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Achievements and challenges of the Education Cluster in the occupied Palestinian territory, Somalia and Sri Lanka

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*Achievements and challenges of the Education Cluster in the Palestinian
Autonomous Territories, Somalia and Sri Lanka*

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Executive Summary

With the goal of improving accountability, predictability, and reliability in humanitarian response, the cluster approach was developed in 2005 as one of the key pillars of humanitarian reform. The Education Cluster is unique in that it is the only cluster led by both a UN Agency and an NGO; UNICEF and Save the Children. Over the past three years, Education Clusters have been set up in some 40 countries experiencing humanitarian crises.

This background paper identifies some of the key achievements and challenges with relation to the cluster approach and education. These are documented in the form of case studies of three countries affected by conflict: the occupied Palestine territories (oPt), Somalia and Sri Lanka. These three countries selected represent the diversity of experiences of Education Clusters across different settings.

Findings show that the Education Cluster exhibits success in the most fundamental way: bringing education actors together to avoid duplication, speak as one voice on the priority needs for education, and bring education to the table as a first response in humanitarian crises. The major challenge now is for the cluster to move beyond the basics of coordination and further contribute to strategic planning, resource mobilization, and high-level advocacy. These are the remaining actions required to meaningfully improve the quality and scope of education responses in emergencies.

Introduction

The cluster approach is one of the key pillars for achieving more timely, predictable and effective humanitarian action. The term “cluster” is sometimes interchangeable with sector and refers to the mandated, organized systems and structure around coordination in humanitarian response. The cluster approach is part of the ongoing Humanitarian Reform Agenda for improving the ways in which the international community responds to crises, both natural disasters and conflict-related emergencies. “Emergencies include the acute, the chronically unstable as well as the return and early rehabilitation phases” (Midttun, 2006).

It is important to note that the original application of the cluster approach did not include the education sector. In 2006, after one year of strong advocacy stressing the important role of education in humanitarian responses, the Inter-Agency Standing Committee (IASC) endorsed the Education Cluster. Over the past three years, Education Clusters have been set up in some 38 countries experiencing humanitarian crises. Education in emergencies typically includes addressing the basic needs for restoring formal and non-formal learning opportunities for crisis affected children and youth, and re-starting the education system.

Purpose of the paper

This background paper identifies some of the key achievements and challenges with relation to the cluster approach and education. These are documented in the form of case studies of three countries affected by conflict: Occupied Palestine Territories, Somalia, and Sri Lanka.

These three countries selected represent the diversity of experiences of Education Clusters across different complex settings. The UN Secretary General Ban Ki-moon has characterized Somalia as one of the greatest humanitarian crises in the world (Xinhua, 2010). Sri Lanka can be characterized as teetering on a fragile peace as it emerges from one of the longest running and bloodiest conflicts in the world. The uniqueness of the Gaza case study lies in the political underscoring of the conflict and how that impacted and continues to impact the humanitarian response.

There is a great deal of variation between how clusters operate in each country and thus developing case studies that can explore in depth the impact of the cluster in relation to its mandate and objectives is a critical step in developing an evidence base for reflection and learning.

Methodology

Findings are based on data collected through interviews with 16 key actors in the Education Clusters of the three countries studied. Interviews took place in April 2010. Most of the respondents worked for either UNICEF or Save the Children. Secondary data was also critical to this paper, including Education Cluster strategy documents, education sections included in appeals for funding, both internal and external review documents, as well as project proposals and reports.

The cluster approach and education

The *cluster approach* refers to the official coordination mechanism for humanitarian response. It is an inter-agency mechanism as opposed to a UN-based mechanism. In 2005, the *Humanitarian Response Review* identified the need for more timely, predictable and effective humanitarian action and launched a process of humanitarian reform (Adinolfi, Bassiouni, Lauritzsen, & Williams, 2005). A key part of the reform was the identification and designation of a number of agencies to play the lead role in coordination for a particular sector or cluster as they were soon called.

Assessment of achievement of the stated goals of the cluster approach can be explored by unpacking the implicit theory of change underlying the humanitarian reform process. The rationale is that there are designated agencies that should be responsible at both the global level as well as the national level during the response to provide enhanced leadership, accountability and predictability of emergency response in key sectors which would in turn lead to higher levels of performance, i.e. an improved response, which includes predictable leadership, addressing capacity gaps and avoiding confusion and delays that occur and actors would line up behind one lead. The Education Cluster is unique in that it is the only cluster led by both a UN Agency and an NGO; UNICEF and Save the Children. Both have a responsibility for convening the cluster in humanitarian emergencies. Since 2007, efforts have been made at the global level to develop tools, streamline knowledge management, and build capacity to impact inter-agency coordination, collaboration and accountability at the national level.

The structure of the Education Cluster follows a similar format in each country it is activated. Country-level Heads of Agency of Save the Children and UNICEF (where present) are responsible for recommending the formation of an Education Cluster, and for establishing an effective leadership and coordination arrangement for the cluster. This is done in consultation with national counterparts, other education partners and the Resident Coordinator/Humanitarian Coordinator (RC/HC). An Education Cluster Coordinator is then appointed by the Lead Agency who is responsible for national Education Cluster coordination. Most of the time this is either Save the Children or UNICEF but can also be another agency with a longer presence on the ground. It is important to note the role of the education authority, usually the Ministry of Education as a co-chair to the Education Cluster where appropriate.

In most cases, sub-national clusters are also either developed or linked to existing sub-national coordination mechanisms. An Education Cluster Coordinator in collaboration with education authorities also leads sub-national clusters. Membership of the Education Cluster consists of relevant actors working in the education sector. This can include, but are not limited to: education authorities, NGO and UN staff (both from education as well as other related sectors), local authorities, and representatives from teachers unions, donors, and education personnel.

For countries where an education sector working group (ESWG) exists, efforts are made to engage and link with the group to ensure a more effective response by the cluster once it has been declared. When established, the Education Cluster is expected link not only with other clusters across humanitarian actors but also with ESWGs and appropriate education-related policies.

When considering the achievements and challenges within the application of the Education Cluster in various countries it is critical to refer to the mandate of the cluster. Core responsibilities of the cluster include: preparedness, coordination, joint advocacy, resource mobilization, serving as a provider of last resort, and ensuring a consolidated response. All of this is carried out in support of national authorities who are the primary actors and duty bearers, if they are capable and exhibit legitimacy.

