

An evaluation of the INEE Minimum Standards
for Education in Emergencies, Chronic Crises
and Early Reconstruction:

A Pakistan Case Study



INEE

Inter-Agency Network for Education in Emergencies

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Inter-Agency Network for Education in Emergencies (INEE)

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Executive Summary

On October 8th, 2005, a severe earthquake hit northern Pakistan, killing 75,000 of its inhabitants and affecting 3.5 million people. Only a week before, the pilot trainings on the Inter-Agency Network for Education in Emergencies (INEE) *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* (INEE Minimum Standards) had taken place in Peshawar and Islamabad. Within days of the earthquake, a concerted effort to disseminate the INEE Minimum Standards had begun, which resulted in the distribution of hundreds of handbooks and the training of hundreds of professionals on the handbook's use. This study was undertaken to add to the understanding of the awareness, utilization, institutionalization, and impact of the INEE Minimum Standards in Pakistan, given the wide circulation of handbooks and the number of trainings held.

Awareness: Since 2005, awareness of the INEE Minimum Standards in Pakistan has increased considerably. There was consensus among study participants that, at the time of the earthquake – almost a full year after the global launch of the INEE Minimum Standards – awareness in Pakistan of the standards was almost nonexistent. At the time of the field research, some 20 months after the earthquake, the situation had changed. Nonetheless, the study found awareness of the INEE Minimum Standards to be lower than expected. Only approximately half of the 112 study participants were aware of the standards. Those most likely to be aware of the standards work at international nongovernmental organizations (INGOs) and United Nations agencies committed to education. Those least aware of the standards work for local NGOs and government bodies. The study recommends that INEE Minimum Standards trainings continue on a long-term basis and that focal points and/or stakeholders engaged in education programming, policy and advocacy at local and national levels continue advocacy for the INEE Minimum Standards.

Utilization: Half of the study participants aware of the standards use them in their work. Importantly, many study participants reported that, once individuals had familiarized themselves with the INEE Minimum Standards handbook, 'it has influenced the way they approach program design' and it helped to avoid duplication. Those most likely to use the standards are at the top of hierarchies in their respective institutions and had participated in training on the INEE Minimum Standards. The most frequently reported use of the standards was for monitoring and evaluation activities; this was followed closely by project design, advocacy, assessment, and preparedness planning. The standards most commonly used by study participants were those related to community participation, followed by the policy and coordination standards, and the teachers and other education personnel standards. The study recommends that users of the INEE Minimum Standards continue to be encouraged to contextualize the indicators and that future versions of the handbook be more user-friendly.

Institutionalization: The study found only three agencies to have institutionalized, or formally incorporated, the standards into their policies and procedures. The study recommends greater advocacy by INEE members within their own agencies and organizations to increase institutionalization of the standards.

Impact: There is a general sense among those aware of the INEE Minimum Standards that the standards positively influenced the emergency response in Pakistan and improved coordination efforts. However, as programming guidance came from a variety of sources and the INEE Minimum Standards are an articulation of best practice in the field of education, more research is needed to determine the level of direct impact.

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Acronyms

ADN	Al-Mustafa Development Network
BEFARe	Basic Education for Afghan Refugees
PAK	Pakistan Administered State of Azad Jammu and Kashmir
CRS	Catholic Relief Services
DCTE	Directorate of Curriculum and Teacher Education
DDF	Dosti Development Foundation
DRU	District Reconstruction Unit
ECI	Eco-Conservation Initiative
ERRA	Earthquake Reconstruction and Rehabilitation Authority
ERP	UNESCO's Earthquake Response Program
IASC	Inter-Agency Standing Committee
INEE	Inter-Agency Network for Education in Emergencies
IRC	International Rescue Committee
M&E	monitoring and evaluation
NGO	nongovernmental organization
NWFP	North-West Frontier Province
PITE	Provincial Institute for Teacher Education
SCF	Save the Children Fund
SERRA	State Earthquake Relief and Rehabilitation Authority
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WVI	World Vision International
WWF	Worldwide Fund for Nature

1. Background

1.1 The INEE Minimum Standards¹

In December 2004, the Inter-Agency Network for Education in Emergencies (INEE) launched the *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* (INEE Minimum Standards), the first global tool to define a minimum level of educational quality in order to increase coordination, access and accountability. Developed with the participation of over 2,250 individuals from more than 50 countries, the standards reflect rights and commitments as well as consensus on good practices and lessons learned across the field of education and protection in emergencies and post-conflict situations. The standards were designed to be an immediate and effective tool to promote protection and quality education at the start of an emergency while also laying a solid foundation for post-conflict and disaster reconstruction.

A three-tier plan² for the evaluation of the impact of these standards was developed in 2005 by the INEE Working Group on Minimum Standards' Applications and Analysis Sub-Group, with the objectives of facilitating dissemination and awareness, systematically assessing utilization, and for the continuing revision and improvement of the standards:

- Tier One: A qualitative and quantitative evaluation of the use and impact of the Standards, with baseline and end line measures;
- Tier Two: Evaluation tools provided to INEE members to carry out own studies, drawing on Tier One methods and results; and
- Tier Three: Self-evaluation of the INEE Minimum Standards by INEE members.

This research study contributes to Tier One and was undertaken, following the methodology developed by INEE, to gain a better understanding of the awareness, utilization, institutionalization, and impact of the INEE Minimum Standards in Pakistan.

1.2 Research Questions³

The principal research questions for this study were: *Are key actors aware of the INEE Minimum Standards? Are they being used? Are they having an impact? Can they be improved?* To answer these principal questions, a range of more specific research and evaluation questions needed to be answered for and about the organizations that are using or could use the standards. The levels of implementation investigated were the following:

- **Awareness:** Are members and/or clients of organizations aware of the standards? How did they learn about them?
- **Utilization:** Are the standards being used? How? What factors facilitate the use of the standards? Inhibit their use? Are some standards used more, or used more intensively, than others? Why?
- **Institutionalization:** Have any standards been institutionalized in the policies or procedures of an organization?
- **Impact:** What is the impact of standards on educational access? On education quality? On the acceptance of quality education as an emergency response? On a holistic and well-coordinated transition from emergency to early reconstruction?

¹ Source: INEE Web site: www.ineesite.org.

² See *INEE Research Plan for Case Studies on the Utilization of Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* on the INEE Monitoring and Evaluation Web Page for more information: <http://www.ineesite.org/page.asp?pid=1066>.

³ *Ibid.*

1.3 Research Methodology

In order to investigate the awareness, utilization, institutionalization, and impact of the INEE Minimum Standards in Pakistan, the study employed a mixed-method case study approach. The case study is 'an empirical inquiry that investigates a contemporary phenomenon within its real-life context' (Yin, 2003: 13). The research relied primarily on three sources of data: documentary analysis, questionnaire, and semi- and unstructured interview.

Documentary sources for the study included largely unpublished documentary data: INEE Minimum Standards training reports; government, international agency and NGO framework documents and project reports; and Education Cluster meeting minutes, among other documentary sources provided by INEE, UNESCO/Pakistan, and study participants. (See *References for a list of the published documents used in the study.*)

The Application and Analysis Sub-Group of the INEE Working Group on Minimum Standards developed a questionnaire for use in the study to measure the level of awareness, utilization, institutionalization, and impact of the INEE Minimum Standards, as well as to investigate which groups could benefit from training and to elicit suggestions for future revisions (see *Annex 1*).

