GUIDE TO EDUCATION IN NATURAL DISASTERS:
HOW USAID SUPPORTS EDUCATION IN CRISES

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Acknowledgements

Foreward

Natural disasters affect millions of lives each year. From hurricanes to drought, earthquakes to tsunamis, the consequences can be overwhelming for communities that have been struck by crisis.

The impact of natural disasters on education can be devastating, and each context presents different challenges. Schools are destroyed, educational infrastructure damaged, teachers and students displaced, and informational material lost. Following natural disasters, restoring educational services is paramount, as it has been proven to provide critical lifesaving and life-sustaining assistance for children.

USAID, along with our national and international partners, is becoming increasingly involved in the education response at the preparedness, relief, and recovery phases. We have learned some important lessons along the way:

- First, that any response requires a well-coordinated, multi-sector, inter- and intra-agency approach that empowers communities and nations, from relief and recovery on to development;

- Second, that traditional relief efforts, including search and rescue, health, food, and shelter, are increasingly complemented by what we have now come to know as the "fourth pillar" of humanitarian aid—education;

- Third, that the aftermath of natural disasters provides an opportunity to better address inequities related to education that existed prior to the event, be they related to gender, disability, ethnicity, or religion;

- Finally, that we should not wait until there is a disaster to begin planning. Some of the most important work begins early, and we can do a great deal in the education sector to support preparedness and contingency planning at the national, regional or local level, as well as by supporting disaster risk reduction activities in schools. Another important lesson learned is that the aftermath of natural disasters provides an opportunity to better address the inequities related to education prior to the event, be they gender, disability, ethnicity, or religious.

USAID recognizes the importance of providing equitable access to education in crisis and conflict environments. In view of the importance of the education response during natural disasters, Office of Education in the Bureau for Economic Growth, Education, and Environment (E3/ED) developed this guide to provide the basics—including tools, principles, and approaches—from which to build our programs. We hope this guide will serve to inform educational activities in natural disaster preparedness and response initiatives throughout our countries of operation.

Natasha de Marcken, Director, E3 Office of Education

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Acronyms

AIDS	Acquired Immunodeficiency Syndrome
CAP	Consolidated Appeals Process
CFS	Child-Friendly Space
CTC	Community-Based Therapeutic Program
DART	Disaster Assistance Response Team
DCE	Disease Control in Humanitarian Emergencies
DCHA	Bureau for Democracy, Conflict, and Humanitarian Assistance
DRC	Democratic Republic of the Congo
DRM	Disaster Response and Mitigation Division
DRR	Disaster Risk Reduction
E3	Bureau for Economic Growth, Education, and Environment
ECD	Early Childhood Development
EFA	Education for All
EGAT	Economic Growth, Agriculture, and Trade Bureau
EMIS	Education Management Information System
FAS	Foreign Agricultural Service
FBO	Faith-Based Organization
FEMA	Federal Emergency Management Agency
FFP	Food for Peace
GBV	Gender-based Violence
GEBI	Generating Employment and Building Independence
GH	Global Health
GO	Ground Operations (GO) Team
HIV	Human Immunodeficiency Virus
IASC	Inter-Agency Standing Committee
IDEJEN	Initiative pour le Développement des Jeunes en Dehors du Milieu Scolaire
IDPs	Internally Displaced Persons
IIEP	Institute for International Educational Planning
INEE	Inter-Agency Network for Education in Emergencies
IRD	International Relief and Development
KASS	Kabul Area Shelter and Settlements
LAC	Latin America and Caribbean

MOE	Ministry of Education
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
OAS	Organization of American States
OCHA	Office for the Coordination of Humanitarian Assistance
OFDA	Office of U.S. Foreign Disaster Assistance
OPS	Operations Division
ORT	Oral Rehydration Therapy
OTI	Office of Transition Initiatives
OVC	Orphans and Vulnerable Children
PLWHA	People Living with HIV/AIDS
PDNA	Post-Disaster Needs Assessment
PDNA/RF	Post-Disaster Needs Assessment and Recovery Framework
PS	Program Support Division
RJNA	Rapid Joint Needs Assessment
RMT	Response Management Team
RUTF	Ready-to-use Therapeutic Food
SCHR	Steering Committee for Humanitarian Response
SFP	Supplementary Feeding Program
TFC	Therapeutic Feeding Center
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
USG	United States Government
WASH	Water, Sanitation, and Hygiene
WCEFA	World Conference on Education for All
WFP	World Food Program

Glossary of Key Terms

CAPACITY
Capacity is the combination of all the strengths and resources available within a community, society, or organization that can be used to reduce vulnerability and achieve disaster risk reduction and prevention (INEE, ISDR, and The World Bank, 2009).

CHILD-FRIENDLY SPACE (CFS)
Child-friendly spaces are widely used in emergencies as a first response to children's needs and an entry point for working with affected communities. Because CFSs can be established quickly and respond to children's rights to protection, psychosocial well-being, and non-formal education, CFSs are typically used as temporary supports that contribute to the care and protection of children in emergencies (INEE, 2009).

DISASTER
A disaster is "a serious disruption of the functioning of a community or a society involving widespread human, material, economic, or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources" (UNISDR, 2009).

DISASTER RISK REDUCTION (DRR)
Disaster risk reduction is "the concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNISDR, 2009). USAID/OFDA supports various disaster risk reduction programs aimed at saving lives and increasing the resilience of communities to natural hazards.

EMERGENCY
An emergency can include natural disasters such as earthquakes, landslides, storms, droughts, tsunamis or floods, conflict, or internal displacement due to civil wars or conflict (Global Education Cluster, 2010). While disasters can strike any country, the effects are more devastating on developing countries due to the lack of financial and material resources to respond to emergency needs and protect homes and livelihoods (UNDP, 2001).

INCLUSIVE EDUCATION
Inclusive education ensures the presence, participation, and achievement of all individuals in learning opportunities. It involves ensuring that education policies, practices, and facilities respond to the diversity of all individuals in the context (INEE, 2010).

MITIGATION
Mitigation is the process of lessening the adverse impact of natural disasters (UNISDR, 2009).

NATURAL HAZARD
A natural hazard is a natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage if measures are not taken to prevent these impacts (UNISDR, 2009).

EMERGENCY PREPAREDNESS
Preparedness is the capacity and knowledge developed by governments, recovery organizations, communities, and individuals to respond to and recover from the impact of a natural disaster (UNISDR, 2009). Emergency preparedness requires long-term, comprehensive engagement in the framework of disaster risk reduction.

PROTECTION
Protection includes activities designed to reduce the risks and minimize the effects of harm, exploitation, and abuse of disaster-affected populations (USAID/OFDA, 2008).

PSYCHOSOCIAL SUPPORT
Psychosocial support consists of processes and actions that alleviate suffering and promote emotional, social, cognitive, and spiritual well-being, which can include support provided by family and friends. Examples of family and community support include efforts to reunite separated children and to organize education in an emergency setting (INEE, 2010).

PREVENTION
Prevention is defined as the avoidance of "adverse impacts of hazards and related disasters" (UNISDR, 2009).

RECOVERY
Recovery is the restoration of facilities, livelihoods, and living conditions of disaster-affected communities through efforts including disaster risk reduction activities (UNISDR, 2009).

RESPONSE
According to the United Nations International Strategy for Disaster Reduction (2009), a response is "the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected" (page,10).

RETROFIT
Retrofit refers to the reinforcement or upgrading of existing structures, such as school buildings, to make them more resistant and resilient to the damaging effects of hazards (UNISDR, 2009).

RISK
The risk of an event is the combination of its probability coupled with its negative consequences (UNISDR, 2009). It is the product of hazards over which there is no control, and vulnerabilities and capacities over which control can be exercised.

VULNERABILITY
Vulnerability is defined as the characteristics of a community that make it susceptible to the effects of a natural disaster (UNISDR, 2009). A school is said to be "at-risk" or "vulnerable" when it is exposed to known hazards and is likely to be adversely affected by the impact of those hazards, if and when they occur.

USAID/Haiti

INTRODUCTION

PURPOSE OF THIS GUIDE
USAID is increasingly requested to provide education assistance in response to natural disasters. Most natural disasters are inextricably linked to other complex emergencies including conflict, instability, and fragility. Humanitarian emergencies can be conflict-related, natural disaster-related, or "complex," which is when they include features of both conflict-related and natural disasters. This guide aims to provide USAID Education offices with supporting information to help them respond effectively to educational needs related to natural disasters.[1]

The guide highlights the overarching principles, standards, interventions, and accompanying tools applicable to providing educational assistance in response to natural disasters, and suggests how USAID can effectively contribute. While complex emergencies are not the focus of this discussion, much of this information can be related to those situations. An analysis of why education is an important component of natural disaster relief efforts, along with a review of current international

practices and principles is also included. The guiding principles are based on standards created by the Inter-Agency Network for Education in Emergencies (INEE), The Sphere Project, and the Inter-Agency Standing Committee (IASC) Education Cluster.