Although the cluster approach is still in its infancy, some notable evaluations have been carried out that provide important findings with relation to its application and impact¹. In addition, in 2010 the Education Cluster will undertake an evaluation of the implementation of the cluster approach in education thus far at global and country levels. The evaluations noted the need to focus on strengthening quality, reinforce linkages with other coordination mechanisms, define ways to link clusters to financing mechanisms, and address political issues. These findings closely reflect the key issues that arose in the case studies within this paper.

Resource mobilization via the Cluster for Education in Emergencies

While funding for education in emergencies has increased over the past four years, less than half of the requests that go into consolidated appeals for education have been funded. A very small number of donors have committed themselves at both a policy and budgetary level to invest in countries where governments' capacity and will to support education are low (Save the Children, 2009).

The Education Cluster Coordinator has several key responsibilities - of which resource mobilization is merely one - and is expected to lead in the mobilizing of funds through the appeals process. An appeal is a tool, in the form of a written document, for humanitarian agencies to present needs to the international community and donors. It is meant to ensure that donors comprehend, in a holistic manner, the needs of all relevant sectors in the humanitarian setting and attempt to avoid duplication and fill gaps.

Typically funding for education in emergencies comes from a few key sources including: bilateral donors (DFiD, ECHO, The Government of the Netherlands, Japan) UN agencies² (UNHCR and UNICEF) and private funds (churches/mosques, foundations, individuals). The largest six donors contributing to the education sector, against humanitarian needs included in appeals over the past three and a half years have been the United States, Japan, Norway, Denmark, the United Arab Emirates and the Netherlands (Global Education Cluster Unit, 2010). It is important to note that in addition to the funding of the response through appeals, funding for education in emergencies can occur directly between a donor and an agency (or government) thus bypassing the appeal process. This modality is much more difficult to track and analyze because there is no central place for reporting on and documenting the funding streams that are not appeals related.

¹ These include: Real-time Evaluation in Pakistan (2006), NGOs and Humanitarian Reform Project – Synthesis Report (2009), Global Cluster Evaluation Phase 1 (2007) and II (2010), Capacity Mapping and Lessons Learned – Education Cluster (2009), Education Cluster Haiti Lessons Learned (2010).

² UN agencies are not donors in the traditional sense as they are also raising funds and then working with implementing partners to whom they provide financial resources.

On average between 2005 and 2007, Conflict Affected Fragile States (CAFS) received just over a quarter of basic education aid, despite being home to more than half – 40 million – of the world’s 75 million out-of-school children (Save the Children, 2009).

Even as resource mobilization is a key function of the Education Cluster, the cluster does not have a role in distributing funds, but rather in coordinating the process for developing the education sector appeal for funding. This means that the Education Cluster does not receive funding for education in emergencies programming. Once an appeal project is funded, the donor usually deals directly with the implementing agency.

Education appeals in emergency settings are severely under-funded and can be seen across the two main types of appeals:

1) Consolidated Appeals Process (CAP): The RC/HC leads the CAP which represents a roadmap to developing a unified strategy and indicating humanitarian needs to donors and the international community. Most countries experiencing humanitarian emergencies produce a CAP yearly. The Cluster lead is responsible for working with all organizations within their sector to assess the needs, jointly agree on priorities, and develop a strategic plan that includes all projects representative of the operational capacity in the affected country. Project proposals are then vetted by a team headed by the Education Cluster Coordinator and submitted to the Humanitarian Country Team (HCT) to be included in the country’s CAP.

In 2009, of the 13 countries that included education in their Consolidated Appeals (CAPs) ten received less than 50% of the funding requested and five less than 20% (Global Education Cluster Unit, 2010). As a whole, 31% of requested funding for education in 2009 was actually funded.

2) Flash appeals: A Flash appeal is similar to a CAP but is developed within the first 1-2 weeks of an emergency typically to cover funding for the initial 3-6 months. The RC/HC with support from OCHA, is responsible for the production, content and quality of the document. Because the appeal’s first edition has to be issued fast, it inevitably is based on early estimates and best guesses of urgent humanitarian and early recovery needs. Education was included in all sector divided Flash Appeals in 2009. On average the Flash Appeals were funded at 57% of the estimated requirements, whilst education, on average, was only funded at 28%. For three out of seven Flash Appeals, education received less than 5% (0, 4, 4) of estimated requirements.

In addition to the appeals, the Central Emergency Response Fund (CERF) is a stand-by fund established by the United Nations to enable more timely, reliable and equitable humanitarian assistance to victims of natural disasters and other types of emergencies, including a funding window for under-funded crises. CERF is intended to complement flash appeals; the CERF acts as a donor, and the flash appeal is the strategic plan and list of projects that CERF (and other donors) should fund. Flash appeals are necessary to form a framework of coordinated strategic response, and to obtain funding after and beyond the CERF (which cannot fully fund the humanitarian response in most situations). The CERF can provide seed funds to jump-start critical operations planned in the appeal. The CERF also may allocate additional funds in a second tranche if needed, for example if donor response to critical activities in the appeal is inadequate. In 2009 2.7% of total CERF funding went to education (CERF, 2010). It was the third lowest funded sector. CERF also has a loan facility to fill the gap as partners wait for funding from donors. CERF only recently included education as an eligible sector in 2007

as it was not considered a life-saving sector previously. As a result the types of activities funded are limited to common humanitarian services necessary to enable life-saving activities. For education these include interventions aiming at restoring educational and recreational activities for children and adolescents.

Once an appeal is finalized, donors then review the appeal and identify what they are going to fund. Ultimately, it is up to the donors to fund projects. Sometimes decisions on what to fund are based on visibility, domestic priorities, or ensuring attention to an issue. It is too soon to show, but the existence of the Education Cluster has the potential to positively influence funding levels for education in emergencies through the platform it provides education actors to assess needs in a coordinated way, develop a strategic plan, and speak as one voice on the priorities for education in their context.

The countries included in this case study all received less than 40% of requested funding for 2009. Table 1 exhibits funding levels for appeals in 2009 for countries included in this paper.