The sampling strategy used to identify study participants to interview and/or to complete the questionnaire was a non-probability, purposive sample of key stakeholders. A non-probability sample is one in which participants are not selected at random; a purposive sample is one that relies on the researcher's judgment to select participants (Robson, 2002). For this study, the principal researcher and the research assistant sought to recruit individuals from a range of institutions – local and international nongovernmental organizations (NGO), United Nations (UN) agencies, and government officials both at national headquarters, district-level, and field offices. The researchers made every effort to include participants in the study both from institutions likely to have staff members who are aware of the INEE Minimum Standards (i.e., with staff members who were known participants in INEE Minimum Standards trainings) and also from institutions unlikely to employ staff members who are aware of the INEE Minimum Standards (i.e., with no staff members who are known participants in INEE Minimum Standards trainings). This choice reflected the assumption that no evidence could be gathered on the utilization, institutionalization, and impact of the INEE Minimum Standards if all study participants were not aware of the standards; furthermore, no evidence could be collected as to the characteristics of the population that was not aware of the standards if all study participants had undergone training on the INEE Minimum Standards.

Preliminary documentary data collection took place in May and June of 2007, followed by a three-week period of field research in Pakistan's North-West Frontier Province (NWFP) and Pakistan Administered State of Azad Jammu and Kashmir (PAK) in June and July of 2007. The researchers administered questionnaires to and/or interviewed a total of 112 individuals.

The documentary evidence was analyzed according to the guidance suggested in the Research Plan for Case Studies on the Utilization of Minimum Standards of Education in Emergencies, Chronic Crises, and Early Reconstruction, developed by the Applications and Analysis Sub-Group. Data collected through the questionnaire were analyzed using the statistical software SPSS (formerly the Statistical Package for the Social Sciences). The unstructured and semi-structured interview data were analyzed using Miles and Huberman's (2004) procedures of qualitative analysis: data display, data reduction, pattern-seeking within the data, and data/conclusion verification.

Limitations of the study

As the study used a non-probability sample, only limited claims may be made to the representativeness of the sample and the generalizability of the findings. While the study found evidence on the awareness, utilization, institutionalization, and impact of the INEE

Minimum Standards across a wide range of institutions, these findings cannot be extrapolated to Pakistan as a whole.

It is of note that the researchers attempted to contact many individuals for the study with whom a meeting could not be arranged; study participants comprise, therefore, a population that were willing and available to meet with the researchers. Moreover, the high degree of staff turnover that characterizes institutions working in challenging contexts means that many of those contacted for the study had only held their positions for a period of months, and their experiences may differ from those of their predecessors.

Both researchers found that study participants were very reluctant to provide project proposals or other internal documents. Therefore, it was often not possible to verify how or whether the INEE Minimum Standards were used in such documents.

The data collected from the questionnaire contained missing values for a number of questions that were omitted by respondents. Therefore, the study cannot speak to the questions for which the non-response rate was high.

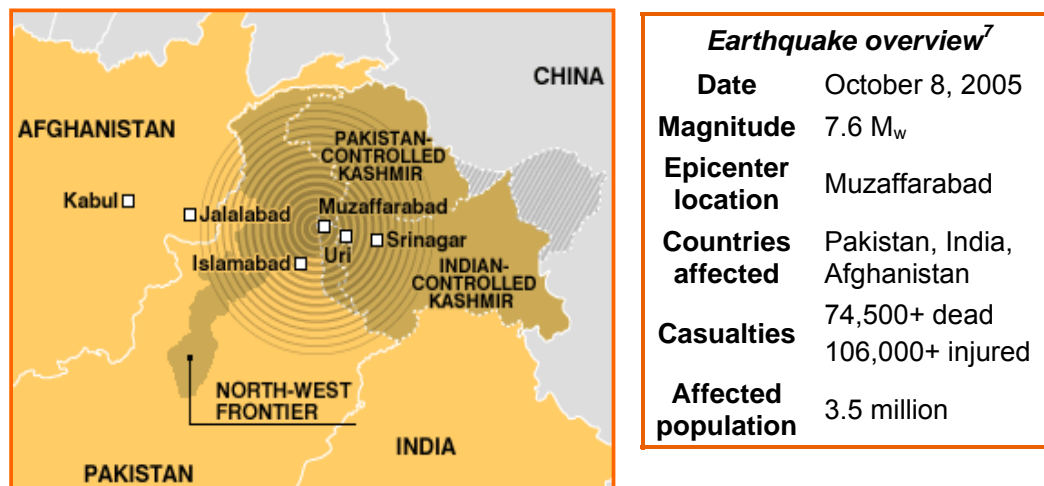
2. Context

2.1 The Dissemination of the INEE Minimum Standards in Pakistan

The first three-day pilot trainings on the INEE Minimum Standards took place in Peshawar and Islamabad from September 26th to October 1st, 2005. The majority of the participants in the Peshawar workshop were education professionals working with Afghan refugees. The participants in the Islamabad workshop were a mixed group of education professionals – those working with Afghan refugees as well as those not working in emergency contexts – and humanitarian aid professionals who did not work in the education sector. Those in the latter group had, at the time, rated the INEE Minimum Standards training as less relevant to their work than those in the former; within days, their training became highly pertinent to their situation.

The following week, on October 8th, 2005, an earthquake hit northern Pakistan during the school day, killing approximately 75,000 people and affecting a total of 3.5 million.⁴ Over 18,000 children and 900 teachers were killed in the North West Frontier Province (NWFP) and Azad, Jammu and Kashmir (AJK).⁵ Aftershocks continued for months, causing additional devastation and further traumatizing survivors.

Epicenter of earthquake.⁶



By November 2005, UNICEF and UNESCO had sensitized education practitioners and government officials at the epicenter of the earthquake, Muzaffarabad, to the INEE Minimum Standards through an orientation to the standards at the district-level cluster meeting. The handbook became increasingly referred to as a 'guiding framework' for the response in the education sector.

INEE and UNESCO/Pakistan obtained funding from the Norwegian Refugee Council in January 2006 for the placement of an INEE Minimum Standards expert in Pakistan. An officer was seconded to UNESCO's Earthquake Response Programme (ERP) to serve as the INEE Minimum Standards Focal Point in Pakistan and to manage UNESCO's ERP. Under the

⁴ Source: Relief Web. (09 October 2006). Pakistan: UN Achievements – One year later. Accessed June 12, 2007 at <http://www.reliefweb.int/rw/RWB.NSF/db900SID/EGUA-6UELKY?OpenDocument>.

⁵ *Ibid.*

⁶ Source: BBC News. Accessed June 6, 2007 at http://news.bbc.co.uk/1/hi/world/south_asia/4324534.stm#map.

⁷ Source: Relief Web, *Op. cit.*, and Wikipedia. Accessed August 26, 2007 at http://en.wikipedia.org/wiki/2005_Kashmir_earthquake.

guidance of this INEE Minimum Standards Focal Point in Pakistan, over 500 handbooks were distributed within the first nine months after the earthquake. An early Urdu translation of the handbook was available in Microsoft Word format even before the earthquake, yet it had little circulation outside of Islamabad, which may have limited early utilization of the standards at the field level. The translation of the INEE Minimum Standards handbook and training materials into Urdu was extremely important in this regard,⁸ although the final published format was not available until January 2007. The INEE Minimum Standards Focal Point in Pakistan at UNESCO trained over 125 education personnel in Islamabad, Muzaffarabad and Lahore on the INEE Minimum Standards, including representatives from government bodies, UN agencies, and national and international NGOs. In addition, at least 170 more education stakeholders were trained by institutions other than UNESCO at the time of this writing. Other emergency personnel were made aware of the INEE Minimum Standards through SPHERE trainings, most notably the August 2006 SPHERE Training of Trainers Workshop, which included a module on the INEE Minimum Standards.