Although USAID Missions have provided support to populations and institutions affected by natural disasters, they and other emergency assistance providers need to know more about work specific to the education sector. As a result, this guide was developed to help compile what is known about responding to educational needs throughout emergencies—from diagnostic to rapid response to reconstruction phases.

This guide also underscores the need to coordinate with other USAID offices as well as national and international actors. USAID offices that provide assistance for programming in emergencies include the Office of U.S. Foreign Disaster Assistance (OFDA), the Office of Transition Initiatives (OTI), and the U.S. Government Secretariat for Orphans and Vulnerable Children (OVC). Another key actor is the IASC Cluster system, which aims to strengthen humanitarian leadership, financing, and partnerships, as well as to enable a more structured, accountable, and professional international humanitarian response.

Background
There is growing recognition within the international community that education is a critical component of any humanitarian relief effort. All children have a right to education, and USAID is committed to ensuring safe access to education in conflict- and crisis-affected environments.[2]

This heightened awareness is driven by evidence that details the benefits of getting children back to school following an emergency. Well-planned, safe, educational opportunities can be both life sustaining and lifesaving, providing physical, psychosocial, and cognitive protection to learners (Nicolai, 2008).

[1] Other terms that are sometimes used for these settings include emergencies, humanitarian response, and humanitarian action.

[2] Throughout the guide the term children is used to compass all school-age learners, including children of primary and secondary school age and youth.

Creating safe spaces for children in an emergency context is a means of providing a sense of normalcy, psychosocial support, and protection against harm, as well as a place for delivery of other vital services (INEE, 2010).

The following key groups and frameworks have been instrumental in advocating for and supporting the provision of education in humanitarian response.

The Sphere Project was created in 1997 to improve the quality and accountability of humanitarian response, and involves 400 organizations from 80 countries. The Sphere Project's "Humanitarian Charter and Minimum Standards in Disaster Response" aim to facilitate broad consensus on key technical indicators and guidance for water sanitation and hygiene promotion; food and nutrition security; shelter, settlement and non-food items; health services; and, protection and vulnerability (INEE website, 2010; Global Education Cluster, 2010).[3] Although education was not included in the original Sphere standards, it was officially recognized as an important companion to Sphere in October 2008. For more information, visit: http://www.sphereproject.org

International Network for Education in Emergencies (INEE) is a global network of more than 4,000 practitioners from non-governmental organizations (NGOs), United Nations (UN) agencies, donors, governments, academic institutions, schools, and affected populations that facilitates collaborative work, communication, and learning. More specifically, INEE is the professional system of linkages for staff working on education in emergencies and post-crisis recovery. The INEE Working Group on Minimum Standards led the process to develop the "Minimum Standards for Education: Preparedness, Response, Recovery" handbook. INEE also serves as a clearinghouse for the knowledge, tools and resources of members. The INEE Secretariat and partners join forces to advocate for the inclusion of education as a first-line response in humanitarian situations and for increased funding for education in emergencies. For more information on INEE, visit www.ineesite.org

The Inter-Agency Standing Committee (IASC) serves as the primary mechanism for inter-agency coordination of humanitarian assistance. It consists of major humanitarian actors, including key UN agencies, the International Organization of Migration (IOM), the International Federation of the Red Cross and Red Crescent Societies (IFRC),

The World Bank, and three umbrella organizations representing the interests of international and national NGOs (Education Cluster, 2010). Global Clusters were established in 2005 to ensure a more predictable, accountable, and coordinated response in emergencies. IASC established the Global Education Cluster in 2007 to address capacity gaps and to coordinate on education issues at the country level (Global Education Cluster, 2010). For more information about the Education Cluster, visit http://education.humanitarianresponse.info

The Hyogo Framework for Action, 2005–2015, was the first global plan to recognize that disaster risk reduction is an integral part of development. This plan asserts that development cannot be sustainable without dealing directly with the risk of disasters. For more information, visit: http://www.unisdr.org/we/coordinate/hfa
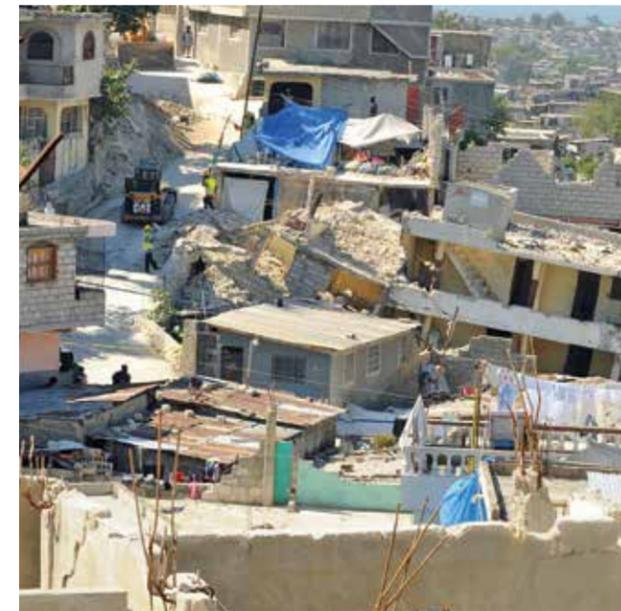
USAID has a long history of responding to natural disasters and complex emergencies.[4] USAID's Office of U.S. Foreign Disaster Assistance (USAID/OFDA) is responsible for coordinating the U.S. Government (USG) response to disasters worldwide, and USAID/OFDA responds efficiently and rapidly to humanitarian needs caused by natural and human-made disasters, as well as complex emergencies.

USAID's Office of Education works closely with USAID/OFDA and USAID Missions in the field to respond to emergency educational needs at every phase, including pre-emergency (preparedness), emergency (response), and post-emergency (recovery and rehabilitation).

United States Government Action Plan on Children in Adversity: A Framework for International Assistance (2012–2017), launched in December 2012, has the goal of achieving a world in which all children grow up within protective family care and free from deprivation, exploitation, and danger. For more information visit, http://transition.usaid.gov/our_work/global_health/pdf/apca.pdf

USAID's Building Resilience to Recurrent Crisis: Policy and Program Guidance
USAID is committed to better coordinate its development and humanitarian approaches to effectively build resilience in targeted areas of recurrent crisis. USAID will continue to maintain the lifesaving speed of humanitarian assistance and the long-term focus of development assistance. Through this guidance, the Agency is working to ensure that humanitarian relief and development experts work together to plan and design better programs to help vulnerable communities move from cycles of crisis to a pathway toward development. For more information, visit http://www.usaid.gov/sites/default/files/documents/1870/USAIDResiliencePolicyGuidanceDocument.pdf

EDUCATION IN EMERGENCIES

What is education in emergencies? Education in emergencies is a set of linked activities that enables structured learning in times of acute crisis or long-term instability (Save the Children as cited in Global Education Cluster, 2010). It refers to a range of contexts that are often overlapping. These include conflict, post-conflict, complex emergencies, political instability, and natural disasters. Schooling during an emergency goes beyond formal educational opportunities and includes, but is not limited to, early childhood care and education, non-formal education, accelerated learning, youth development opportunities, support to home schools, and informal interactions with families, peers, and communities.

Following a disaster, educational activities may occur in schools that are still standing and deemed safe, or in temporary shelters such as outdoor classrooms, tree shade classrooms, tents, or other public structures. In emergencies, the education response also requires individuals who may not be trained teachers to teach and supervise children. These individuals often require rapid teacher training and support.

[4] According to Development Alternatives, Inc. (2009), "Natural disasters are the consequences of a natural hazard and its effects on a population, and include events such as floods, earthquakes, tsunamis, storms, volcanic eruptions, and droughts. Some disasters, however, are directly or indirectly caused by humans such as chemical spills, wildfires, crashes, and pandemics. Complex emergencies, on the other hand, are long-term man-made disasters that threaten the lives and livelihoods of populations, such as civil strife, civil war, acts of terrorism, international wars, and industrial accidents."

[3] Full details can be downloaded from www.sphereproject.org. One of the major results of the project has been the publication of the handbook, *Humanitarian Charter and Minimum Standards in Disaster Response Handbook* (The Sphere Project website, 2010).