Table 1: 2009 Appeals for Education: OPT, Somalia and Sri Lanka

Country	Original Requirements	Revised Requirements	Funding (USD)	% Covered	Unmet Requirements (USD)
OPT	9,378,173	33,914,864	12,640,106	37%	21,274,758
Somalia	28,829,958	29,211,456	3,316,112	11%	25,895,344
Sri Lanka	7,909,540	9,298,168	2,513,382	27%	6,784,786

It is challenging to attribute the low levels of funding for education in emergencies to anything conclusively. Some of the factors include the fragility of peace, and capacity as well as will of national government structures in many contexts, which make it difficult for donors to feel confident investing in education. Respondents also mention that insecurity has a direct effect on the ability of partners to spend out funding received for the education response – which in turn impacts the amount of funding requested in subsequent years. Herein lies the paradox: education remains one of the most critical sectors to invest in given its role in protecting children and youth, and enabling affected populations to recover and transition to development. Yet evidence shows that education remains a low priority to donors in emergency response. With the application of the cluster approach and the maturing of the Education Cluster, an opportunity exists to have a sustained impact on both the advocacy for the importance to fund education in emergencies as well as the links to longer-term development.

Case Studies

1. OCCUPIED PALESTINIAN TERRITORY³

Background

The humanitarian situation in the occupied Palestinian territory (oPt) is inextricably linked to the conflict between Israel and the Palestinians, which has been described as persistent low-level violence and human rights violations, interspersed by periods of acute conflict, war, and displacement (Global Public Policy Institute, 2010, p. 12).

After a nearly three-year blockade, *Operation Cast Lead*⁴ (also known as the Gaza War) took place during the end of 2008 and start of 2009 making a deteriorating situation worse. Operation Cast Lead resulted in the loss of 1,400 Palestinian and 13 Israeli lives (Amnesty International, 2009, p. 1). Both Israelis and Palestinians were accused of war crimes by a special UN mission report in 2009.

During the period prior to the Gaza War, work by NGOs with Palestinian refugees was carried out under the broad umbrella of protection. With the activation of the cluster approach the imperative shifted to humanitarian. Some claim that reducing the Palestinian situation in Gaza to humanitarian diluted the severity of the human rights abuses inflicted on Palestinians through the blockade (Moorehead, 2010).

In 2007, a high percentage of children were enrolled in and attended school in Gaza. Some of the major issues being addressed by the education sector in addition to access and learning included: violence in schools, domestic violence, violence at home, crowded home life, and living under the continuously stressful environment of occupation. In 2009, the Hamas government suspended 4,000 teachers with the rationale that they belonged to the wrong party, Fatah. Many of the people whom Hamas deployed to take their place were not qualified teachers, thereby negatively affecting the quality of education (Sandal-Aansen, 2010).

In order to address the impact on education, the schools affected began operating double and triple shifts. While carrying out assessments was difficult due to limited access, they highlighted the need for the following key responses in the education sector: reconstructing and rehabilitating destroyed schools, repairing broken windows at their schools, providing psychosocial services at school, training teachers on how to manage a classroom of distressed children, addressing the need for potable water and basic sanitation facilities, and distributing school backpacks and other learning materials to students (Save the Children Alliance, 2009).

The most significant factors limiting humanitarian action in OPT included the restrictions on the import of humanitarian goods into Gaza. Another limiting factor included restrictions on humanitarian actors to work with any organizations or institutions associated with Hamas, as well as the need for humanitarian actors to secure permission from Israeli authorities to build schools, houses, or health centers (Save the Children, 2010). Very few agencies had an

³ While the the OPT includes both Gaza and the West Bank, this case study will focus on the Education Cluster in Gaza, as it represents a distinct emergency.

⁴ The operation, codenamed by the Israeli government makes reference to the lead used in the children's toy – the dradle.

agreement with the Ministry of Education to work in the formal school system. In addition, the response has been negatively affected by restrictions by donors and local authorities on funding, programming, partnerships, and contact with civil servants in Gaza.

Education Cluster

Prior to the activation of the Cluster approach in Gaza in February 2009, the center of gravity for humanitarian coordination was the West Bank, in Jerusalem. Education was coordinated through a sector working-group led by the education authorities focusing on sector development but not on emergency preparedness and response, though an annual CAP process was coordinated by UNICEF with a limited number of agencies. Initially a cluster was established in Ramallah to support the Gaza response with a dedicated Gaza cluster being established very soon thereafter. Once the cluster was activated and the focus was on Gaza, the Jerusalem office served more of a support role.

Education was particularly affected by the conflict with the destruction and damage of many schools including primary, secondary and tertiary institutions (OPT, 2010)⁵. Operation Cast Lead started during the examination period for Palestinian students. This means that learners lose up to a year – a real set back in terms of educational continuity.

The Education Cluster in Gaza was a sub-cluster of the national OPT cluster in Jerusalem. An Education Cluster Coordinator was deployed soon after the offensive, and was sustained by short-term deployments until a longer-term Coordinator could be recruited. Education Cluster members included a representative from the government, civil society, youth groups, University professors, and international NGOs and UN agencies including UNICEF and UNESCO.

Funding for education response

The Education Cluster Coordinator played a lead role in helping cluster members better understand the appeals process, working with cluster members to develop a strategy with accompanying responses and vetting agency project sheets and finally presenting proposals to the HC.

The education sector received \$12,640,106 in funding from its appeal and was the third lowest funded sector (tied with agriculture) in 2009 at 51% of requested funding (FTS, 2010). The OPT places second in the top 5 under-funded appeals for 2010, although for the education sector, it received a relatively higher proportion of funding compared to other crises.

Accessing funds for the education response in OPT proved to be difficult. During the appeals process, some actors that were attempting to be included in the appeal did not even have a presence on the ground. At the same time, other agencies did not want to be included in the appeal because they were working with an organization that was not favored by Hamas, thus they feared being ‘found out’ and possibly attacked or shut down.

Achievements

Co-leadership capitalized on agencies’ strengths: The co-leadership relationship served as an advantage to the cluster effectiveness in Gaza. Save the Children’s strength is seen in its

⁵ Seven public and two private schools destroyed, five kindergartens destroyed and 60 damaged, seven tertiary education institutions were affected by damage.

ability to deploy staff for the cluster to Gaza in this complex situation. On the other hand, UNICEF has the institutional knowledge and experience to navigate the complex humanitarian system with pre-established relationships with other UN agencies and donor networks. Together, they contribute complementary strengths to lead the Education Cluster.

Limits were put on the number of UN staff permitted inside Gaza at any given time. But such restrictions did not apply to Save the Children's international staff and they were able to more freely enter and move around. The division of labor of the co-leads became quickly clear: UNICEF's international staff would provide support from Jerusalem and Save the Children's international staff would play the 'on the ground' roles such as visiting partners and attending meetings. UNICEF participated in the cluster through a national staff member in Gaza. UNICEF strengths were institutional with strong relationships with Ministry officials and Save the Children were practical with international staff linking with partners and local agencies, bringing people on board and keeping them interested and engaged in the Education Cluster.