Districts most affected by the 2005 Earthquake, NWFP & AJK.⁹



⁸ These materials were translated and printed by UNESCO.

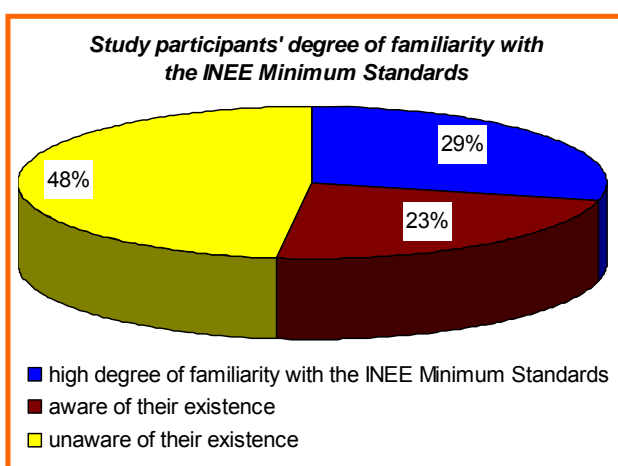
⁹ Source: Adapted from Education Cluster maps developed by UNICEF/Pakistan's Education Section.

3. Case Study Findings and Applications

3.1 Key Findings: awareness, utilization, institutionalization, and impact

Awareness: For the purposes of this study, awareness ‘refers to how people have learned about the minimum standards, their opinions about the INEE Minimum Standards training, and the obstacles to learning about the standards.’¹⁰

Given the wide circulation of the INEE Minimum Standards handbook and the number of trainings held in Pakistan, the study found awareness of the INEE Minimum Standards to be lower than expected. Of the 112 participants in the study, approximately half had heard about the standards (See Annex 2). Those who had heard about the standards usually learned about them through training or from the INEE Minimum Standards handbook or brochure. Several participants each reported learning about the INEE Minimum Standards from the INEE Web site, word of mouth, job orientation, or participation in the regional consultations from which the INEE Minimum Standards were created.



The study participants most likely to be aware of the standards work for international NGOs or for United Nations agencies committed to education, namely UNICEF and UNESCO. Those who are aware of the standards are likely to believe that their counterparts in governments, UN agencies, international NGOs, and – to a lesser extent – local NGOs and project staff are also aware of the standards. However, empirical evidence in this study

suggests that those who are aware of the INEE Minimum Standards overestimate the level of awareness of their colleagues. The population aware of the INEE Minimum Standards cited time constraints, unavailability of training, and scarce resources as challenges to learning about the standards. Yet, several study participants believed that there were no constraints at all to familiarizing oneself with the handbook.

Those least aware of the standards are local NGOs and government officials, with the exception of a few at the most senior levels. Of the population that was unaware of the standards, approximately a third had heard of the SPHERE standards. Several government officials commented that they used no guidance texts of any kind because their staff already knew what to do in order to rehabilitate the education system. Nonetheless, many of those unaware of the standards expressed interest in learning about them during the course of the study.

While the level of awareness was lower than expected, the study found that, since 2005, awareness of the INEE Minimum Standards had increased considerably. There was consensus among study participants that, at the time of the earthquake – almost a full year after the launch of the INEE Minimum Standards – awareness in Pakistan of the standards was almost nonexistent. At the time of the field research, some 20 months after the earthquake, the situation had changed. One study participant reported that, within weeks of the earthquake, organizations were sharing the PDF version of the INEE Minimum Standards with one other,

¹⁰ INEE Research Plan. Op. cit.

and the 'little orange books were everywhere'. However, several study participants reported that, after this initial phase, enthusiasm for the standards waned.

The most likely reasons for unawareness of the standards include:

- high staff turnover, which is a common phenomenon in humanitarian aid. Many study participants had only occupied their current posts for a period of months.
- lack of dissemination within institutions to employees occupying junior positions. The study found that those more likely to be aware of the standards occupied high positions in their institutions. And,
- lack of time for personnel to familiarize themselves with external tools in an emergency situation. Several study participants reported that the frenetic atmosphere of emergency relief work is akin to the chaos of firefighting.

Other possible reasons for unawareness of the standards include the small number of INEE Minimum Standards trainings available relative to the number of aid workers involved with education in Pakistan, the lack of dissemination of trainings on the part of those trained, and training burnout, meaning that too many trainings were made available during the acute earthquake emergency to attend them all.

Those who had participated in an INEE Minimum Standards training – 39 out of 112 study participants had received some form of training and, of them, 22 had received training of a day or more – rated the materials and the training itself highly.

While the study focused primarily on institutions working with communities affected by the earthquake, study participants who worked in non-emergency education programs more often responded that they were unaware of the existence of the INEE Minimum Standards than those who worked in emergency or reconstruction. However, this may be changing: at Save the Children—US, one study participant remarked that, at first, only the emergency people knew about the standards, but now all those working in education 'take responsibility for them, as well'.

Utilization: Implementation and use 'refers to how institutions have or are currently using the minimum standards and ways which projects have changed as a result of the minimum standards.'¹¹

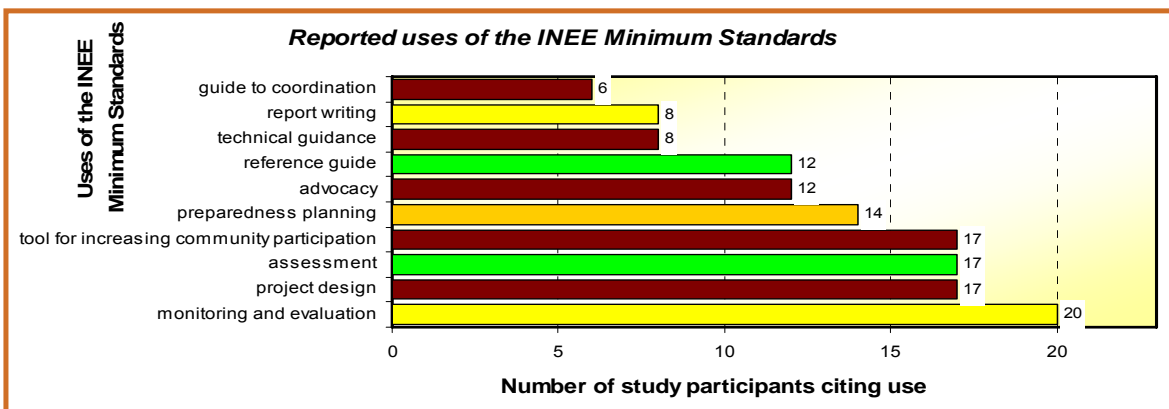
*'After the earthquake, children were in trauma and they were not ready to rejoin their school because of the fear that their school would collapse again.'** The Pakistan office of Save the Children—UK relied on the INEE Minimum Standards handbook to ensure quality response in all aspects of their educational programming. For instance, sport kits were included in SC-UK's teaching and learning materials distribution activity after consulting the indicators and guidance notes provided in the INEE Minimum Standards handbook. The sports kits attracted students to the schools and helped overcome the fears mentioned above.

* Source: Questionnaire data.