Table 1: Natural Disasters and Impact on Education

Impact	Initial Devastation	Recovery and Reconstruction
Personal	• Children witness or directly experience mass destruction of life or property	• Families reunited, but livelihood impaired
	• Homes destroyed; displacement uproots children and families	• Homes rebuilt and people return to communities, but education facilities diminished
	• Children separated from families or guardians	• Bereavement over loss
	• Families focus on loss and have little hope for the future	• Continued fear of impending disaster
	• Families no longer have financial resources to send their children to school	• The demand for schooling may drop as a result of decreased morale and increased feelings of hopelessness.
	• Families favor sending only one or some children— usually male children—to school	• Increased dependency on children to help find food, generate income, or care for young children
Systemic	• Government overwhelmed with immediate needs of population, limited or no support to schools	• Imbalance of focus on reconstruction of schools, rather than teacher training and content of education
	• Disaster makes access difficult and movement of teachers and educational staff becomes a challenge	• Curriculum content is not appropriate to the needs of children who may have experienced trauma
	• School infrastructure destroyed	• Low-quality teaching as schools reopen
	• Homeless and displaced people sometimes use schools as shelter	• Need to train teachers on disaster preparedness and environmental care
	• Possible teacher shortage	• Displacement can create large class sizes and put a burden on existing/standing schools
	• Teacher salary system breaks down	
	• Curriculum and learning aids destroyed	
	• EMIS or school records system compromised or destroyed	
Societal	• Populations move in large numbers to concentrate in one area	• Population remains displaced for economic reasons or fear of repeat disaster
	• Level of physical danger remains high	• Poverty slows reconstruction, leaving physical damage continuously visible
	• Loss of livelihoods	• Funding tapers off shortly after disaster
	• Damage to roads and infrastructure slows immediate response	• New skills are necessary to (re)build society

Source: Based on UNESCO/IIEP training materials for governments and Education Cluster from
http://www.iiep.unesco.org/fr/developpper-les-capacites/technical-assistance/approach-to-work/capacity-development.html

Schools act as an entry point to provide other vital services, including protection, disaster risk reduction, nutrition, and health. This calls for close coordination between education and humanitarian specialists who can establish and ensure child-friendly environments during a natural disaster (INEE website, 2010). Reestablishing education through emergency measures is a priority because quality learning systems inherently support the psychosocial, cognitive, and physical development and growth of children and adults (Nicolai & Triplehorn 2003; Global Education Cluster, 2010). The presence of adult supervision and a safe place to play and learn enhances the physical security of children. Formal and non-formal educational activities also offer psychosocial support, encouraging children to expand their social networks, engage in self-expression, and follow a regular routine. In addition, education supports the cognitive development of children affected by a natural disaster by strengthening their survival skills and giving them the tools they need to contribute to future reconstruction efforts. Finally, education has the potential to provide physical protection through hygiene and sanitation curriculum, as well as land mine awareness (IIEP, 2006).

For more information on the importance of education in emergencies see "Making Education a Priority in Emergencies": http://education.humanitarianresponse.info/document/making-education-priority-emergencies

What happens to education after a natural disaster? Natural disasters range from earthquakes to floods, hurricanes to droughts, and include blizzards, landslides, volcanic eruptions, tsunamis, and cyclones. While natural disasters can occur anywhere, certain areas are at greater risk due to their geography, increasing environmental degradation, or heightened levels of poverty, which render them more vulnerable to the impacts and less able to cope with the effects of natural disasters (Education Cluster; 2010). They change the context in which governments and communities can provide education services to their citizens.

Natural disasters tend to have a large impact on operational capacity (IIEP, 2006). Each emergency presents different problems, challenges, and opportunities, and the response is based on a thorough analysis of the context. There are, however, some key elements that can be observed with regard to the impact of a natural disaster on education. Schools are destroyed, educational infrastructures are damaged, and informational materials and resources are lost. Human loss, including the loss of teachers, education policy makers, and school management personnel, affects institutional capacity and the ability to provide a quality education (Global Education Cluster; 2010; IIEP, 2006). Normal processes of educational planning break down during an emergency, weakening the overall system and creating future problems in the development of an inclusive educational system (IIEP, 2006).

The demand for education or the educational needs of a community are subject to change after a natural disaster. The impact of a disaster on education varies from the initial devastation phase to the recovery and reconstruction phases. To adequately comprehend the breadth of the impact on education, it is critical to think about the disaster's effects on three distinct levels: personal, systemic, and societal. Table 1 helps to map out the effects during the different phases.

THE EDUCATION SECTOR RESPONSE

USE GUIDING PRINCIPLES
The following principles are fundamental to education assistance following a natural disaster and can guide the sector-specific response:

Ensure a Minimum Level of Quality and Access
The overarching goal of the education response in an emergency is to "ensure a minimum level of quality, access, and accountability for education" (INEE, 2004). An "Education in Emergencies" response is based on education's role in affording protection and in meeting the developmental needs of children (Global Education Cluster and INEE, 2010). In addition, an education response during a crisis should be planned with the medium to long-term reconstruction of the sector in mind. This is where USAID education programming is critical— programs can strengthen the bridge between the emergency response and the medium- to long-term reconstruction needs, which are often overlooked.

Ensuring a minimum level of quality, access and accountability not only includes providing formal and non-formal education opportunities for children, youth, and adults, but also providing individuals with the necessary psychosocial, physical, and emotional support to mitigate the impact of the disaster on their lives and to safeguard their survival.

INEE MINIMUM STANDARDS

The INEE Minimum Standards include foundational standards in community participation, coordination, and analysis, as well as four other core domains.

Foundational Standards Common to All

Community participation: Promoting schools as centers for community disaster risk reduction, fostering a culture of safety through mobilization and organization, and supporting initiatives among children in and outside of school that make them leaders in risk reduction in the community are paramount.

Coordination: Emergency situations often lack coordination in the education sector. Education programming should uphold national and international education policies and coordinate through the Education Cluster or other humanitarian sectors/clusters, including shelter, health, early recovery, camp management, protection, and water, sanitation and hygiene (WASH).

Analysis: An initial rapid education needs assessment that includes disaster risk and conflict analysis should be carried out as soon as possible, taking into consideration security and safety. Ensure the wider community is meaningfully included in assessment, monitoring, and evaluation of the education response, as well as the evolving educational needs.

Access and Learning Environment

During and following a natural disaster, access to education is often extremely limited. Although it is challenging to coordinate an education response, it is the responsibility of governments to ensure that all individuals have access to quality education that supports the physical, emotional, and cognitive development of learners. The establishment of a safe and secure learning environment is extremely important. Women and men, girls and boys should be treated equally, and it is important to be aware of prior gender imbalance or changes in gender roles due to the disaster. It is also essential to protect schools by preparing and implementing school safety plans; taking steps to assess the hazards to schools and to address/strengthen and properly maintain them with a multi-hazard approach; and ensuring that new schools are designed, sited, and constructed with hazards in mind.

Teaching and Learning

Teaching and learning involves making decisions about what should be taught in the curriculum in the context of a natural disaster, the nature of education (whether it be formal or non-formal), and priorities for learning

(whether they be life skills, vocational, or academic). It is important to consider integrating survival, school safety, and life skills information into the curriculum. Also, teaching about hazards and risk reduction in non-formal learning environments, including disaster risk reduction in the formal curriculum, and promoting disaster risk reduction through co-curricular activities in schools are all valuable activities.

Teachers and Other Education Personnel

Education in a disaster setting relies on the skills and capacities of local individuals working in difficult conditions. It is necessary that teachers and other education personnel receive support from humanitarian interventions and are suitably supervised, trained, and managed. Consider the effects of the disaster on teachers and their families, and be prepared to provide them with the psychosocial support they need to effectively carry out their jobs.

Education Policy

Ensuring that national education laws, regulations, and policies uphold the protected status of educational facilities, learners, teachers, and other educational personnel under international humanitarian and human rights laws is critical. Laws, regulations, and policies should guarantee that every educational facility rebuilt or replaced is safe.

School sites should be selected for safety from known hazards and threats, and should be designed and constructed to be resilient. There should be sufficient space to prevent disruption in education if schools are needed as emergency, temporary shelters.

Education must be an integral part of national disaster preparedness frameworks. Resources should be secured to provide an effective and timely education response. International stakeholders supporting national or local educational programs should promote preparedness for an emergency education response as a component of development programs. Preparedness frameworks should make explicit provisions for the participation of children in response efforts at the community level.

National and local educational plans should indicate the actions to be taken in current or future emergencies. They should specify decision-making, coordination, security, and protection mechanisms for inter-sectoral coordination. Plans should be based on a thorough understanding of the context, and include indicators, as well as mechanisms, for early warning of disaster and conflict. They should be supported by appropriate education policy and frameworks. There must be a system for regular revision of national and local educational plans.

Johs Pierce, USAID/Haiti

Ensure Equitable Access

Addressing the needs of all children during an emergency is often perceived as a major challenge, especially during the earliest days of the humanitarian response. Humanitarian assistance providers seek to ensure that aid is reaching all those in need, including the most vulnerable populations. Education specialists can work with humanitarian assistance actors to share approaches to inclusive education and how they translate in emergency settings.

USAID education programs responding to disasters should be flexible and gender-sensitive, and also take extra measures to reach children who would otherwise be excluded from learning opportunities. Girls are particularly vulnerable to exclusion and may face extra hurdles to school attendance following a disaster, for example, due to safety concerns. Education program officers also need to consider children from identity groups who were not included in education before the emergency and explore reasons for their exclusion, as these children are likely to face continued exclusion following a natural disaster. In addition, training and sensitization programs can encourage communities to become involved in guaranteeing that all members have equitable access to a quality and relevant education.