Capacity building in key technical areas for Education in Emergencies: Over time, the Education Cluster in Gaza began to move from merely information sharing to the important task of capacity building of education partners in key technical areas. Capacity building focused on areas of joint concern including: the INEE Minimum Standards, gender equity, inclusive education, early childhood development, psychosocial support and well-being and preparedness planning. A key result is in the area of ECD. The Education Cluster initiated a training on ECD which resulted in a growing focus on ECD in Gaza.

Increased attention to non-formal education and psychosocial well-being: As a result of UNRWA taking on the lion's share of formal education, the cluster soon identified non-formal education as a niche which needed attention and for which they could contribute substantially. Non-formal education and psychosocial well-being was a critical gap that could more easily be filled by the Education Cluster member agencies.

Strengthening inter-sectoral linkages: Because working in government schools proved to be so challenging both in terms of missing coordination with UNRWA and the relationship with Hamas, the Education Cluster adopted an inter-sectoral response. Linkages were made with the health sector in the form of activities to support psychosocial well-being of teachers and students. Water, sanitation, and hygiene promotion became entry points for the Education Cluster to work through the school system.

Challenges

Access, security and politics paralyzed humanitarian action: The politicization of aid proved difficult to maneuver. Several key elements contributed to this including the US government's Office of Foreign Assets Control (OFAC) regulations and other similar European government restrictions forbidding interaction with Hamas, the tension between the Palestinian Authority and Hamas, and the boycott of Hamas and its institutions by the international community.

The ban on working with the Hamas-led government in Gaza proved to be a monumental challenge for the Education Cluster as well as the humanitarian community as a whole. Limited access to education authorities due to their Hamas membership hampered the Education Cluster's ability to achieve basic objectives of avoiding duplication, and ensuring critical gaps were filled.

Instead of working directly with education authorities that were also Hamas associated, Education Cluster leadership were required to work through focal points from the Ministry of Education who were limited in their ability to make decisions and contribute to high level strategic planning. As a result of the ban on working with or through Hamas many NGOs decided to work outside of government schools by supporting private schools (Koher, 2010). At the same time, the Palestinian Authority exhibited reluctance to have NGOs work in their formal schools. Thus NGOs focused more on early childhood development, youth opportunities, after-school homework clubs and similar non-formal programs (Koher, 2010).

Moving critical education materials into Gaza was nearly impossible. Israel determines what constitute 'humanitarian items' and therefore what is acceptable to transfer through the gates. The blockade prevented critical items including cement, building materials, and learning materials from being brought into Gaza, limiting school construction and rehabilitation efforts, and severely hampering overall action in the education sector.

As a result of all the challenges related to the politicization of the situation in Gaza, humanitarian organizations were forced to modify their goals and strategies and scale back their response. They were unable to meet basic humanitarian needs. This has been documented in advocacy documents produced by Save the Children, and been cited as a major reason that the international community failed in its responsibility to protect the universally recognized human rights of Palestinians.

Challenges in institutional relationships: In Gaza, UNRWA provides education to 60% of school age children and operates as a quasi government, which makes them both a responder and a duty bearer (Moorehead, 2010). Their programs follow the national curriculum, and exam schedule. The Education Cluster saw UNRWA as the major player in the education sector and recognized the potential gains from UNRWA's participation. However, because of its size, coverage, and funding, UNRWA had little motivation to participate in coordination with the other relatively smaller actors included in the Education Cluster, and perceived little value in joining the coordination efforts. On the other hand, cluster members interviewed for this paper stressed that they could have gained a great deal if UNRWA was an active participant especially in terms of their breadth and depth of programming, institutional knowledge, and long-term commitment. This resulted in a missed opportunity for both cluster member and UNRWA.

Staffing and membership inconsistent: At the onset of the activation, funding was not earmarked for cluster coordination early on, and subsequently the duties of the cluster coordinator were added to an existing job description or carried out by short-term deployments. Initial short-term deployments and gaps both at Gaza and Jerusalem level were not conducive to developing the cluster and maintaining partnership relationships. Because of the challenge of deploying a longer term Education Cluster Coordinator, the leadership of the cluster in the first three months of the crisis was inconsistent. Towards the end of April 2009 a full-time Education Cluster Coordinator was deployed to Gaza. Seasoned humanitarian professionals are required to lead clusters, as the expertise and status of the individual occupying the position impact greatly on their effectiveness. Once there was a dedicated cluster coordinator consistency greatly improved.

Cluster membership in education expanded from 7 or 8 at the start in mid April 2009 to over 35 organizations by October 2009 (Koher, 2010). Although membership was growing,

problems were noted in terms of consistency. Like the Education Cluster coordinator, representatives from cluster member agencies changed frequently. It was jarring to have NGOs and institutions send different people to the meetings each month. This inconsistency made it difficult for the cluster agenda and activities to be strategic as there was a need to do a good deal of updating and catching up before delving into more substantive issues. It was also virtually impossible to address planning around early recovery, as the emergency mentality among short-term staff was detrimental to the Cluster's ability to set out and work towards medium to longer-term results.

2. SOMALIA

Background

With over 18 years of conflict, Somalia's humanitarian emergency can be described by protracted complex emergency, economic collapse, a failed state, escalating violence, clan warfare leading to large-scale insecurity and displacement, and drought prone areas.

According to the latest seasonal assessment, the number of people in need of emergency humanitarian and livelihood support increased by 13% from January to September 2009. During the same period, internal displacement also increased by 16%. Remittances from the diaspora, normally over \$1 billion per year, are down by 25% due to the global recession. Drought conditions have continued to deepen in many parts of South and Central Somalia and have expanded to areas in Puntland and Somaliland (OCHA, 2009).

By July 2009 nearly 3.2 million Somalis were in need of humanitarian assistance with an estimated 1.3 million living as IDPs (UN, 2009). In 2009, it was reported that the number of Somalis living as refugees in Kenya, Ethiopia, Djibouti and Yemen totaled 438,000 (Xinhua News, 2009).