Of the study participants aware of the INEE Minimum Standards, approximately half were using them in their work. Interestingly, two-thirds of those using the standards had participated in some form of training, as per above. The study also found evidence to show that those most likely to use the standards were at the top of the hierarchy in their respective institutions. Those in high positions are most likely to be engaged with policy and planning and it is this population that is most likely to be using the standards. However, use of the INEE Minimum Standards handbook is not sufficiently 'trickling down' to the field level.

¹¹ *Ibid.*

The most frequently reported use of the INEE Minimum Standards handbook was for monitoring and evaluation activities. This was followed closely by project design, advocacy, assessment, and preparedness planning. The study found little difference in the way that study participants used the handbook during the acute emergency and the early reconstruction phase during which the field research was taking place, which implies that once study participants began using the INEE Minimum Standards handbook they continued to use it for the guidance they needed, even after the acute emergency was over.



The standards most commonly used by study participants were those related to community participation, followed by the standards related to policy and coordination, and then teachers and other education personnel. The standards related to community participation were most often used by all the institutions represented by the participants in this study, while use of the standards related to policy and coordination and teachers and other education personnel depended on the positions of the participants. In other words, there was a strong link between the position of the study participants and the particular standards they were using: those in management positions were more likely to use policy and coordination standards, while those working in the field were more likely to use community participation standards.

Many study participants reported using the tools provided in the INEE Minimum Standards handbook: the assessment framework, the situation analysis checklist, the information gathering and needs assessment form, the psychosocial checklist, and the teachers' code of conduct. For those who use the INEE Minimum Standards, the guidance provided by these tools avoided duplication of effort and the reinvention of the wheel. Several study participants said that the handbook itself is a 'guiding tool'; one study participant commented that 'when designing the response, it is good to check yourself'.

The Pakistan office of CARE International has developed its own indicators based on those presented in the INEE Minimum Standards handbook.*

For example, a key indicator in the handbook for Access and Learning Environment Standard 3: Facilities – 'Education facilities are conducive to the physical well-being of learners' – reads: 'The physical structure used for the learning site is appropriate for the situation and includes adequate space for classes and administration, recreation and sanitation facilities' (INEE, 2004: 8).

CARE Pakistan's education emergency indicators contextualize this guidance to reflect the situation in post-earthquake Pakistan; CARE's contextualized indicators are as follows:

- *Weather-sensitive development of school model*
- *Earthquake-safe construction of all schools (temporary and permanent)*
- *Government-standardized school furniture for primary level students*
- *Safe playgrounds (with boundary walls and equipment) for schools and communities (where land is available)*
- *Separate latrines for girls, boys, and teachers*

* Source: CARE Pakistan's unpublished list of education emergency standards and indicators, 2005-2007.

Importantly, many study participants reported that, once individuals had familiarized themselves with the INEE Minimum Standards handbook, 'it has influenced the way they approach program design', even if the handbook were not on their desk. Several study participants expressed the view that the INEE Minimum Standards are just 'common sense' or a collection of best practices, the implication being that all good professionals would be implementing the standards without the help of any guidebook or by using other available tools. Many participants also suggested that the INEE Minimum Standards were being used, although perhaps not by name, the implication being that colleagues who were unaware of the existence of the standards were still implementing the best practices that the INEE Minimum Standards represent.

Almost all study participants with a high level of familiarity with the INEE Minimum Standards reported using them during the acute emergency. The few participants who had a high level of familiarity with the standards and did not report using them during the acute emergency were not involved in the education sector at the time. All participants who were familiar with the INEE Minimum Standards reported that they would use the standards in the future.

One possible reason for the relatively low utilization of the standards by those who are aware of their existence may be confusion about the contents of the handbook. Several study participants who are aware of the INEE Minimum Standards but are not currently using them reported the incorrect belief that the standards were only applicable during the acute emergency phase of the disaster. Several other study participants commented that, upon learning about the existence of the standards, the INEE Minimum Standards seemed to be an 'additional burden' for them and their overtaxed colleagues; they considered themselves 'too busy' to try to use the standards and, often, 'too busy' to attend INEE Minimum Standards training. Of the study participants who had subsequently attended training, this view changed dramatically. In the words of one study participant, the trainings helped to 'demystify' the handbook and demonstrate that using the INEE Minimum Standards was 'nothing extra, nothing hard'. On the other hand, some of those who had only learned of the existence of the INEE Minimum Standards by participating in this study and had not been trained in using them, claimed that the standards had already been implemented, or even surpassed, in Pakistan. This is likely due to their unfamiliarity with the content of the handbook.

Other reasons for the relatively low utilization of the standards may be the handbook's lack of detail, the perception that the standards are too high, and/or the handbook's use of specialized language. Several study participants called the INEE Minimum Standards 'too general', 'not specific enough to provide guidance on program design', and/or 'not practical enough'. At the same time, other study participants remarked that the ideals represented by the standards are difficult to achieve in the best of circumstances, much less in an emergency situation; one respondent called the INEE Minimum Standards 'maximum standards'. Several study participants also observed that the handbook contains 'highly technical language', which – as one study participant remarked – renders the use of the handbook 'complicated' at first, if one 'didn't receive proper training'. It is also significant that the availability of the final printed Urdu translation was not announced until January 2007; earlier publication may have mitigated the difficulties with the specialized language of the handbook felt by some study participants for whom English is a second language.¹² However, a badly translated handbook could have caused even further difficulties.

¹² While the printed Urdu version was announced in January 2007, a pdf version was available earlier. The final translation and printing was necessarily time consuming in order to ensure the highest level of technical quality.

Institutionalization: This concept ‘refers to ways in which the minimum standards have been formally incorporated into institutions’ policies and procedures and the priority that institutions generally place on the minimum standards as well as education in emergencies, chronic crises and early reconstruction.’¹³

The overall level of institutionalization of the INEE Minimum Standards in Pakistan is low. The study found only three institutions¹⁴ that appear to have formally incorporated the standards into their policies and procedures:

- Save the Children—UK, in their Thematic Program Plan;
- UNICEF, in their 2006/07 Annual Workplan; and
- UNESCO, in most ERP reports and all ERP strategy documents, such as the Program Outline for the Early Recovery and Reconstruction of the Education System in Earthquake-affected Areas of North West Frontier Province (NWFP) and Azad, Jammu and Kashmir (AJK).

It is almost certainly due to the advocacy on the part of UNICEF and UNESCO in their respective roles as chairs of the Education Cluster and Education Working Group that the ERRA-UN Early Recovery Plan¹⁵ – the guiding document for aid interventions for the relief-to-reconstruction transition period – contains references to the INEE Minimum Standards as a framework for coordination and implementation of all education programs. The INEE Minimum Standards do not, however, appear in the earlier UN Flash Appeal¹⁶ and Early Recovery Framework¹⁷, nor – significantly – in the education sector’s 2006 Reconstruction and Rehabilitation Strategy¹⁸ developed by government bodies.

Almost all study participants that reported using the standards also reported that their institutions were committed to using the INEE Minimum Standards. None of these, however, were Government of Pakistan bodies: three district-level government officials had attributed their institutions’ lack of commitment to the standards to the fact that the Government of Pakistan has its own standards, and had little interest in additional guiding documents.