Utilize the INEE Minimum Standards

To meet these objectives, USAID's education interventions should align with and contextualize the standards and "core" education domains outlined by the Inter-Agency Network for Education in Emergency's "Minimum Standards for Education in Emergencies: Preparedness, Response, Recovery." This can be done in various ways including using the domains for assessments, gap analyses, and mapping ongoing and future activities. By utilizing the minimum standards as a unifying framework and a common language, donors, host country governments, and implementing partners are able to identify and understand gaps, address needs, and plan for action.

Advocate for the Role of Education

Education plays a central role in natural disaster management by teaching children risk reduction and preparedness. Children often spread learning to their families and communities about preventing disasters and managing risks. Many believe that "educating a child is educating a family." However, education for emergency preparedness can also be made available to communities and should not be restricted to the school environment only.

Coordinate with the Education Cluster

USAID education programs that respond to or continue ongoing work in locations experiencing crises due to natural disasters should participate in and coordinate with their respective country-level Education Clusters. The cluster approach, endorsed by the Inter-Agency Standing Committee (IASC), ensures high standards of predictability, accountability, and partnership in all sectors or areas of activity during and after a crisis. At the global level, the Education Cluster is co-led by UNICEF and Save the Children.

Country-level clusters include various education stakeholders, such as the Ministry of Education or other government ministries, UN agencies, bilateral donors, local and international NGOs, teachers unions, and relevant civil society groups. One organization is usually designated as the "cluster lead" to ensure an adequate response for the education

sector (IASC, 2007b). The cluster lead works closely with national education authorities to coordinate the education response. By participating in coordination activities with the corresponding Education Cluster, USAID education programs will achieve an integrated response, avoid duplication, readily identify funding and programming gaps, foster communication between all humanitarian experts, and relay key information to decision makers and USAID leadership at both national and Washington levels.

Through the Education Cluster, key education actors help to formulate the education section of a CAP or, in a sudden onset disaster, a Flash Appeal. The Flash Appeal is used to facilitate a coordinated humanitarian response for the first 3 to 6 months

following an emergency. It provides a concise overview of lifesaving needs and recovery projects to be implemented within this time frame. Multiple donors use the Flash Appeal to identify the areas and projects they want to support. Individual project-holders are approached directly to agree to funding terms. The CAP is a tool developed by the UN Office of Coordination of Humanitarian Assistance (OCHA) to enable humanitarian organizations to jointly plan, coordinate, implement, and monitor their response to emergencies. By facilitating collaborative appeals, it reduces the risk of agencies competing for funds. In complex emergency situations, the CAP may be prepared on an annual basis.

FUNCTIONS OF THE EDUCATION CLUSTER AT THE NATIONAL LEVEL

Coordination within the cluster mechanism between the UN Humanitarian Coordinator, other clusters, the Office for the Coordination of Humanitarian Assistance (OCHA), and donors includes:

- Coordinating the development and submission of the education section in the Consolidated Appeals Process (CAP) and FLASH Appeal; and
- Participating in inter-cluster coordination through meetings with the food, shelter, WASH, health, early recovery, nutrition, protection, and logistics clusters, along with their respective leads.

Liaison and cooperation with government authorities, mainly the Ministry of Education (MoE), aims to:

- Increase the capacity and preparedness of humanitarian personnel as well as government authorities, to plan and manage quality education programming in an emergency; and
- Support the Ministry of Education's efforts to refine its national education strategy.

Coordination, information sharing and support of Education Cluster partners include:

- Engaging with the multi-sector Post-Disaster Needs Assessment (PDNA), which typically is carried out within the first month after a disaster has occurred;
- Conducting a Rapid Joint Needs Assessment (RJNA) to identify education sector priorities, needs, and gaps in coverage for targeted improvement of education preparedness and response capacity;
- Sharing findings from all school assessments conducted by technical partners;
- Conducting mapping exercises of partners involved in the education response and where they are working, keeping an updated "Who, What, Where, When" list of actors in the education sector;
- Developing coordination capacity and mechanisms for improved education sector response;
- Developing common principles and strategies for the creation of learning spaces, distribution of education materials, and training of teachers; and
- Documenting and evaluating education responses (INEE website, 2010).

For up-to-date information on coordination in ongoing emergencies by country and by sector, go to: http://education.humanitarianresponse.info/

Build Back Better

The post-crisis period presents a unique opportunity to address infrastructure issues, such as rebuilding schools to be disaster resistant and safer for learners and teaching personnel, and also to address quality and access gaps within the education sector that existed before the crisis (Kirk, 2008). Such efforts could include increasing access for girls and other vulnerable groups, improving teaching and learning materials, providing improved pedagogical and content training to teachers, improving support to teachers, and creating better monitoring, feedback and accountability systems. At the community level, complementary activities could include increased meaningful engagement in educational decision making by local leaders, guardians, parents, and students (Kirk, 2008).

PHASES OF EMERGENCY RELATED ASSISTANCE

Assistance related to education in emergencies is often viewed as occurring in three phases: preparedness, humanitarian/initial response, and recovery and rehabilitation. The time frames and the program focus for the different phases vary depending on the nature of the disaster/crisis. By mapping out the elements of the education response, the table below helps to make clear the specific challenges of and appropriate program activities for each phase. However, it is also essential to keep in mind the interaction between the phases, and the fact that emergencies are not linear and often move back and forth between phases.

Table 2: Phases of Emergency-Related Assistance

Phases	Description	What happens to education
Preparedness The time frame before the event	Disaster risk reduction activities take place outside of the immediate disaster response and recovery, but preparedness measures are often initiated because of a previous disaster. Disaster risk reduction aims to enhance resiliency, reduce vulnerability, and increase capacity for disaster response.	Educational activities involve knowledge and capacities developed by government, communities, schools, and other relevant stakeholders to reduce vulnerability and anticipate, respond to, and recover from the impacts of hazards and related disasters (Twig, 2004; Global Education Cluster, 2010).
Humanitarian/ Initial Response The days and weeks during and immediately following the disaster	The focus in this phase is saving lives, alleviating suffering, and reducing the economic and social impacts of the disaster. Humanitarian response is based on needs, and may last for days or months, depending on the severity of the disaster and the capacity of the affected population to respond and recover.	Education actors quickly assess the disaster's impact on education and respond with lifesaving and life-sustaining activities. Large segments of the population may be displaced, and schooling is often disrupted. The education response may focus on establishing temporary safe learning spaces to enable education to resume as quickly as possible. Attention to teachers is important, recognizing that they may be experiencing complex practical, social, and emotional challenges (Kirk, 2008).
Recovery and Rehabilitation After the immediate threat to human life subsides	Assistance begins to focus on restoration and improvement of living conditions of disaster-affected communities, including efforts to reduce physical, economic, environmental, and social vulnerability (Twigg, 2004). The ultimate goal is to restore the affected areas to their previous state or an improved state. Actions include rebuilding or restoring destroyed structures and systems. While humanitarian assistance actors may begin these activities, full recovery and rehabilitation usually requires development assistance.	Affected populations are resuming normal daily life, and may return from displacement to their home communities. Ensuring continuity of education as populations move from displaced or temporary settings to more permanent ones is key (Kirk, 2008). This period provides an opportunity to focus on strengthening the capacity of the national or local educational systems affected by the natural disaster (IIEP, 2006).

PROGRAMMING COMPONENTS

Addressing the needs of all children during an emergency is often perceived as a major challenge, especially during the humanitarian response phase. This is due to a few key factors: low donor prioritization of education, lack of access to affected populations, and limited data and information on education-related needs, to name a few. Education specialists are increasingly aware of the need to teach humanitarian assistance actors about the importance of education programming in emergencies, what constitutes inclusive education in practice, and how it translates in emergency settings. Education program staff should consider designing a response that is flexible and gender sensitive and that allows for the continuous assessment of those who are excluded from educational opportunities. Such an education response also should consider children who were not included in education before the emergency, why they were not included, and where they lived, as they are likely to face continued exclusion following a natural disaster. In addition, training and sensitization programs can encourage communities to become more involved in ensuring that all members have access to a quality and relevant education.

PROVIDING PSYCHOSOCIAL SUPPORT TO CHILDREN

Children need a safe environment in which to express themselves and engage in normal social interactions, and to buttress their resilience. Appropriate training for teachers and the inclusion of all children are paramount to the effectiveness of psychosocial support. If teaching and learning is not inclusive, it will be difficult for teachers and school personnel to mitigate the psychological and social impact of the disaster. Education program staff should consider backing inclusive education, assessing the extent to which instruction is participatory and includes all children, and providing resources and technical advice to emergency practitioners to make this type of education a reality.

Protection is a critical response that can be addressed through educational programming.

Vulnerable groups feel powerless to report abuse due to numerous factors including, but not limited to, fear of stigmatization, fear of losing material assistance, threat of retribution or retaliation, and a lack of knowledge of reporting procedures. Education programs should be holistic and include components that link protection to education.