Education Cluster

In 2006, the Education Cluster in Somalia was one of the first clusters to be activated. Originally, UNICEF was identified as the lead agency and eventually it shifted to a co-lead arrangement with Save the Children in 2008. Currently, Save the Children provides a coordinator for Education Cluster leadership. For security and access reasons the national cluster was located in Nairobi with nine clusters at sub-national level which all have a focal point, generally someone from a local NGO.

Education action in Somalia focuses on camp-based temporary learning spaces, teacher training, school rehabilitation, capacity building of community groups to monitor schools, community mobilization for girls education, training of district level education Authorities to monitor and plan, and psychosocial support.

Funding for education response

Out of the three countries reviewed in this paper, the education response in Somalia received the least amount of funding requested through the appeals process at 11% or a total of \$3,316,112. In preparation for the 2009 CAP, the Education Cluster members developed three overall objectives, with specific planned activities, indicators and targets for each. The priorities focused on ensuring adequate learning spaces, teacher capacity development, community participation in education, youth education and cross-cutting issues (OCHA, 2009, p. 34). These were discussed with and vetted through the cluster. In 2009 field-level

consultations were held with partners from Somaliland, Puntland and Somalia Central Zone (SCZ). In 2009, the Education Cluster received almost 40 project sheets, of which 21 were accepted for inclusion in the CAP. In the 2009 CAP, out of the nine clusters working in Somalia, the Education Cluster requested the least amount of funding, and was funded the least at 14% of the request as of March 10, 2010 (United Nations, 2010).

The protracted crisis has contributed to donor fatigue for Somalia. Donors seem increasingly reluctant to fund Somalia due to piracy, corruption, and lack of an institutional framework. A few larger donors are present that do not consider funding education in emergencies, for example OFDA and ECHO. The EU is the largest education donor for Somalia. In Somalia there are a few active donors including Italy, Japan, the Netherlands. There is fairly generous funding for food aid, which often comes at the expense of education and other neglected sectors. When asked if the Education Cluster had received the funding they had requested, respondents replied, “It would take so little to get 50% of children into school. Emergency education programs are not expensive per child. We could have made a big difference in terms of getting children into school and could have had fewer children being recruited to the armed groups” (Chilingulu & Olins, 2010). In addition, it was noted that the Education Cluster could have achieved more comprehensive coverage with increased resources, especially because of the strong sub-national cluster network.

Achievements

Significant scaling-up of education response in Afgoye: At the end of 2008, 20,000 children and youth were attending emergency schools in the Afgoye corridor. By 2010 the number reached 80,000 with enrollment for girls between 49 – 51% (Chilingulu & Olins, 2010). This success can be attributed to several key factors including the robust sub-national cluster and the strong local and international NGOs working in the area. The cluster was influential in addressing these in a collaborative way through coordinated community mobilization campaigns and consistent follow-up on girls and their families.

Multiple, interacting factors came together to lead to this achievement. First, gender equity in education access was always a priority in UNICEF programming. Then UNICEF began to see improvements in data and reporting from partners with female enrollment rates rising to 40%. Massive mobilization efforts contributed to leveraging funding for more innovative programming including the provision of sanitary materials for girls. These mobilization efforts, along with livelihoods programming, resulted in girls having fewer responsibilities to support the family and thus more time to go to school. WFP school feeding also contributed significantly through the provision of take home rations to the girls. Finally, the Education Cluster prioritized information gathering and data management, which helped to provide evidence to guide program planning and advocacy (Chilingulu & Olins, 2010).

Creation of an effective sub-cluster framework: The deteriorating security situation in Somalia coupled with the increasing withdrawal of international staff and restrictions on travel in Somalia Central Zone made it critical to have a robust network of field-level sub-clusters. The purpose of the nine sub-clusters created was multi-fold: to improve local-level coordination of education activities, to increase synergies with other clusters working in the same geographic area, and to provide the Cluster Coordinator in Nairobi with reliable and up to date information on the situation and needs in these hard to access locations. Respondents noted the existence of strong two-way communication between the national and sub-national clusters which contributed to their effectiveness as well as the consistent and strategic participation of reliable local NGO partners.

This structure also allows a unique approach to each sub-cluster as they each have varying strengths, and operate in very different environments. For example Somaliland is in a development phase, while others are impacted more by conflict and experience severe access issues. Most of the sub-clusters meet quarterly, and the Mogadishu-Afgoye sub-cluster meets monthly. This sub-cluster is the strongest and generally needs very little support to keep it functioning. The other sub-clusters in Hiran, Gedo, Lower Shabelle, Middle Shabelle, Galkayo and Bossasso require consistent follow up from Nairobi. (Thompson, 2010).

Neutrality of cluster allowed for relationships spanning political and geographic hurdles: Through the sub-national cluster structure, the Education Cluster was able to accomplish something most single actors could not – work across a wide range of political entities and geographic regions with a single goal of providing an effective education response. The various political entities in each zone recognized the Education Cluster as neutral and apolitical and therefore worked through the Cluster on education issues when sometimes they were not even talking to each other (Chilingulu & Olins, 2010).

Strong linkages to other coordination mechanisms: The Education Cluster Coordinator was elected to be the co-chair of the Education Sector Coordination (ESC) Group in March 2009. The ESC is similar to the cluster except that its focus is on longer-term education sector interventions. The ESC membership includes donors as well as representatives from the MoE from Somaliland and Puntland. It includes education in emergencies as a single agenda item; the Education Cluster gives an update on emergency education at each meeting. Other objectives of the ESC include: institutional development of the MoE, developing and implementing policies related to the teaching force including remuneration issues. As co-chair of the ESC, the Education Cluster Coordinator was provided with important access and a much broader understanding of the entire Somali education system and structure. It also allowed the Education Cluster to engage increasingly in policy and longer-term issues, which provided donors with a better understanding of Cluster priorities and conferred more credibility upon the Education Cluster as well as served as a formal bi-directional feedback mechanism.

A future goal of the ESC is that the two groups will merge, although currently the link is still not strong enough. This would reduce the number of meetings, simplify what could be seen as overlapping coordination mechanisms and for government partners to have one place where they could go to get information on the whole range of education activities both in Somalia and at the global level.

