives:

At the end of this session you will:

- Know some of the available additional resources (and where to find them) that will help you apply the INEE Minimum Standards.
- Have given evaluation feedback for additions or improvements to the INEE Minimum Standards training.

Education in emergencies is a relatively new area and one that is not universally endorsed by agencies and organisations working in emergencies.   To help education genuinely become one of the pillars of emergency response the minimum standards were developed.   They have been designed as a tool to enhance accountability and quality so that we can be more effective educators even in very difficult circumstances.

The development process of the minimum standards created local and regional networks that, while not necessarily part of the objectives of the minimum standards, have nevertheless supported the process of implementation.   Through this training workshop you have been given the opportunity to understand the breadth and depth of the standards and their accompanying indicators and guidance notes.   With this knowledge and the skills enhanced through this training process, it is hoped that you can further support the implementation process.

Supplementary Training Activities: Implementing and Monitoring Education Programmes in Emergencies and Chronic Crises

Session objectives:

At the end of this session you will:

- Understand and be able to apply the most relevant standards and indicators according to a particular context.
- Understand the need for multiple indicators and standards in the context of implementing a project.
- Understand how the indicators can be meaningfully applied to monitoring activities.
- Be able to demonstrate how working towards the minimum standards will create a more effective programme.

Using the standards during implementation

For this exercise, each group will be assigned a scenario. Read your assigned scenario and then, in your groups, discuss the questions that follow. Use the table as a guide to structure your answers.

Scenario 1: Natural Disaster in Xandia

Xandia is a stable but very poor country, where forestry has been the main industry for 20 years. The accessible forest is diminishing so that the timber cutters are increasingly moving into the high areas of the country. After a season of heavy rain, there is inevitably a series of major mudslides. These have effectively destroyed more than fifty villages, and resulted in a high death toll and a population that is now internally displaced.

While the government has tried to keep village groups together, this has not always been possible, as these people have been assigned to other less seriously affected villages, which are scattered along the foot of the mountains (about 800 kilometres). The village schools cannot cope with the influx, the displaced population is suffering both grief and trauma and they are often not welcomed into the host villages. The government has decided to build some temporary schools but these are insufficient and inadequate. There is increasing resentment among the displaced people that, in addition to suffering the loss of everything they had, their children are also suffering because the education provided is insufficient.

One of the agencies that has come to help in this crisis is planning to help rebuild schools and provide textbooks and other education materials. They have asked for your advice about how to use the minimum standards to implement and monitor their programme activities more effectively.

1. Which standards and associated indicators do you recommend that the agency prioritise during the next planning cycle? List them in the table below.

Category	Standard	Indicators

2. *Review the standards that you did not prioritize*. Are there any indicators from those standards that the agency should keep in mind or try to apply? List those in the table below.

Category	Standard	Indicators

		- 4 -

Scenario 2: Non-formal education for refugees

A large refugee camp has been in operation for more than ten years. It has a relatively stable population but with four main ethnic (and language) groups of approximately equal size. However there is about a 10% turnover of refugees of people repatriating spontaneously and a continuous small influx (about 100 families per month). Because of the difficulties of establishing different education programmes for the different ethnic and language groups, UNHCR and the implementing NGO decided, when the camp was first established, to utilise the host country curriculum for all children in the camp. Non-formal education (out-of-school youth, adult literacy classes and peace education and HIV/AIDS community education) have been initiated but tend to be in specific language groups which means that the ethnic groups do not work together.

The agency that has been implementing non-formal education programmes in the camp has asked for your advice about how to use the minimum standards and indicators to implement and monitor their programme activities more effectively.

Which standards and associated indicators do you recommend that the agency prioritise during the next planning cycle? List them in the table below.

Category	Standard	Indicators

Review the standards that you did not prioritize. Are there any indicators from those standards that the agency should keep in mind or try to apply? List those in the table below.

Category	Standard	Indicators

Scenario 3: Supporting education for IDPs

For fifteen years Burkistan has had cycles of conflict that have affected almost all areas of the country with the exception of the capital city. According to the relevant ministries concerned with both formal and non-formal education, education programmes (mostly formal education) have continued in spite of the conflicts. In discussions with the communities, it is obvious that they do not agree that there is any meaningful education. The class size often exceeds 100 students and the teachers do not seem to be able to cope. It appears that many teachers are not qualified or only partly qualified. In addition, teachers have not been paid systematically, either by the ministry or the community. Non-formal education for youth and adults is sporadic at best and tends to be one-off trainings on needs perceived by NGOs.

Currently one of the NGOs which is supporting education for the IDPs is concerned about the large class sizes in the IDP schools. They have asked for your advice about how to use the minimum standards and indicators to implement and monitor their programme activities more effectively.

Which standards and associated indicators do you recommend that the agency prioritise during the next planning cycle? List them in the table below.

Category	Standard	Indicators

		- 7 -

Review the standards that you did not prioritize. Are there any indicators from those standards that the agency should keep in mind or try to apply? List those in the table below.

Category	Standard	Indicators

Participant Evaluation Form: INEE Minimum Standards Training

Understanding and Using the Minimum Standards for Education in Emergencies				
Dates of workshop: May 16-18, 2006				

Trainers: Lynne Bethke

Location: AED, Washington, DC

Please complete and return this form to the facilitators.

Please do **not** put your name on the form.

Please be open and honest in your evaluation.

Check (✓) the most appropriate box.

Please rate the following categories on a scale of 1 – 4, where 1 = strongly disagree, 2 = disagree, 3 = agree, 4 = strongly agree.

	1 Strongly disagree	2 Disagree	3 Agree	4 Strongly agree
The workshop achieved its aims and objectives.				
The content of the workshop is relevant to my work.				
What I have learned will impact on the way I work.				
The methodology used in the workshop helped me to understand how the INEE Minimum Standards can be applied.				
The quality of the learning materials and aids was useful.				
The facilitation and presentation during the workshop were open and helped me to learn.				
The venue and accommodation were				

appropriate.				

What parts of the workshop were most useful for you?
What improvements/changes would you suggest for similar workshops?
How will you use the Minimum Standards in your work?
If you are a trainer: What are your plans for future Minimum Standards trainings? What support is needed to move these plans forward?

Please give any other comments/suggestions.

Thank you for taking the time to fill in this form.