Preparedness and Disaster Risk Reduction

Education sector-specific preparedness and contingency planning are essential components to enhance the effectiveness of any response. Ideally, this is carried out before a crisis as part of ongoing sector planning activities. Disaster risk reduction and education go hand in hand.

Preparedness actions include agreeing on uniform assessment tools and carrying out a situational analysis that could include hazard mapping, resource mapping, and a vulnerability analysis. The next step is to develop a strategy to reduce risk. Disaster Risk Reduction (DRR) refers to the continuous cycle of enhancing resiliency, reducing vulnerability, and increasing capacity for disaster response, and can include sector-specific as well as multi-sectoral actions. DRR may be carried out by development or humanitarian assistance agencies. USAID/OFDA funds many disaster risk reduction activities around the world, as do USAID Missions. This can be done through implementing partners or within the Ministry of Education during pre-crisis phases in countries or settings where there is a risk of natural disasters. During this phase, it is important to build country capacity as well as contextualized tools.

Evidence shows us that most human loss due to natural disasters can be prevented through improved DRR actions, and that schools are important venues for these activities. The goals for school disaster prevention programs are to save lives and prevent injury, prevent the interruption of education due to recurring natural hazards, and develop a resilient citizenry able to reduce the social, economic, and cultural impacts of recurring hazards (Petal, 2008).

DRR activities can make schools safer for children. Schools are often directly affected by disasters, and school buildings should be structurally sound to reduce risks of damage or collapse due to earthquakes or rainfall. In addition, schools provide a location for educating children about disaster preparedness measures, such as how to stay safe in an earthquake, storm, or flooding situation, and what to do if they are separated from their parents. Further, if educational systems take steps to prepare for disasters, such as developing contingency plans, education disruptions can be minimized.

Many of the measures listed below can be carried out throughout all the phases of assistance. Equally important, they provide fundamental information for understanding how to plan and respond effectively to support education in a natural disaster.

Education-Related Preparedness Measures

Prevent sexual exploitation and abuse

Use the education sector as an entry point to raise awareness among local populations about their rights and entitlements; the prohibition against humanitarian, development, and peacekeeping personnel engaging in acts of sexual exploitation and abuse; and how to report exploitation or abuse when it occurs. This can be accomplished through the development and delivery of information sheets, posters, radio programs, videos, and trainings to properly inform staff and local populations.

Develop and implement codes of conduct for teachers, other education personnel, and local leaders. Along with codes of conduct, establish realistic complaint procedures that include investigation processes and capacity building for project staff, students, teachers, and other educational personnel. Finally, identify and implement disciplinary action and victim assistance mechanisms.

Undertake a situational analysis

At the school level, conduct a situational analysis that includes hazard and resource mapping, along with a vulnerability analysis and needs assessment

related to the risks associated with natural disasters. These measures also help to increase public awareness.

Contingency plans are based on vulnerability and risk analysis. They provide an outline of the likely response requirements in the event of a subsequent emergency. The sector working group or Education Cluster should analyze potential crises by determining likely scenarios and their various impacts on the sector, with corresponding activities to allow adequate and appropriate arrangements to be made in advance.

Develop an institutional framework

An institutional framework for systematically implementing measures to protect education from the risks associated with natural disasters includes:

- Certification policies for emergency teachers;

- Identification of a permanent focal point for emergency education in the Ministry of Education;

- Development of a Memorandum of Understanding (MoU) or Terms of Reference (ToR) between the government and other relevant actors on roles and responsibilities for the education response in a natural disaster;

- Development of a database of potential volunteers for the education staff as a response corps;

- Annual funding allocations for the education response in a natural disaster;

- Development of building standards for schools that are disaster resistant;

- Mainstreaming disaster risk reduction curricula in the national syllabus.

Increase the physical safety and resilience of school buildings

- Ensure all new school buildings adhere to building codes that incorporate disaster resilience (design, location, construction materials and methods, inspection, monitoring, and maintenance).

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• Conduct a safety review of existing school infrastructure in the context of local hazards, and set time-bound, transparent targets for the repair, refitting, and rebuilding of schools.

Create safe learning environments with safe construction and retrofit

• Select safe school sites, and design and build every new school as a safe school.

• Prioritize the replacement and retrofit of unsafe schools.

• Minimize non-structural risks from all sources.

An education sector contingency plan may include the following sections:

1. Overall objective

2. Specific objectives

3. Planning assumptions

4. Requirements

5. Activities to be undertaken before the emergency, by whom and when

6. Activities to be undertaken during the emergency, by whom and when

7. Activities to be undertaken after the emergency, by whom and when

8. Resources required including financial, human, and educational materials and supplies

Source: Global Education Cluster and INEE 2010

Maintain safe learning environments with school disaster management

• Engage school administrators, staff, students, and parents in ongoing disaster prevention activities for the school community.

• Train teachers and school administrators to respond to disasters that may occur during school hours, including preparation to host displaced children and teachers.

• Practice simulation drills for expected and recurring disasters, and undertake planning for safe reunification, especially during school hours.

• Maintain building structural and non-structural safety measures.

Protect access to education with educational continuity planning

• Develop school and national contingency plans in advance.

• Learn and implement INEE Minimum Standards for Education in Emergencies.

• Incorporate the needs of children not yet in school, children with disabilities, and girls.

Teach and learn disaster prevention and preparedness

• Include information about the most common disasters and basic preparedness measures in the school curriculum.

• Include disaster prevention, preparedness, and principles of disaster-resilient construction, as well as environmental protection, within and outside the curriculum.

• Engage teachers and students in adapting, developing, and testing strategies and materials to reduce risks for education.

Build a culture of access and safety

• Develop and support training programs for safe school construction and maintenance.

• Incorporate this content into the curricula in pedagogic institutes and post-secondary trade schools.

• Reach out to and involve school communities through non-formal education.

• Increase the awareness of local communities and other relevant actors about the existence of a focal point for emergency education in the Ministry of Education and any agreements on roles and responsibilities for the education response in a natural disaster.

Humanitarian Response

Right after a natural disaster, the education system in the affected area will experience specific impacts. School buildings are often damaged or destroyed, children and teachers may be injured or displaced, and teachers may be unable to return to work for other reasons including broken families, homes, or roads. Children and teaching personnel may experience prolonged periods of stress as a result of the many effects of a natural disaster, including separation from their parents, caregivers, or families. Thus, children need a safe learning space to help them return to a sense of normalcy as quickly as possible. Providing a safe space for children to resume educational activities can also serve an important protective function. Children are often at risk for harm, exploitation, human trafficking, and abuse following disasters, when normal family and social structures are disrupted. In the early phases of a natural disaster, tasks to ensure the survival and well-being of children sometimes overshadow other interventions. Consequently, school operation tends to receive more support than the development of management and supervisory capacity.

The immediate priorities following a natural disaster are to assess needs and support a quick restart of educational activities for the affected population. This may include resumption of normal schooling in temporary spaces, or may focus first on non-formal educational activities designed to provide children a safe environment to support their recovery. These activities take place alongside other relief

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efforts, such as the distribution of food and other commodities, provision of emergency shelter, supply of safe water and sanitation facilities, and provision of hygiene products for girls.

USAID's Office of Disaster Assistance (USAID/OFDA) often funds protection activities designed to provide psychosocial support and serve as an entry-point for other interventions to enhance the safety of populations affected by disaster or conflict. These interventions typically focus on a particular vulnerable group, such as children, youth, or women. Sometimes referred to as "safe spaces," these interventions are more frequently described as "child-friendly spaces," "women's centers," "youth clubs," or "community centers." USAID/OFDA requires grantees to take steps to ensure that these spaces/interventions are as risk-free as

Simplice Takoubo, USAID/Benin

possible, by avoiding physical threats (e.g., repairing damaged walls that could fall on a child and locating centers in areas that are less vulnerable to attack) and ensuring that staff and volunteers working with beneficiaries are well-trained and monitored for appropriate behavior.

In the first weeks following a disaster, the Education Cluster is responsible for systematically collecting accurate and detailed basic information and data about the emergency and how it has affected the education sector. There are many challenges to accomplishing this due to security concerns

EXAMPLES OF CENTER-BASED PROTECTION INTERVENTIONS FUNDED BY USAID/OFDA

In many disasters, USAID/OFDA will support child-friendly spaces (CFS) as an emergency intervention that is meant to provide a safe place for children to come, have a chance to play, and be supervised by responsible adults. They are particularly useful interventions when a disaster has interrupted schooling. CFSs are often a starting point for developing community-based child protection activities. They also provide an opportunity for protective monitoring of children— workers can identify children who are having a hard time and may need a referral for special care (e.g., children who are orphaned, separated from families, abused, or experiencing significant psychosocial distress). CFSs are generally not meant to last beyond 3 to 6 months, after which time they should transition to more community-led interventions, such as community child protection committees that run activities or school-based activities.

Similar to CFSs, youth clubs are supported by USAID/OFDA to target older children and young adults who are out of school and/or unable to pursue livelihood activities due to a disaster or conflict. Youth centers are designed to empower older children and young adults with decision-making ability, life skills, and vocational skills.