Capacity building on key technical areas for Education in Emergencies: Through the joint UNICEF/Save the Children “Frontline Responders” training package for education in emergencies, more than 135 government officials, NGO staff and UN officers received a 3-5 day training in emergency education preparedness planning and response⁶. This capacity

⁶ *Frontline Responders Training* is a 3-5 day training course on key themes in education in emergencies. It has been developed jointly by UNICEF and Save the Children and is being rolled out in countries and regions affected by emergencies. The training covered modules including: Introduction to Education in Emergencies (rationale, coordination); Education in Emergencies Planning; Temporary Learning Spaces and School Rehabilitation; Emergency Curricula and Psycho-Social Support; Teacher Training and Mobilization; Disaster Risk Reduction; and Contingency Planning.

building initiative goes beyond building knowledge and skills by providing a space for key actors in the education sector to better understand the various roles they play in the response, dispel common misunderstandings and tensions, and develop plans for future collaboration.

In addition, there have also been targeted capacity building efforts around the INEE Minimum Standards in all three zones in 2008. As a result of the capacity building around education standards, an Education in Emergencies Standards Working Group was conceptualized and met in mid 2009 to discuss minimum standards for school construction (based on INEE Minimum Standards and guidance, but contextualized for Somalia) as their first task. The group included NRC, Comitato Internazionale per lo Sviluppo dei Popoli, (CISP), Norwegian Church Aid, (NCA) and UNICEF. These standards have yet to be finalized but represent an important first step in improving quality and harmonized approaches in school construction and rehabilitation.

The training culminates in a contingency and preparedness planning exercise by sub-clusters where teams developed actions plans. Contingency planning is a process that analyses specific potential events or emerging situations that might threaten society or the environment, and establishes arrangements in advance to enable timely, effective and appropriate education responses to such events and situations. The contingency plans represent a significant accomplishment for the sub-clusters and have already proven their utility. For example during the April/May 2009 floods in lower and middle Shabele and Jowhar, supplies were more quickly dispersed and schools rebuilt thanks to the development of contingency plans (Chilingulu & Olins, 2010).

Broad membership contributes to wide-ranging perspectives and realistic planning: The membership of the Education Cluster in Somalia includes actors from large international NGOs, local Somali NGOs, education authorities, and civil society groups. This broad membership helps to ensure well rounded planning, and action that build on the strengths of all members. For example, the international NGOs can access international donors and are well versed in standards and rights-based programming, while the Somali partners are able to contextualize these into realistic and culturally appropriate action. The education authorities provide critical links to policy, and civil society groups can mobilize effectively around campaigns.

Many donors are initially skeptical to fund local NGOs until they can be sure that they are capable of financial controls (transparency and accountability) and of programming the funding in a reasonable time frame. The cluster contributed to increased project partnerships between local and international NGOs, which could eventually lead to more funding to local NGOs as they gain experience programming and accounting for funds from major donors. UNICEF funds international NGOs working in partnership with local NGOs. This relationship has many positive effects, notably the opportunity to scale up their operations when an INGO cannot reach certain areas (Chilingulu & Olins, 2010).

Challenges

Education de-prioritized in funding mechanisms: OCHA plays an important quality assurance role in the appeals process. However, several people interviewed for this paper felt that OCHA's gate keeping was detrimental when they did not allow education to be included in the 2009 CERF request for Somalia. The justification given for this was that the Humanitarian Country Team (HCT) deemed education not to be a priority for CERF. This

could be a factor in why funding for the education was so low. The Education Cluster documented this in a report as follows:

In January 2009, the Education Cluster was excluded from the Somalia IASC 2009 CAP project sheet prioritization exercise. When pressed on the issue, staff at OCHA provided different explanations: either that the Education Cluster had not submitted their project prioritization matrix or that the IASC was only accepting project prioritization from priority clusters (which included all clusters except education). The Education Cluster Coordinator reviewed minutes from the previous year of IASC meetings, but could never find any reference to the selection of “priority” clusters (Coordinator, 2009).

Respondents interviewed noted that the heads of lead agencies could have taken a more proactive role in advocating for the Education Cluster and the importance of education in the humanitarian response at higher levels, for example at humanitarian country team (HCT) meetings. Efforts were made but were not as successful as they would have liked them to be.

Many Education Cluster members in Somalia believe that having a project sheet included in the CAP means that funding is almost guaranteed. The Cluster has worked to continually stress that the CAP is only a planning document and that each organization still has the responsibility to maintain donor contacts and to fund raise for their own projects. The role of the Cluster Coordinator is to raise the profile of the Education Cluster and to advocate for increased funding for emergency education – but not to fund raise on behalf of specific organizations.

Security impedes education response: Somalia represents an area of “shrinking and deteriorating humanitarian space” (UN, 2009). Poor security due to ongoing fighting in Somalia has led to limited access to locations by education actors as well as low enrollments rates of children and youth in education. The following was reported in the 2009 Somalia CAP:

By 27 October 2008, 30 aid-related workers had been killed, with another ten kidnapped and still in captivity. Access to parts of the South/Central region of Somalia, where the vast majority of humanitarian needs are found, became increasingly difficult due to conflict and the targeting and abduction of humanitarian workers. In Puntland, kidnapping and attacks on humanitarian workers also led to deterioration in access and limited the presence of international staff (UN, 2009).

This severe security situation sometimes resulted in the humanitarian response occurring where it had access, rather than where needs were greatest. While the Education Cluster was effective in bringing partners together, the security challenges hindered basic elements including the inability for the national cluster to meet in Somalia.

3. SRI LANKA

Background

Sri Lanka has been affected by both internal conflict as well as natural disasters. After a 30 year long military campaign with the separatist organization, Liberation Tigers of Tamil Eelam (LTTE) in the north and east of Sri Lanka, the government finally defeated the LTTE

in May 2009. Before the cease-fire agreement an estimated 200,000 people lost their lives in the conflict, although no official documents exist to verify this. The UN reports at least 7,000 people lost their lives in the last few weeks of the final stage of the conflict. This defeat came after several attempts at peace talks, and a cease-fire agreement that was abrogated by the government in 2002 (1987-1990, 2002).

Both groups were accused of various human rights abuses. The Tamil Tigers were known for using terror tactics and were recognized as a terrorist organization by several countries including the United States, India, and the EU. In addition, the Sri Lankan government was suspected for human rights abuses throughout the conflict. By the end of the war 280,000 people were displaced, living in abysmal conditions in refugee camps (Asia News, 2009).

The Sri Lankan education system is described as strong with a national Ministry of Education, which is then decentralized into 9 provinces, each province is then divided into zones. Although the structure is well staffed, financing for education remains a challenge. The conflict-affected areas experienced significant human resource constraints, poor allocation of funding and a lack of materials and infrastructure. The conflict-affected areas were seen as neglected and not prioritized by the government.