Impact: Impact ‘refers to the standards’ influence on the acceptance of quality education as an emergency response as well as on a holistic and well-coordinated transition from emergency to early reconstruction. It also refers to the impact of using the standards on either access to, or quality of, the education services as well as the level of importance that institutions put on education in emergencies.’¹⁹

While the scope of the study did not allow for the measurement of impact, anecdotal evidence suggests that the INEE Minimum Standards have played a role in the earthquake response. Several study participants reported that the handbook provided a ‘common language’ and a ‘common framework’ for those working in the education sector. Many suggested that the

¹³ *Ibid.*

¹⁴ Two additional international NGOs – the Pakistan offices of the International Rescue Committee and CARE International – may have institutionalized the standards in their work but the study’s researchers were unable to collect sufficient evidence to verify this information.

¹⁵ ERRA & IASC. (2006) *ERRA-UN Early Recovery Plan*. Islamabad: United Nations System in Pakistan and Government of the Islamic Republic of Pakistan.

¹⁶ United Nations. (2005a) South Asia Earthquake 2005 Flash Appeal. Consolidated Appeals Process. Accessed June 3, 2007, at [http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/Flash_2005_SouthAsia/\\$FILE/Flash_2005_SouthAsia_SCREEN.PDF?OpenElement](http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/Flash_2005_SouthAsia/$FILE/Flash_2005_SouthAsia_SCREEN.PDF?OpenElement).

¹⁷ United Nations. (2005b) Pakistan 2005 Earthquake. Early Recovery Framework with preliminary costs of proposed interventions. Islamabad: United Nations System.

¹⁸ GoP, ERRA, & Prime Minister Secretariat. (2006) Build Back Better: Reconstruction and Rehabilitation Strategy. Education Sector. Accessed June 16, 2007 at <http://www.erra.gov.pk/Reports/IEducation%20Strategy%20dated%2019%20April%202006.pdf>.

¹⁹ *INEE Research Plan. Op. cit.*

strength of the educational response may be partially attributed to the existence of the INEE Minimum Standards, along with the recognition of education as a separate cluster and the visible fact that thousands of schools were destroyed. Several study participants also suggested that the INEE Minimum Standards helped to improve the coordination of the response; one study participant emphatically stated that ‘coordination has improved due to having a framework’, i.e., the INEE Minimum Standards. However, most study participants admit that this cannot be attributed to the standards alone but to the combination of the cluster system and the standards.

Many study participants checked ‘yes’ on the questionnaire when asked whether the INEE Minimum Standards had an impact, although few provided concrete examples. However, there was a sense among those aware of the INEE Minimum Standards that the standards positively influenced the emergency response. Many study participants felt that programming guidance came from a variety of sources, including the INEE Minimum Standards, and it was difficult to determine which decisions resulted directly from the INEE Minimum Standards alone. Further research is needed to confirm these views.

The education coordination group in Muzaffarabad reprimanded an agency for ‘going against the standards’ and endangering children.* This agency had been distributing heating units to schools housed in tents. Concerned that, due to the design of the units, the children could burn themselves, the education coordination group called on the INEE Minimum Standards handbook as evidence of global consensus that such an activity should be revised with attention to child protection. The agency duly adjusted its project and removed the potentially-hazardous heaters from the schools.

* Source: Interview data. The agency’s name is omitted to preserve the anonymity of the study participant.

3.2 Lessons Learned

The INEE Minimum Standards need to be more widely disseminated in Pakistan. Awareness of the standards is not pervasive among those working in the education sector. Two central issues – that the iterative long-term efforts required to achieve this is yet to come and that the handbook is not sufficiently user-friendly to encourage easy utilization – have held back the dissemination of the INEE Minimum Standards.

Conducting evaluations on the INEE Minimum Standards helps to raise awareness of the standards and may increase future use. Almost all study participants who had not heard of the INEE Minimum Standards were interested in receiving copies for themselves and/or their staff.

Additional advocacy is needed on the INEE Minimum Standards. Many of the study participants who were aware of the standards and were not currently using them were surprised to hear that the INEE Minimum Standards could be applied in non-emergency situations such as early reconstruction and beyond.

Those who are aware of the INEE Minimum Standards and have a high level of familiarity with the contents tend to be strong advocates for the standards. These individuals bring up the INEE Minimum Standards at coordination meetings, distribute the physical handbook or PDF file, and enthusiastically promote the tools it contains. In the words of one study participant, the standards ‘give you a dream, an image of what should be there’. However, some of these individuals appear to be overly optimistic about the degree to which their colleagues understand and implement the standards.

Those using the handbook rate it as a highly valuable tool. All study participants that are using the handbook believe it is a valuable tool, and many study participants rate it in superlatives.

Ratings of the content and presentation of the INEE Minimum Standards handbook.				
<i>The numbers reflect the number of respondents checking a given category</i>				
	not at all useful / not applicable	moderately useful	useful	extremely useful
Format of the handbook	2	8	12	11
Standards	0	7	12	13
Indicators	1	6	18	7
Guidance notes	1	11	11	8
Assessment framework	2	6	17	5
Situation analysis checklist	1	5	17	9
Needs assessment questionnaire	1	5	14	11
Psychosocial checklist	2	7	15	8
School feeding program checklist	5	5	15	6
Teacher's code of conduct	3	3	14	11
Terminology annex	2	9	8	10
References and resource guide	2	5	14	8

It is imperative to translate the INEE Minimum Standards into local languages. Producing the INEE Minimum Standards in the main local languages of a country, such as the UNESCO translation into Urdu in Pakistan, makes them more accessible to a wider range of stakeholders, especially those who work closest with affected populations.

A training glut emerged during the relief and reconstruction process that reduced the willingness to participate in INEE Minimum Standards trainings. As one senior government official remarked, ‘NGOs are giving too much training; it’s like giving a meal to a person asking for water’. The extreme time pressures suffered by those working in earthquake relief and rehabilitation militated against the vigorous efforts of numerous actors to promote training modules. Interest in INEE Minimum Standards training was thus diminished amid the demands of competing programs.

Those trained on the INEE Minimum Standards training are much more likely to use the standards. Study participants who had participated in the full three-day INEE Minimum Standards training module reported that their perceptions of the value of the tool were radically altered; once they had fully understood the contents of the handbook, they readily applied them in their work. In the words of one UNICEF respondent, the INEE Minimum Standards are ‘only theoretical without the training’.

The existence of the standards advocates for the importance of education in emergencies and beyond. Study participants reported that the handbook served as tangible evidence of a collective resolve that educational programming was a fundamental element of the relief effort. Participants reported that the publication of the INEE Minimum Standards helped to create a clear sense that the international humanitarian community was committed to education as a pillar of humanitarian response. Moreover, the handbook provided a common language that elicited a spirit of community that may not have existed without it.

3.3 Recommendations

Awareness

INEE Minimum Standards trainings need to continue on a long-term basis. Quite simply, training is the key to raising awareness, utilization, and institutionalization of the standards. While trainings are important at the start of an emergency and this effort should continue, it may be easier to build capacity on the standards when ‘things have calmed down’, as one study participant suggested. Dissemination of trainings also needs to continue in areas that are not currently experiencing crisis, as the time demands of educational stakeholders will be less onerous.