In situations of internal displacement, such as post-earthquake Pakistan and violence-torn Darfur, USAID/OFDA has supported women's centers to provide a gathering point for women whose lives and social structures have been interrupted. In addition to social opportunities, women's centers may offer health and hygiene education, basic numeracy and literacy training, or training in early childhood development. In situations where women are heavily affected by gender-based violence (GBV), such as Darfur or the Democratic Republic of the Congo (DRC), women's centers are also used as a focal point for GBV survivors to access psychosocial support counseling, legal aid, or other assistance for their recovery.

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and access and logistical problems. The earliest needs assessments rely on pre-crisis data, initial reports through the media, and UN Office for the Coordination of Humanitarian Assistance (OCHA) situation reports.

As soon as possible, the Education Cluster conducts a Joint Education Needs Assessment of the sector. This needs assessment generates basic information to inform decisions on initial education responses and funding priorities, and to establish common indicators for further assessment and monitoring (Education Cluster, 2010).

For more detailed information on the process and tools for a rapid education assessment, see "The Short Guide to Rapid Joint Education Needs Assessments": http://www.savethechildren.org.uk/resources/online-library/the-short-guide-to-rapid-joint-education-needs-assessments

Education-Related Humanitarian Measures

Assess education needs

- Participate in Education Cluster activities, including its needs assessment, whenever possible.

- In coordination with the Education Cluster, undertake an assessment of school or other education structures to classify them as damaged, destroyed or usable, and to identify structures for use as temporary learning spaces for children.

- Coordinate with USAID/OFDA, which will usually undertake its own assessments of the disaster-affected area. Given that education is closely related to protection, USAID/OFDA will often include education-related assessment information in its reporting.

ASSESSING NEEDS

A Post-Disaster Needs Assessment and Recovery Framework (PDNA/RF) is a government-led exercise that pulls together information into a single, consolidated report detailing the physical effects of a disaster, the economic value of the damages and losses, the human impacts as experienced by affected populations, and related early and long-term recovery needs and priorities. The World Bank and the UN system lead the PDNA process.

For more information on this see: http://www.recoveryplatform.org/pdna/about_the_pdna

Some initial assessment questions might include:

1. How many schools were damaged or destroyed?

2. Are all schools closed, or are some still open?

3. Are the damaged, destroyed, closed, and open schools public or private?

4. Are internally displaced persons occupying school grounds?

5. What percentage of teachers is able to return to work?

6. What is needed for schools to resume operations? Temporary spaces? Books and supplies? Teachers?

7. What are the government's policies or intentions for re-opening schools?

Re-establish education services

- Provide temporary school facilities, such as large tents. It may also be necessary to replace school supplies and textbooks in order for classes to resume.

- Coordinate with local communities whose members can help build temporary school structures from wood, mud, and corrugated tin while more permanent schools are being re-built (Save the Children, 2008).

- Support building-sharing, in which multiple schools, organizations, or programs share a single structure in multiple shifts. Flexible time schedules may also enable children to return to school even though they may be carrying additional responsibilities at home to support their families' recovery from the disaster.

- If a disaster ended before students could sit for their end of term exams, provide support for students and teachers to administer and complete their exams.

- Train teachers in psychosocial support for children to make classroom environments as safe and supportive as possible.

Support a range of formal and non-formal educational activities

- Support formal and non-formal education opportunities that include early childhood care and education, primary and secondary education, higher education, life skills, vocational training, literacy and numeracy, as well as accelerated learning opportunities where appropriate (INEE, 2004).

- Support flexible time schedules, such as variable school hours and shifts, outreach education programs, childcare programs for young mothers, and peer support for students facing difficulties integrating into the classroom (INEE, 2004).

HAITI EARTHQUAKE

Following the January 2010 earthquake in Haiti, the Education Cluster conducted a joint needs assessment with more than 2,500 people from quake-affected areas in Port-au-Prince, Leogane, and Jacmel. The assessment included topics such as parents' and children's demand for education; school needs including physical space, learning materials, school feeding program, and psychosocial support; teacher priorities, such as the need for psychosocial, financial, and professional support; school feeding priorities; and the amount and type of local aid and support for schools.

- Consult youth representatives, women's groups, and other community members about gaps in content, quality, or access, and potential need for alternative education programs.

- Avoid forcibly mainstreaming older learners into classes for younger children. Doing so can have a negative impact on younger and older learners. Alternative options, such as accelerated courses or separate classes for older learners should be used when necessary (INEE, 2004). Be sure to develop a clear policy to share with all stakeholders on selection criteria for learners and assessments for entry into accelerated learning programs (Nkutu, Bang, and Tooman, 2010).

Provide psychosocial support for children
- Using participatory methods, train and supervise teachers in basic psychosocial support, children's rights, participatory methods, positive discipline, and codes of conduct.

- Strengthen emergency education capacities, addressing crucial protection issues in the curriculum.

- Expand capacities for psychosocial support within formal and non-formal education settings.

- Strengthen prevention of and response to violence and other forms of abuse and exploitation in schools.

- Integrate peacebuilding and life skills into education.

Recovery and Rehabilitation
Recovery and rehabilitation assistance often begins relatively quickly after the disaster, and is typically concurrent with humanitarian assistance. Some portions of the affected population may move to recovery and rehabilitation rapidly, while others may continue to rely on humanitarian assistance to meet immediate needs. Therefore, it is essential to begin planning for recovery and rehabilitation assistance immediately following a disaster.

The government may not have the capacity to manage all that needs to be done to recover, rehabilitate, and maintain the education sector after the disaster. Interruptions to routine educational activities and processes, such as the recruitment and selection of teachers, the construction of school facilities, curriculum development, and teacher training may limit educational quality (IIEP, 2006). Consequently, assistance programs may need to tackle a broad range of issues to support recovery and rehabilitation, including re-establishing a management system to ensure recruitment and placement of teachers, para-teachers, and volunteers, and to provide them with financial and development support; addressing pedagogical issues to promote quality education; and scaling

Appropriate Learning Content and Concepts for Education during an Emergency
- Literacy, numeracy, and the core competencies of basic education

- Skills-based health education (appropriate to age and situation) including first aid, reproductive health, sexually transmitted infections, and HIV/AIDS

- Human rights and humanitarian norms, active citizenship, peace education/peacebuilding, non-violence, conflict prevention/management/resolution, and child protection

- Security and safety

- Cultural activities, such as music, dance, drama, sports, and games

- Information necessary for survival in the new environment, such as rapid evacuation procedures and how to access services

- Child development and adolescence

up equitable educational opportunities to reach as many school-age children as possible. Assistance efforts must consider the capacities and training needs of teachers and school managers, and whether revisions to the existing curriculum are needed to meet the learning needs of all children.

The International Institute for Educational Planning (IIEP) suggests that the rebuilding phase provides an opportunity to focus on strengthening the capacity of the national or local education systems affected by the natural disaster (IIEP, 2006). Specifically, the focus can be on reconnecting school delivery systems in crisis-affected areas to the national education system or reforming the whole system to create a more inclusive and better quality education sector (INEE, 2007). Preparedness actions should also continue to be incorporated into the recovery, rehabilitation, and rebuilding phases.

Education-Related Recovery, Reconstruction and Rehabilitation Measures
Ensure quality teaching and learning
Following a disaster, important decisions may need to be made concerning the curriculum and learning content of formal and non-formal educational activities. Based on best practices, education programs should support the development or maintenance of survival skills, as well as vocational and academic skills for children. This process includes considering the knowledge and skills that are useful for learners at each stage of and after an emergency to enhance their capacity to lead independent, productive lives (The Sphere Project and INEE, 2009).

Mainstream psychosocial support for children into national curriculum
During the recovery and reconstruction phase, it is critical to continue to create a caring school community and stable environment for learners affected by adversity. This includes mainstreaming effective approaches through education policy and strengthening education-related psychosocial support initiated during the humanitarian phase.

Mapping and consolidating various approaches are important steps to incorporate into national approaches. Key activities include:

- Expanding capacities for psychosocial support within formal and non-formal education settings;

- Strengthening prevention of and response to violence and other forms of abuse and exploitation in schools; and

- Strengthening the capacity of national education systems for school-based mental health and psychosocial support in emergencies.[5]

Support for teachers and other education personnel
The absence of teachers is a critical issue. Processes of teacher recruitment, deployment, salary payment, and retention often break down as a result of a natural disaster. This weakens the overall school system and affects the supply of teachers and educational personnel within the country, especially if the number of qualified teachers was already limited (IIEP, 2006). Often, education assistance in an emergency offers an opportunity to include new people or a more diverse pool of teachers and educational personnel, particularly in systems that were limited prior to the emergency.

Improve Teacher Training Systems and Payment Schemes
It is essential to address threats to the quality of teaching and learning when normal teacher training systems break down (IASC, 2006; INEE, 2004). Education programming can guide the development of teacher training systems and payment schemes. Education program staff can:

- Assist with government procedures and systems in matching teachers' qualifications and compensation.