Internal displacement in the conflict-affected areas was the major issue for Sri Lanka. The government took responsibility for the needs of IDPs in Sri Lanka and then asked humanitarian agencies to take on certain tasks. It was difficult to carry out needs assessments due to security constraints and lack of access. Estimates show 280,000 people were displaced in Vavuniya, 30,000 in Jaffna, and 100% of the population in Vanni (Williams, 2010).

Education Cluster

The fighting had a significant impact on education, displacing children in the east and north and causing them to miss out on months of formal schooling. Many of the schools were damaged by fighting and bombing and in need of support including learning materials, furniture, and structural repair. Distances to schools remained long, especially in rural areas, therefore many students did not attend school because of fear of harassment on the way to school or fear of forced recruitment by fighting forces (Sparkes, 2010).

Prior to 2006, the Ministry of Education had not considered including preparedness and planning for emergencies in their strategic framework. Toward the end of 2006, the MoE agreed to set up a network of emergency focal points around the country, appointing 28 existing staff at zonal and provincial levels in the conflict-affected north and east as well as appointing two people at national level (Houghton, 2008). The Education Cluster invested in these MoE focal points with focused capacity building, including training on the INEE Minimum Standards and how these can be applied and mainstreamed into the MoE planning and monitoring activities.

Prior to cluster activation in 2007 the government of Sri Lanka was already engaged in coordination around humanitarian response through the high level, policy-making forum, Consultation Committee for Humanitarian Assistance (CCHA). The Disaster Management and Human Rights Minister chairs the CCHA. CCHA's effectiveness has come into question by the IASC in dealing with protection issues, but the UN Country Team also recognized that it is the most effective coordination mechanism open to the Government and the international community (Development from Disasters Network, 2009).

In 2007 the cluster approach was officially activated for education. UNICEF and Save the Children played a co-leadership role and liaised with the MoE at the national level. At the time of activation neither UNICEF nor Save the Children could dedicate 100% of a staff member's time to cluster coordination and there was no specific funding for cluster activities.

Funding for education response

The education sector was the fourth lowest funded sector in 2009 at 36% of requested funding received (FTS, 2010). The total amount the education sector received from the 2009 appeal was \$2,513,382. The major issue noted was a challenge with encouraging NGO partners to participate and include their needs in the CAP. The partners did not see value in the process, because they didn't think they would receive any funding. If the CAP had been fully funded, the education response would have been able to set up more temporary classes, get more supplies and carry out recreational and psychosocial activities (Arulrajan, 2010).

Respondents also noted that spending funds for education became increasingly challenging due to access and security issues. Agencies requested funds based on what they thought they could realistically spend. This had an impact on funding requests as well as the ability of education partners to meet the needs of children and youth (Williams, 2010).

Achievements

Capacity building on key technical areas of education in emergencies: As a unifying and grounding objective, the cluster made it a priority to strengthen members' capacity in education in emergencies, especially in the INEE Minimum Standards and their application for Sri Lanka, and training for Education Cluster coordination including the tri-partners (MoE, UNICEF and Save the Children). Interviews confirmed that the Ministry of Education is now better equipped to address education in emergency related needs as a result of these capacity building initiatives (Haiplik, Quamo, & Arulrajah, 2010).

Priorities mainstreamed into government structure: Because of multiple displacements, learners lost opportunities to learn in a consistent way. This along with automatic promotion resulted in low achievement in essential learning competencies. The accelerated learning program was designed based on the learning achievement children should have at each level and ensured that learners could gain the essential competencies as compared with children in non-affected areas of Sri Lanka and be mainstreamed back into the formal education system.

The Education Cluster worked to bring non-formal education/accelerated learning as a priority area to the Ministry, first focusing on conflict-affected areas. Subsequently, the Ministry eventually developed a national plan to institutionalize (accelerated learning) education. In addition, the work of the Early Childhood Care and Development (ECCD) subgroup led to national efforts in ECD. The ECCD subgroup of the Education Cluster began in May 2009 and helped to positively influence the Ministry of Child Development and Women's Empowerment to eventually provide and deliver model ECD programs in IDP camps (Williams, 2010).

Formed strong links to other important coordination mechanisms: Following the activation of the cluster, the Education Cluster Coordinator remained active in the CCHA sub-committee on education⁷. They played an important role in information management by

⁷ It is important to note that the CCHA has been widely criticized as being pro-Singhalese because the President's brother was the chair of the committee.

ensuring that important information and advocacy points were fed into CCHA meetings, while at the same time sharing information on policy and priorities with the Cluster members. While the cluster struggled for recognition in its early days, representation on CCHA provided a platform for the priorities to be shared, and gave education in emergencies a formal and credible audience. Important issues could be brought to the attention of CCHA and addressed, as it had significant decision-making power with government representatives from the key ministries including the powerful Ministry of Defense. This helped to facilitate access to the conflict-affected areas, and also ensured a more timely distribution of materials to children and youth.

Strong sub-national clusters: While the national Education Cluster noted several challenges related to gaining government commitment in the early period, the sub-national structures led by zonal directors were described as strong and committed. Sub-national clusters exist in 8 locations. In addition, the sub-national clusters provided the opportunity for a united front to confront the government and advocate on important and sensitive issues, including those related to the treatment of ethnic Tamils affected by the conflict. This structure also contributed to shared responsibility from the beginning between the government and other actors.

Challenges

Cluster became seen as 'provider of first resort': During the later stages of the war access to the LTTE controlled areas was extremely limited. The government also curtailed the amount of fuel available to education authorities to visit education initiatives in those areas, thus the burden on both the UN and NGOs to provide education in conflict-affected areas grew. Partners and education authorities at the sub-national level became accustomed to relying on UNICEF and the Education Cluster to solve their problems instead of holding the national government accountable. This can be attributed to the anti-Tamil nature of the government. While this is not unusual, it stands out as particularly problematic in a context like Sri Lanka where the national and local capacities are present and highlights how the national government education authorities were somewhat removed from the crisis and response.

Insufficient M&E of issues in camp schools: IDP camps in conflict-affected areas of Sri Lanka have been criticized as being harsh and confining and in some instances not respectful of human dignity. If the cluster had been better able to collect reliable data and case studies from camps and schools in particular, it is envisioned that the unethical management of the camps could have been better documented and addressed. Unfortunately, because of the lack of hard evidence the UN leadership was unable to stand up to the Sri Lankan government to demand improvement and inquiry at a high level.