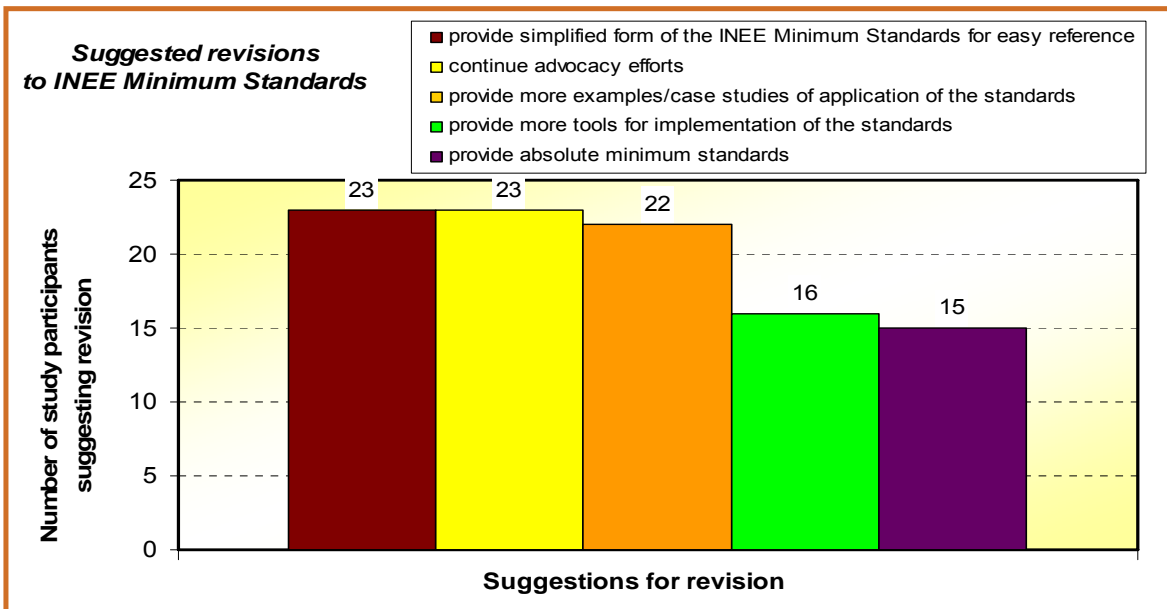
A permanent focal point at the local level is essential to establish the INEE Minimum Standards. The strength of INEE is that individuals around the world donate time and obtain resources from their institutions to promote both the importance of education in challenging contexts and the standards themselves. The INEE Secretariat should coordinate the recruitment of volunteers to fulfill the role of focal point in a given country. The focal point, or a team of such individuals, would – with the expressed approval of their institutions – allocate a percentage of their time to advocating for the standards. The role of the focal point(s) would be not only to disseminate training, but also to follow up with trainees and institutions to encourage utilization and institutionalization of the INEE Minimum Standards. The focal point(s) could also help the INEE Secretariat fundraise for trainings, as several study participants recommended that making these resources available could increase training rollout.

Utilization

Users of the INEE Minimum Standards should continue to be encouraged to contextualize the indicators in order to achieve the INEE Minimum Standards. Unlike the SPHERE handbook, which is able to stipulate easily quantifiable indicators – such as liters of water or square footage of shelter needed per person – for use globally, the INEE Minimum Standards are more qualitative. For instance, the INEE Minimum Standards do not set one absolute maximum for class size for all countries of the world. However, users of the INEE Minimum Standards are required to contextualise the indicators, developing their own class

size standard based on the local context, national standards, and institutions' own normative standards.²⁰ Of note is the fact that at an early Islamabad cluster meeting within weeks of the earthquake, a four-page list of 'standards' for educational response was produced: the Guidelines for Education in Post-Earthquake Emergency. Several participants in that meeting did contextualize indicators based on the INEE Minimum Standards, which were developed to be quantifiable indicators that were appropriate for the Pakistan context.

A role of the focal point that was recommended above would thus include inviting stakeholders to jointly contextualize indicators based on the INEE Minimum Standards handbook so that they contain precise measures that reflect the local situation. Ideally, this should occur prior to the onset of an emergency, as part of emergency preparedness. These local adaptations need not vary from the spirit of the INEE Minimum Standards, but should be focused on providing concrete, implementable guidance for use in the given context. The focal point would then be responsible for dissemination of the contextualized indicators. This could take the form of a short pamphlet, produced in all relevant languages, of indicators that can be quantified and/or contextualized.



Future versions of the INEE Minimum Standards must be more user-friendly. While many study participants reported that they would welcome a 'cheat sheet' listing only the standards, a fold-out reference tool for the standards has already been developed by INEE, to be launched in November 2007. However, there is a danger that the simplified version could discourage educational stakeholders from making use of all of the guidance available in the INEE Minimum Standards handbook. This danger may be mitigated by continuing training rollout. Making the language and layout of the handbook more accessible may well address the complaint that the INEE Minimum Standards are too difficult to understand for those who are not native speakers. Even translation into local languages cannot solve this point because the INEE Minimum Standards cannot be translated into every language in the world. The priority, then, is to conduct a thorough overhaul of the text with the aim of better communicating the guidance within. Localized illustrative case studies and additional tools would be invaluable in clarifying possible applications to users; in fact, almost all study participants who commented on future revisions asked for such case studies. Finally, many respondents complained about the small

²⁰For instance, UNESCO and UNICEF are using 1 sqm per child for construction of transitional school buildings.

font size in the current edition of the English-version INEE Minimum Standards handbook; using a larger font and more 'white space' would make the handbook more user-friendly.

Institutionalization

Individual members of the INEE Working Group on Minimum Standards should push for institutionalization within their own agencies not only at headquarters but in country programs; this is particularly relevant for UNESCO, UNICEF, Save the Children, CARE, BEFARe, which are Working Group members who are also active within the education sector in Pakistan. It is evident from this study that the INEE Minimum Standards have not trickled down sufficiently even within agencies and organizations that are strongly committed to using the standards. If the 20 member institutions of the INEE Working Group on Minimum Standards mount a concerted effort to achieve full institutional incorporation of the standards within their own organizations, then donors, counterparts, and other stakeholders would surely take notice. One of the findings of this study is that the INEE Minimum Standards provided a common language for the educational response in Pakistan; the members of the INEE Working Group on Minimum Standards are well-placed to further establish this language within their own organizations. This would act as a catalyst for wider awareness, utilization, institutionalization, and impact.

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Annexes

Annex 1: Questionnaire

Thank you for taking the time to submit this questionnaire. If you do not know the answer to any question, please do not hesitate to write "I don't know". If you would like to answer a question more fully, please just write in the margin. We appreciate your assistance in our research.



Inter-Agency Network for Education in Emergencies
Réseau Inter-Agences pour l'Éducation D'urgence
La Red Interagencial para Educación en Situaciones de Emergencia

I. Background information: Institution and respondent

Name: _____

Telephone number/ Email address: _____

Institution name: _____

Type of institution: National NGO (includes local civil society organizations)
 Government
 International NGO
 UN Agency
 Bilateral Donor (such as USAID, Danida, JICA, etc.)
 Foundation
 Other (specify): _____

Education Programs: _____

Locations: _____

Program Goals within the context of Pakistan: _____

II. Awareness of the minimum standards

Are you aware of the INEE Minimum Standards? Yes No

If not, what tools and methods serve as the guiding framework/ standards in your daily work?

Do you have a copy of the handbook? Yes No In what language? _____
Where is your copy? _____

If you are aware of the INEE Minimum Standards, how did you learn about them?

- Training
- Handbook or brochure
- Word of mouth
- Cluster process
- InterAgency meeting
- Job orientation
- Other (specify): _____

What do you think is the biggest challenge to learning about the minimum standards?