- Help to identify qualified persons to conduct teacher training courses and provide ongoing support and guidance, follow-up, monitoring, and supervision in the field. The education authorities

[5] IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings, 2007

in the host country should focus on making sure that the training aligns with teacher qualification requirements (INEE, 2004).

- Coordinate teacher training with the Education Cluster to support existing teacher incentive mechanisms, such as "cash-for-work" or "food-for-work" programs, when education is at risk of being disrupted.

- Solicit feedback from education sector personnel about the training content to determine if it meets the needs of teachers, students, and the community, and to revise it if necessary (IASC, 2006).

Displaced teachers are often unable to receive their salaries. Competition for a limited number of jobs may force teachers out of the classroom in search of alternate sources of income (IIEP, 2006). Without compensation, whether it be monetary or non-monetary, it is difficult to reduce absenteeism and ensure sustainability and continuity of teaching service (INEE, 2004). Efforts to address this supply-side factor should be coordinated with other sectors, such as the food security or economic recovery sectors, to ensure that teachers are regularly compensated for their work. In addition, it may be necessary to provide financial compensation for non-public school teachers. For example, the salaries of private school teachers have been temporarily financed as part of the humanitarian assistance response in Haiti after the earthquake to encourage teachers to return to school.

Education programs may support and implement management strategies to stabilize or expand the recruitment and preparation of new and experienced teachers. These programs can assist with the development of clear and appropriate job descriptions and codes of conduct for teachers prior to the recruitment process. Additionally, USAID programs can support the formation of a selection committee to recruit teachers based on a transparent assessment of candidates' competencies while also considering gender, ethnic diversity, and community acceptance. This should be coordinated with the Education Cluster, which may have a working group to support the identification of teachers and teacher training. Finally, education programs can support the provision of training for community members who show a willingness to develop and gain relevant teaching skills (INEE, 2009).

Develop institutional education capacity

The lack of well-functioning education offices at the district, provincial, and national levels hampers action and coordination in the education sector. Technical assistance is critical to rebuilding the capacity of the education sector and to developing national and local educational plans for current and future emergencies. This process involves planning and implementing educational activities in coordination with the host country government, humanitarian organizations, and local NGOs. A coordinated program will help the Ministry of Education to develop a new education strategy and set realistic budget levels in the post-disaster setting.

For example, to increase the capacity of the Haitian Ministry of Education (MoE) following the destruction of its offices in 2010, UNICEF procured seven pre-fabricated offices as well as water, sanitation, and hygiene facilities. The Education Cluster continued to support capacity development efforts with the MoE by developing minimum standards for learning spaces that aligned with the Ministry's accreditation guidelines.

Contribute to national policy development

As countries transition from the recovery phase to the rebuilding phase, USAID can play a significant role in supporting the long-term development of the education sector at the national level, and particularly in making sure that the learning needs of the population affected by the disaster are met in an equitable fashion. Some possible approaches include:

- Reviewing national laws and regulations to ensure that they do not deny learners the opportunity for an appropriate education;

- Supporting national laws and regulations that permit the establishment of educational facilities by non-governmental actors when needed (INEE, 2004).

Cross-Cutting Interventions

The Education Cluster's "Joint Education Needs Assessment Toolkit" for emergencies emphasizes the importance of considering cross-cutting issues when planning the education response. This is likely to necessitate inter-bureau and inter-agency communication and information sharing among cluster experts or sector working groups during an emergency. Table 3 provides information about eight priority cross-cutting domains—human rights protection, gender, HIV/AIDS, inclusive education and disability, youth, psychosocial support, disaster risk reduction, and early childhood development—and identifies the most important questions to ask when conducting a needs assessment following a natural disaster.

TECHNICAL LEADERSHIP AND ASSISTANCE FROM USAID

There are several offices and units within the United States Government (USG) that can contribute to the education response in natural disasters.

Economic Growth, Education, and the Environment (E3)

USAID's Bureau for Economic Growth, Education, and the Environment promotes a broad development agenda and provides technical leadership, research, and field support for worldwide activities in the areas of economic growth and trade, infrastructure and engineering, education, environment and global climate change, water, and gender equality and women's empowerment.

The E3 Office of Education (E3/ED) provides technical expertise and guidance, donor coordination

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Lessons Learned for National Policy Development: Pakistan

Lessons learned from the 2005 earthquake experience in Pakistan show the importance of integrating disaster-preparedness plans into national policy to mitigate the impact of future natural disasters. For example, UNESCO assisted with the development of a disaster-risk management plan for the Ministry of Education, covering aspects of risk reduction, preparedness and response, as well as curriculum development. Additional policies that were developed with the assistance of UNESCO include:

- A mechanism for the distribution of teacher and administrator salaries following a disaster;

- The distribution of earthquake preparedness manuals for teachers, children, school staff, and the Ministry of Education;

- Community and school emergency contingency plans;

- Protection standards to help vulnerable children and prevent child-trafficking, child-labor, and other areas of harm;

- Design and implementation of plans to strengthen vulnerable educational structures according to environmental compliance and earthquake resilience standards (Kirk, 2008).

Table 3: Cross Cutting Domains

	Rationale	Most Important Questions to Consider
Human Rights Protection	Education can have a positive or negative relationship on the protection of children. If schools are safe and supportive environments where risks of harm, exploitation, and abuse are minimized, children participating in educational activities are protected. However, schools can also be unsafe or provide opportunities for harm, exploitation, and abuse.	• Are schools safe, taking measures to minimize risks of harm, exploitation, and abuse for children? • What are the major risks faced by children (male/female) in schools and in the community? • Is education for all and non-discrimination for all being upheld and monitored in the affected country/areas? • Is the education provided respectful of the rights of children?
Gender	Emergencies affect the needs and lives of individuals differently. Girls and boys face different constraints in terms of access to a quality education, with girls generally experiencing more of a disadvantage (IASC, 2006a; IASC, 2006b).	• How does access to school or learning spaces differ for boys and girls, and what is or can be done by the school and community to promote equal access? • Are facilities that are essential for girls' attendance and retention available? • Are gender-related concerns addressed in the learning setting, in textbooks, in teacher behavior towards boys and girls, and in other ways? • Are learning environments secure, and do they promote the protection and mental and emotional well-being of girls and boys?
HIV/AIDS	People must have access to interventions that protect them from HIV/AIDS during an emergency. These include free condoms, access to a safe blood supply and proper transmission in an emergency health care setting, relevant information and education about prevention of HIV and sexual violence, and basic health care for people living with HIV/AIDS (The Sphere Project, 2004; Minimum Standards).	• Is information and material on HIV prevention and AIDS part of the learning content in the classroom? • Do education providers have knowledge about learning needs of and support for children affected by or particularly vulnerable to HIV/AIDS?
Inclusive Education and Disability	It is important to provide education for children with disabilities and to ensure that education initiatives integrate the special education needs of all children (INEE, 2010). Children who have a disability that predates or is a result of the natural disaster may be even more marginalized in the disaster setting as fewer resources are available during an emergency (Nicolai, 2006).	• What are the barriers to inclusive education? • Who experiences these barriers? • How can barriers to inclusive education be minimized?
Youth	Youth are often a vulnerable population in the aftermath of a disaster. Thus, all education interventions should include youth as stakeholders to sufficiently address their needs. In addition, educational programs must support both policy and practical interventions to address youth as a cross-sectoral issue (UNESCAP, 2008).	• In what learning or other activities are youth involved? • Do youth (male and/or female) in the community work? • What particular educational content and skills do markets and employers require of young people?

Table 3: Cross Cutting Domains (continued)

	Rationale	
Psychosocial Support	In emergencies, education is a key intervention offering psychosocial support. It restores a sense of security and normalcy for learners and can offer a safe environment to engage in academic and extracurricular activities. Further, educational interventions can disseminate essential survival messages, enable learning about self-protection, and integrate local strategies into reconstruction efforts (IASC, 2006).	• What has changed in the emotional, social, and cognitive needs of the learner as a result of the emergency? • Is there active participation by affected communities in assisting learners? • Who are the most vulnerable learners and what are their needs? • What social support is available in schools/learning spaces or in the school community?
Disaster Risk Reduction	DRR supports sustainable development and reduces the vulnerability of populations to natural disasters. Education officers can encourage multi-sectoral linkages to mainstream DRR in recovery and rehabilitation programs.	• Are disaster risk reduction skills and knowledge being learned? • What DRR measures have been taken, and what is still needed to reduce the risk of future harm?
Early Childhood Development (ECD)	Care practices for young children may be disrupted as adults cope with the effects of a disaster. Interventions that engage young children guarantee that children thrive and are prepared to participate in education programs later in life (Save the Children website, 2010).	• What learning and development opportunities are offered for educating children 0-8 years of age? • Are young children participating in ECD? What are the main reasons for not participating? What are the barriers to access? • What is the level of parents' involvement in young children's development?

in education, and service to missions. Within USAID, E3/ED focuses on:

1. Improving basic education;

2. Strengthening higher education institutions to address local and national needs; and

3. Improving performance through training of public and private sector organizations.

Office of U.S. Foreign Disaster Assistance (OFDA)
USAID's Office of U.S. Foreign Disaster Assistance (OFDA) is the lead U.S. Government office tasked with coordinating and providing humanitarian assistance in response to international emergencies and natural disasters. The main strategic priorities of OFDA are:

1. Providing humanitarian assistance to save lives;

2. Alleviating human suffering; and

3. Reducing the social and economic impact of humanitarian emergencies worldwide.

OFDA responds to international disasters including rapid-onset disasters such as earthquakes, volcanoes, hurricanes, cyclones, and tsunamis; slow-onset emergencies such as droughts; and complex emergencies resulting in humanitarian crises. OFDA integrates disaster risk reduction (DRR) into humanitarian assistance efforts to reduce the impact of natural disasters and enhance the capacity of affected communities to respond to future emergencies.