Findings and Conclusions

Each year disasters result in an increasingly complex working environment with more actors and donors on the scene. The effects of a more interconnected world means that news reaches the public at a faster rate, international actors reach the affected countries quicker, donors expect data and evidence immediately before funding initiatives, and international standards are expected to be upheld. Not having a formal system for coordination and collaboration to better meet these demands is not an option. While the Education Cluster remains young, only five years after being officially endorsed, key lessons can be clearly seen.

RESOURCE MOBILIZATION

Education remains under-recognized as an immediate response in humanitarian crises. Evidence from the interviews and research for this paper show that there is a need for consistent and scaled-up advocacy with relation to funding for, and inclusion of education as a first response. The Education Clusters in Sri Lanka, Somalia and OPT all had challenges with this and only because of persistence and visibility were they able to overcome this challenge. Recognition of education as a first response enables the sector to have a “seat at the table,” to be included in assessments at the onset.

Inadequate and inequitable funding for education in emergencies: Education is one of the lowest funded clusters when comparing to funding requested versus received in appeals. For example, in 2009 only 31% of funds requested through consolidated appeals for education were funded (Global Education Cluster Unit, 2010), yet the re-building of the education sector is critical in recovery and transition efforts. Including donors in cluster meetings remains a challenge, but UNICEF staff can play a critical liaison role with donor coordination groups, as they are typically included as members, as in the case of the CCHA in Sri Lanka.

The Education Cluster provides a platform for broader participation in appeals: With the creation of the Education Cluster more NGOs have contributed to appeals processes including needs assessments, strategy development, and project responses. For each case study in this paper, the Education Cluster provided an opportunity for education-related organizations to participate in a clearly mapped out process with procedures and guidelines.

COORDINATION

Consistency is growing with relation to the understanding of and participation in the cluster approach. In all three case studies Save the Children and UNICEF were working together collaboratively as co-leads despite challenges. Agency priorities are making way for cluster priorities as the Cluster matures. It has taken some time for the Education Cluster to develop its own ‘intuitional culture’ and for cluster members to see it as its own distinct entity and not an extension of either of the lead agencies. Each case study reaffirms the crucial importance of inclusion of education authorities, as well as international and national NGO and civil society partners to meeting the basic aims of the cluster. Among these partners, the quality of relationships and participation of cluster members is directly related to what the cluster has been able to achieve.

Working strategically with pre-existing education sector groups leads to sustainable achievements and links to development. For countries that are at high risk for disasters, preparedness should include planning and discussion around how a cluster links to the existing sector group or coordination mechanism. The case studies demonstrate how creating structural linkages and establishing a close relationship with the education authorities and linking with pre-existing sector groups helps to ensure a more sustainable education response that links to early recovery and then development as well as development aid. Decisions to partner with existing groups would rely heavily on an analysis of government capacity, will, and legitimacy, where the cluster coordinator can become an advisor to the government.

Capacity building of education partners including education authorities is one of the areas of highest impact and links to most other findings. Every country example represented in this paper cites capacity building as an important achievement of the Education Cluster. Efforts at building knowledge and skills have had an impact that is difficult to measure with conventional indicators. While typical trainings are short in duration, they have given

participants the opportunity to learn with actors from various organizations and institutions and serve in “leveling the field” and developing a common language and understanding of the perspectives, priorities, and approaches of the various partners involved in education in emergencies responses. They also helped to provide a common and more nuanced understanding of both technical aspects related to education in emergencies as well as the role and functions of the cluster. Many participants in evaluations of trainings note that now they are more likely to work together and plan together. Finally, including education authorities and government actors in capacity building initiatives strengthens the likelihood that education in emergencies will be mainstreamed into education sector plans, and thus linked to medium to longer-term development.

Robust sub-national clusters play key role: All three case studies highlight the significance as well as potential strength of sub-national clusters. A sub-national cluster is likely to be more operational while a national cluster is likely to focus more on policy and linkages to national and global mechanisms. Two central elements to a strong sub-national cluster are quality of participation and communication linkages to national cluster. When communication is strong between a national and sub-national cluster the education response is timelier and reflects the immediate needs of the affected population to a greater extent. A strong sub-national cluster can mobilize partners quickly to carry out assessments, provide reliable evidence and data for appeals and advocacy.

Cluster responsibilities outstripped capacity: Tasks related to running a cluster include drafting and submitting situation reports, motivating cluster members to attend meetings and participate in joint actions, developing agendas for and running cluster meetings, attending inter-cluster meetings, coordinating partner project proposals for submission into various appeals, and playing a key advocacy role with government, agencies, and donors. All this is extremely time consuming, and typically done by Clusters with few or no dedicated, full-time staff.

Cluster has potential to play a critical role linking emergency to development: While the link between education in emergencies and education sector development remains weak globally, case studies for this paper exhibit that efforts to work in collaboration with education authorities as well as existing coordination and policy mechanisms from the start can help to facilitate the building of linkages to medium and longer-term planning which in turn ties into development aid mechanisms. This can be seen in the contingency planning and the ESC in Somalia and advocating with and including MoE staff as partners in Sri Lanka and linking with the CCHA. The inability of the Cluster to work jointly with the MoE in oPt exhibits a lost opportunity for sustained longer-term planning.

In conclusion, the Education Cluster exhibits success in the most fundamental way: bringing education actors together to avoid duplication, speak as one voice on the priority needs for education, and bring education to the table as a first response in humanitarian crisis. Clusters are maturing and should now be better able to move to more strategic planning including contingency planning. The major challenges are for the cluster now to move beyond the basics of coordination - which include galvanizing and maintaining member participation, organizing and holding meetings, and gathering, sharing information -- and further contribute to building an evidence base, strategic planning, resource mobilization, and high-level advocacy. These are the remaining actions required to meaningfully improve the quality and scope of education responses in emergencies.

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List of Acronyms

CAP	Consolidated Appeals Process
CCHA	Consultative Committee for Humanitarian Affairs
CERF	Centralized Emergency Response Fund
CHAP	Common Humanitarian Action Plan
ESC	Education Sector Coordination (Somalia)
ESWG	Education sector working group
HC	Humanitarian Coordinator
IASC	Inter-Agency Standing Committee
IDP	Internally displaced person
LTTE	Liberation Tigers of Tamil Eelam
MoE	Ministry of Education
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Assistance
OPT	Occupied Palestinian Territories
SCZ	Somalia Central Zone