- Time constraints (no time to attend training)
- Trainings are inaccessible (distance)
- Training has not been offered in my area
- Resources are scarce to support training
- Other (specify): _____

Which of your educational counterparts are aware of the minimum standards?

- My counterparts who work for international NGOs are aware of the minimum standards
- My counterparts who work for national NGOs are aware of the minimum standards
- My counterparts who work for UN agencies are aware of the minimum standards
- My counterparts at the Ministry of Education are aware of the minimum standards
- Teachers and other staff in our project(s) are aware of the minimum standards
- Don't know

What other groups in Pakistan and/or the region that could benefit from awareness of the INEE Minimum Standards?

Have you been trained in using the minimum standards? Yes No

If yes, how long was your INEE Minimum Standards training? _____ days

How would you rate the quality of the INEE Minimum Standards training materials?

- Poor Fair Good Excellent

How would you rate the usefulness of your training?

- Not at all useful Not very useful Moderately useful Useful Extremely useful

Have you conducted training on the minimum standards? Yes No

If yes, for whom?

- Staff from your organization
- Staff from one or more NGOs
- Staff from one or more United Nations organizations
- Ministry of Education (host government) counterparts (administrators)
- Principals, head teachers, and/or teachers employed by the MoE
- Members of the community in which you work (parents, community leaders)
- Other (specify): _____

How many participants were trained (estimate number)?

What would **most** improve the INEE Minimum Standards training?

- More than three days to complete the training
- More time for participants to discuss how they are using the standards
- Incorporation of more practical examples of how the minimum standards are being implemented
- Incorporation of more real case studies or examples

- Available in local languages (please specify which language(s) _____)
- Other (specify): _____

What additional suggestions do you have, if any, for improving training outreach in order to increase the number of people who are trained in the use of the standards?

Have you *organized* or *led* formal staff meetings to discuss using the standards? Yes No

Have you *participated in* staff meetings to discuss using the standards? Yes No

Have you participated in an INEE Minimum Standards **Training of Trainers workshop**? Yes No

If yes, please specify when and where.

- Nairobi, Kenya, January 23-25, 2006
- Bangkok, Thailand, February 14-16, 2006
- Lahore, Pakistan, February 21-23, 2006
- Geneva, Switzerland, March 15-17, 2006
- Washington, DC, May 16-18, 2006
- Dakar, Senegal, July 4-6, 2006
- Amman, Jordan, September 19-21, 2006

III. Implementation and use

Did you use the INEE Minimum Standards in the acute earthquake response? Yes No

If yes, how did your institution use the minimum standards?

- | | |
|---|---|
| <input type="checkbox"/> Advocacy | <input type="checkbox"/> Monitoring and evaluation to improve quality |
| <input type="checkbox"/> Project design | <input type="checkbox"/> Disaster/emergency preparedness planning |
| <input type="checkbox"/> Technical guidance | <input type="checkbox"/> Guide to coordination |
| <input type="checkbox"/> Assessment | <input type="checkbox"/> Tool for increasing community participation |
| <input type="checkbox"/> Report writing | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Reference guide | |

If no, why not?

- They need clarification
- My organization has not accepted them
- I do not have time to use them
- I am not trained to use them
- We are concerned about replacing government standards
- They do not seem relevant to the current situation
- The standards are too high—it is unrealistic to use them
- They do not exist in the language we need
- The wording of the Minimum Standards, Indicators and Guidance Notes is not clear
- The concepts in the standards are difficult to translate into practice
- We do not have enough copies of the Handbook
- We do not have sufficient funding to achieve the standards
- Donor mandate asks us not to use them
- They are missing key elements (specify): _____
- Other (specify): _____

Are you currently using the INEE Minimum Standards in your project/program/work?

Yes No

If yes, how is your institution using the minimum standards?

- | | |
|---|---|
| <input type="checkbox"/> Advocacy | <input type="checkbox"/> Monitoring and evaluation to improve quality |
| <input type="checkbox"/> Project design | <input type="checkbox"/> Disaster/emergency preparedness planning |
| <input type="checkbox"/> Technical guidance | <input type="checkbox"/> Guide to coordination |
| <input type="checkbox"/> Assessment | <input type="checkbox"/> Tool for increasing community participation |
| <input type="checkbox"/> Report writing | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Reference guide | |

If no, why not?

- They need clarification
- My organization has not accepted them
- I do not have time to use them
- I am not trained to use them
- We are concerned about replacing government standards
- They do not seem relevant to the current situation
- The standards are too high—it is unrealistic to use them
- They do not exist in the language we need
- The wording of the Minimum Standards, Indicators and Guidance Notes is not clear
- The concepts in the standards are difficult to translate into practice
- We do not have enough copies of the Handbook
- We do not have sufficient funding to achieve the standards
- Donor mandate asks us not to use them
- They are missing key elements (specify): _____
- Other (specify): _____

Has your institution changed a project design because of the Minimum Standards?

Yes No

If yes, how?

- Minimum standards incorporated into MoE policy
- Minimum standards incorporated into project proposal
- Minimum standards used as a reference when developing project implementation plan
- Existing project has been redesigned to incorporate minimum standards
- Requested additional funding in order to redesign projects to meet the minimum standards
- Other (specify): _____

Has your institution changed the way it implements its education projects as a result of the INEE Minimum Standards? Yes No

If yes, how?

- Existing projects have been re-designed to ensure that minimum standards are incorporated
- Minimum standards have been incorporated into monitoring and evaluation activities
- Other (specify): _____

Which standard(s) have you used the most? _____

Which standard(s) have you used the least? _____

How exactly were the standards used in assessment, monitoring and evaluation?

Which standard/indicator/guidance note(s) would you revise? _____

How would you revise it/them? _____

Which of the cross-cutting issues have you used in your projects?

- Gender HIV/AIDS Vulnerability/Special education needs Rights

Please describe: _____

Will you use the Minimum Standards in the future? Yes No

If yes, how?

- Design or redesign of project
 Improve quality of existing project
 Monitor and evaluate project
 Train and build capacity of staff or counterparts
 Advocate for greater access to education
 Improve coordination among education counterparts (government, UN, NGO, community)

Which of your educational counterparts have incorporated the minimum standards into their activities?

- Colleagues at international NGOs
 Colleagues at national NGOs
 Colleagues at UN agencies
 MoE policy makers
 Teachers and other project staff
 Don't know

Which of your educational counterparts are not aware of and/or have not incorporated the minimum standards but should be targeted to do so (via training, etc) in the future?

IV. Institutionalization and use of the minimum standards

Has education in emergencies, chronic crises or early reconstruction been incorporated into your institution?

- Yes, it has always been part of our institution (before the Minimum Standards were written)
 Yes, it has been incorporated into our institutional mandate
 Yes, it has been identified as an institutional priority
 Yes, it is included in our humanitarian response team activities
 Yes, it is included in our institution's strategic or annual plans
 Yes, it is included in our institution's orientation manual
 No, it is not an institutional priority
 Other (specify): _____

If education in emergencies, chronic crises or early reconstruction is a priority for your institution, which factors were most influential in this decision?

- We respond to specific requests for education from the people with whom we work
- Institutional recognition of education in emergencies as a priority
- The development of the minimum standards
- Staff training on the standards
- Available funding for education during humanitarian crises increased
- Other (specify): _____

Has your institution committed to using the minimum standards? Yes No

If you answered "no", why?