OFDA's role in education: OFDA recognizes that education and schools are important to populations affected by disasters, and that safeguarding and restarting educational opportunities are valuable normalizing activities that help communities cope with and recover from disasters. As part of its disaster response programming, OFDA frequently supports non-formal educational activities, as well as assistance to help schools re-start. Examples of education-related OFDA programming include:

- Child-friendly spaces to provide children with opportunities for safe, supervised play and informal learning;

- Skills training for adolescents, women, and other vulnerable populations;

- Temporary shelters for education activities where schools have been damaged;

- DRR training and initiatives;

- School supplies and teaching materials where they have been lost or destroyed;

- Advocacy and material support for schools to enroll internally displaced children in the place of displacement;

- Training for teachers in psychosocial support, landmine awareness, and child protection.

Coordination with USAID/OFDA: In a disaster, USAID/OFDA's programming will be managed through regional teams in the field and in Washington, DC or by a Disaster Assistance Response Team (DART) in the field and a Response Management Team (RMT) in Washington, DC. Country-level education program staff should contact USAID/OFDA staff in the region for information on any education-related programming. Washington, DC-based staff should contact USAID/OFDA regional teams in Washington, D.C. for information about specific countries. Technical oversight of education-related programming rests primarily with USAID/OFDA's Technical Advisors Group, specifically the protection advisor.

Office of Transition Initiatives (OTI)

USAID's Office of Transition Initiatives (OTI) was created in 1994 to bridge the gap between emergency disaster relief programs and long-term development assistance. While OTI primarily provides assistance to countries that are in a state of transition from human-caused crisis to recovery, they may be included in the disaster response portfolio, working in tandem with the Office of

Food for Peace (FFP) and OFDA. Together, these three offices consider how to integrate program strategies to facilitate transitions out of relief assistance (USAID, 1999; Lawson, 2009).

OTI offers expertise in short-term assistance to support the transition from crisis to recovery, especially regarding the restoration of basic infrastructure. This knowledge and expertise can be shared with Regional Bureaus and other USAID offices to support education interventions.

USG Secretariat for Orphans and Vulnerable Children

Public Law (PL) 109-95, the Assistance for Orphans and Other Vulnerable Children in Developing Countries Act of 2005, was signed into law to respond to the global crisis of orphans and vulnerable children. The Act calls for the U.S. Government (USG) response to the crisis to be comprehensive, coordinated, and effective.

Within USAID, the Bureau for Global Health (GH) is the locus of PL 109-95 leadership and management and the home of the Special Advisor for Orphans as well as Vulnerable Children, a position mandated by the Act. In 2009, a four-person secretariat was established to implement the legislative requirements specified under PL 109-95, including: (1) a unified USG coordination strategy, (2) a USG-wide monitoring and evaluation system, and (3) annual reports to Congress.

The PL 109-95 Secretariat convenes bi-monthly meetings of the Inter-Agency Working Group, which includes representatives from the U.S. Department of Defense, the U.S. Department of Health and Human Services, the U.S. Department of Labor, the U.S. Department of State, the U.S. Peace Corps, and the U.S. Agency for International Development. The NGO community is represented by Global Action for Children, and the United Nations is represented by UNICEF.

In fiscal year 2008, more than 20 operating units within 7 USG departments and agencies provided
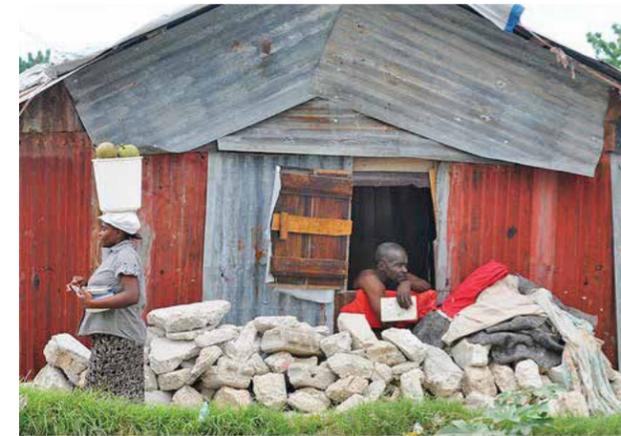
funding through 2,044 projects in 113 countries to NGOs, faith-based organizations (FBOs), the United Nations, international organizations, and host-government partners to:

- Directly help children in crisis;

- Protect children from crises by addressing the causes of their vulnerability;

- Strengthen family, community and government capacity to identify and respond to their most vulnerable children; and

- Conduct research and evaluations to identify the most effective interventions to care for and protect children.

The goal of the PL109-95 Secretariat is to support USG agencies by improving their collective performance with respect to program strategy and coordination, monitoring, evaluation, reporting, and the application of best practice in an effort to do more and better for highly vulnerable children.

CONCLUSION: MAKING EDUCATION PART OF THE SOLUTION

Education plays a lifesaving and life-sustaining role in an emergency situation and is essential to helping communities and learners rebuild their lives (Martone, 2008). Access to formal and non-formal education in the context of a natural disaster

builds emotional and intellectual competencies, mitigates the psychosocial impact by restoring a sense of normalcy and hope, provides physical protection, and conveys information about the risks of a natural disaster (INEE, 2010; IASC, 2006). In areas affected by a natural emergency, education fosters the development of children, youth, and adults, enabling them to better support long-term reconstruction activities and to build back a more prosperous society (IASC, 2006).

Currently, USAID/OFDA supports education-related activities through its core humanitarian assistance sectors. In addition, USAID Missions play an important role in sustaining the gains from USAID/OFDA, OTI and PL 109-95 programs, in supporting education preparedness as well as post-disaster response efforts, and especially in providing recovery, reconstruction, and rehabilitation assistance.

For all children to have access to a quality and safe education, sector-specific interventions are needed to augment the number and impact of educational activities supported through other humanitarian assistance sectors. By enhancing these existing synergies, USAID education programming can better respond to natural disasters and save lives, promote healing, and restore dignity and normalcy to those affected by disasters.

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Annex 1: Additional Resources for Education in Emergencies

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EARLY CHILDHOOD DEVELOPMENT

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Save the Children International. (2007). Delivering Education for Children Emergencies: A Key Building Block for the Future: http://www.ecdgroup.com/docs/lib_005985256.pdf

GENDER

IASC Gender Handbook in Humanitarian Action. (2007). Women, Girls, Boys & Men. Different Needs – Equal Opportunities: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-genderh

IASC Guidelines on Gender-Based Violence Interventions in Humanitarian Settings. (2005): https://ochanet. unocha.org/p/Documents/GBV%20Guidelines%20%28English%29.pdf

INEE Pocket Guide to Gender (2010): http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1009

HIV/AIDS

IASC Guidelines on HIV in Humanitarian Settings (2010). http://www.humanitarianinfo.org/iasc/pageloader. aspx?page=content-products-products&sel=9

HUMAN RIGHTS

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INCLUSIVE EDUCATION AND DISABILITY

INEE. (2009). Education in Emergencies: Including Everyone. INEE Pocket Guide to Inclusive Education: http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1007

Save the Children, UK. (2008). Making Schools Inclusive: How Change Can Happen: http://www.eenet.org.uk/resources/docs/Making%20schools%20inclusive%20SCUK.pdf

PSYCHOSOCIAL SUPPORT

Christian Children's Fund. (2008). Starting up Child Centered Spaces in Emergencies: http://www.ecdgroup.com/docs/lib_005823920.pdf.

IASC (2007). IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings: http://www.who.int/mental_health/emergencies/guidelines_iasc_mental_health_psychosocial_june_2007.pdf

Save the Children, USA. (2007). Safe Spaces Program Manual: http://www.ecdgroup.com/docs/lib_005294246.pdf

YOUTH

Child Trends. (2008). A Guide to Resources for Creating, Locating and Using Child and Youth Indicators Data: http://www.childtrends.org/wp-content/uploads/2013/04/child_trends-2009_01_05_FR_childindicatorguide.pdf

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USAID

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