- Institution has its own standards
- Institution lacks funds to use the standards
- Institution has no capacity or trained staff to support the implementation of the standards
- Education is not viewed as a priority humanitarian response
- Other (specify): _____

Have any of the standards been **formally** adopted into the policies or procedures of your organization? Yes No

If yes, please provide a specific example of a changed policy or procedure.

V. Impact

Did the standards aid in education being seen/used as a life-saving intervention in the acute emergency (A&LE standards on protection and facilities)? Yes No

If yes, explain

Have the standards helped to facilitate a more holistic and coordinated link between the emergency and reconstruction phases? Yes No

If yes, explain:

Has your institution carried out any evaluations related to the use of the standards?

Yes No

If yes, please provide name(s) of study and, if possible, a copy:

Can you attribute any achievements in your project outcomes or improvements in the quality of educational services provided in your project (or by your institution) to the use of the INEE Minimum Standards? Yes No

Briefly describe the achievements or improvements in quality associated with the use of the Minimum Standards.

Can increased enrollment in schools or education activities supported by any projects within your institution be attributed to the use of the INEE Minimum Standards? Yes No

If so, how do you know that the Minimum Standards have contributed to increased enrollment?

VI. The Minimum Standards Handbook

Please rate the usefulness of the content and presentation of the INEE Minimum Standards Handbook using the scale shown below. Please refer to the handbook to remind yourself of details if needed

	Not at all useful / Not applicable	Moderately useful	Useful	Extremely useful
Format of the handbook	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Standards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Indicators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Guidance notes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Assessment framework (p. 29)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Planning in an emergency: situation analysis checklist (p. 30)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information gathering and needs assessment questionnaire (p. 33)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Psychosocial checklist (p. 49)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
School feeding programme checklist (p. 51)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Teacher's code of conduct (p. 70)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Terminology annex (p. 79)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
References and resource guide (p. 83)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

How could the minimum standards be improved?

- Provide a simplified form of the minimum standards booklet for easy reference
- Continue advocacy efforts to increase awareness and use of the minimum standards
- Provide a set of absolute minimum standards for use in an acute emergency
- Provide more tools to use in implementing the standards
- Provide more examples of how the standards have been used in practice
- Fine as is; no change needed

Are there revisions to the minimum standards that you would like to suggest?

Annex 2: Select Findings from Questionnaire*

Total study participants	112
Organization type	
national NGO	23
Government	37
international NGO	28
UN agency	21
other	3
Aware of the INEE Minimum Standards	
yes	59
no	53
Source of information about the INEE Minimum Standards	
training	15
handbook/brochure	12
Internet	6
word of mouth	4
job orientation	4
consultations	3
other	2
Training	
study participants trained on INEE Minimum Standards	39
of those, study participants whose training lasted one day or more	22
attended Training of Trainers workshop	4
Challenges to learning about the INEE Minimum Standards	
time constraints	11
trainings not offered	9
resources scarce	9
trainings inaccessible	6
no challenges	6
other	9
Institutions aware of INEE Minimum Standards (perceptions of study participants)	
int'l NGOs	27
national NGOs	11
UN agencies	19
Ministry of Education	10
teachers/staff	9
Institutions incorporating INEE Minimum Standards into programming (perceptions)	
int'l NGOs	15

UN agencies	10
teachers and other project staff	10
national NGOs	6
Ministry of Education	5

*With the exception of the headings 'organization type' and 'aware of INEE Minimum Standards', the figures in this table reflect the number of study participants who checked the corresponding box on the questionnaire. Multiple responses were permitted.

Uses of the INEE Minimum Standards during the acute emergency	
monitoring and evaluation	20
project design	17
assessment	17
tool for increasing community participation	17
preparedness planning	14
advocacy	12
reference guide	12
technical guidance	8
report writing	8
guide to coordination	6
Current uses of the INEE Minimum Standards	
monitoring and evaluation	21
tool for increasing community participation	18
advocacy	17
project design	17
assessment	15
preparedness planning	15
technical guidance	10
reference guide	10
report writing	8
guide to coordination	6
Suggested revisions to the INEE Minimum Standards	
provide simplified form of INEE Minimum Standards for easy reference	23
continue advocacy efforts	23
provide more examples/case studies of applications of INEE Minimum Standards	22
provide more tools for implementation of INEE Minimum	16

Standards	
provide absolute minimum standards	15
Responses as to whether education in emergencies is an institutional priority (perceptions)	
education in emergencies was always part of our institution	17
has been incorporated into our mandate	15
has been identified as institutional priority	14
included in humanitarian response team activities	14
included in our strategic plans	13
included in our orientation manual	9
Reasons for prioritization of education in emergencies (perceptions)	

response to request for education from communities	20
institutional recognition of education in emergencies as priority	19
staff training on INEE Minimum Standards	9
increased funding for education in crises	9
development of INEE Minimum Standards	6

Annex 3: Basic Facts About Pakistan

<i>Political structures</i>	The Islamic Republic of Pakistan has a population of approximately 165 million ²¹ , with both a secular and a Shari'a law court system. General Pervez Musharraf has been president since 1999, following a bloodless military coup, and presided over the transition to civilian rule in 2002, with the reintroduction of parliamentary elections. Currently, the consensus in the international community working in earthquake-affected areas is that the government structures are competent in comparison with other developing countries.
<i>Aid coordination</i>	The Government of Pakistan established the Federal Relief Commission and then its successor, the Earthquake Rehabilitation and Reconstruction Authority (ERRA), to coordinate all earthquake relief efforts and implement policy. The United Nations Inter-Agency Standing Committee (IASC) used the Pakistan earthquake as a pilot case for the cluster model for humanitarian response coordination. The cluster system approach identifies lead agencies in relief sectors, giving them overall responsibility for coordinating agencies operating within their sectors. On October 12 th , 2005, an Education Cluster was established in Pakistan to coordinate the international humanitarian response. The Cluster was chaired by UNICEF, whose leadership advocated for the promotion and application of the INEE Minimum Standards as a guiding framework for coordinated efforts. In the Early Recovery and Reconstruction Cluster, UNESCO headed the sub-working group on education.
<i>Social factors</i>	Over a third of children under five years of age suffer from moderate to severe malnutrition in Pakistan. ²² Only half of the population is literate, with men almost twice as likely to be literate than women. Due to cultural mores, many girls do not have access to formal education. This situation is most severe in rural areas, where only one in five girls complete primary education, compared with nearly half of boys. ²³
<i>Economic factors</i>	Pakistan's economy has grown rapidly during the last five years following reforms, but remains primarily an agricultural and service-based economy with a large expatriate workforce, mainly in the Middle East. Approximately a quarter of the population lives below the poverty line ²⁴ , with substantial differences between urban and rural areas. Economic and political power remains in the hands of prosperous rural landlords and the military.
<i>Protection issues</i>	Issues affecting children in Pakistan include early marriage, sexual exploitation, and corporal punishment. Moreover, children are often compelled into the workforce by extreme poverty, where some suffer from abuse and harsh working conditions.

²¹ Source: CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/pk.html>.

²² UNICEF – Pakistan – Statistics. http://www.unicef.org/infobycountry/pakistan_pakistan_statistics.html.

²³ World Bank – Pakistan Country Overview. <http://www.worldbank.org.pk/WBSITE/EXTERNAL/COUNTRIES/SOUTHASIAEXT/PAKISTANEXTN/0,,contentMDK:20131431~menuPK:293057~pagePK:1497618~piPK:217854~theSitePK:293052,00.html>.

²⁴ CIA World Factbook.