



# BUILDING A CULTURE OF RESILIENCE

THE FINAL REPORT OF THE EVALUATION OF CAPACITY DEVELOPMENT IN,  
AND ITS IMPACT ON INSTITUTIONALIZATION OF,  
EMERGENCY PREPAREDNESS AND RESPONSE (EPR)  
AND  
DISASTER RISK REDUCTION (DRR)  
IN THE EDUCATION SECTOR IN ESAR  
(RFP-KENA-2011-0022)

*Submitted to*  
**UNITED NATIONS CHILDREN'S FUND (UNICEF)**

*By*  
**The Post-war Reconstruction & Development Unit**  
*and*  
**the Institute for Effective Education**  
**University of York, UK**

JUNE 2012



POST-WAR  
RECONSTRUCTION &  
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UNIT ■

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## ACRONYMS AND ABBREVIATIONS

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BNGRC	Bureau National de Gestion des Risques et des Catastrophes/National Office for Disaster and Risk Management (Madagascar)
BRAC	Bangladesh Rural Advancement Committee
CADRI	Capacity for Disaster Reduction Initiative
CCC	Core Commitments for Children in Humanitarian Action
C/DRR	Conflict and Disaster Risk Reduction
CISCO	Sub-Regional Office for the Ministry of Education (Madagascar)
COCEP	Centre for Emergency Operations and Civil Protection
COSEP	Centre des Operations de Secours et de Protection Civile/Centre for Relief and Civil Protection Operations (Comoros)
CPA	Civil Protection Authority
DAC	Development Assistance Committee
DEM	District Education Managers
DEO	District Education Officer
DEMIS	District Education Management Information System
DIA	Damage Impact Assessment
DIPECHO	Disaster Preparedness European Community Humanitarian Office
DMC	Disaster Management Committees (Rwanda)
DoDMA	Department of Disaster Management Affairs (Malawi)
DRC	Democratic Republic of Congo
DREN	Direction Régionale de l'Éducation Nationale/ Regional Education Authority (Madagascar)
DRR	Disaster Risk Reduction
EDPRS	Economic Development and Poverty Reduction Strategy
EEPCT	Education in Emergencies and Post-crisis Transition

EiE	Education in Emergencies
EM-DAT	Emergency Database
EMIS	Education Management Information System
EPR	Emergency Preparedness and Response
EPRT	Emergency Preparedness and Response Team
ESAR	Eastern and Southern Africa Region
ESARO	Eastern and Southern Africa Regional Office
ESSP	Education Sector Specific Plan
GHACOF	Greater Horn of Africa Climate Outlook Forum
IASC	Inter-Agency Standing Committee
IIEP	International Institute for Education Planning
IOC	Intergovernmental Oceanic Commission
IRC	International Rescue Committee
ITU	International Telecommunication Union
IDP	Internally Displaced Person
IEE	Institute for Effective Education
INEE	Inter-Agency Network for Education in Emergencies
LDC	Least Developed Country
MDG	Millennium Development Goal
MEN	Ministry of Education (Comoros)
M&E	Monitoring & Evaluation
MIDIMAR	Ministry of Disaster Management and Refugee Affairs (Rwanda)
MINEDUC	Ministry of Education (Rwanda)
MIE	Malawi Institute of Education
MoE	Ministry of Education
MoI	Ministry of the Interior
NCEE	National Committee for Education in Emergencies
NGO	Non-Governmental Organisation
OCHA	Office of the Co-ordinator for Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
OFDA	Office of Foreign Disaster Assistance

PDNA	Post-Disaster Needs Assessment
PRDU	Post-war Reconstruction & Development Unit
PTA	Parent Teacher Association
SC	Save the Children
SD	School Director
SDMC	Sector Disaster Management Committees
SMC	School Management Committee
TLS	Temporary Learning Spaces
TO	Technical Officer
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
WASH	Water, Sanitation, and Hygiene
WCAR	Western and Central Africa Region
WCARO	Western and Central Africa Region Office
ZAP	Local Office of the Ministry of Education (Madagascar)

## EXECUTIVE SUMMARY

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### INTRODUCTION

As part of continuing efforts to ensure that education services are sustained in the wake of natural and man-made disasters, UNICEF and its partner organisation, Save the Children (SC), undertook a capacity building training and institutionalisation programme, a component of the global Education in Emergencies and Post-crisis Transition (EEPCT) Programme. This initiative, implemented with the support of the IASC Education Cluster, aimed to “...build and strengthen sustainable national emergency preparedness and response (EPR) capacity in the education sector in the Eastern and Southern Africa Region (ESAR) holistically and strategically.” Since its inception in May 2009, the training programme has managed to reach more than 2,800 frontline responders from national governments, local and international NGOs, civil society organisations, and UN agencies throughout ESAR, despite many challenges.

Evaluations of the capacity building strategy were conducted in five countries in ESAR—Burundi, Comoros, Madagascar, Malawi, and Rwanda. Through a mixed-methods evaluation strategy that included a desk review of open source documents, academic literature, and reports provided by UNICEF ESARO and country offices, in addition to interviews, focus group discussions, observations in the field, and an online survey, this evaluation sought to assess the knowledge and practices of the training participants in order to provide a comprehensive account of the impact of the UNICEF/SC capacity building strategy. It also explored the level of institutionalisation of EPR/DRR practices into the education sector policy and planning at the national and sub-national levels. Finally, capacity gaps and challenges to institutionalisation efforts were identified, principal lessons learned were outlined, and corresponding mitigating actions were recommended. Key elements for future capacity development strategies, as well as a logical framework and a road map for the way forward, are also included in this report.

### CONTEXTUALISATION

The Eastern and Southern Africa Region is vast—reaching from Eritrea in the north to South Africa, with a population of approximately 370 million. With the emergence of South Sudan as an independent state in July 2011, UNICEF now has 21 country programmes throughout the region. This large, populous, and diverse region experiences some of the highest recurrences of emergencies in the world, with natural disasters such as repeated droughts, floods, severe storms, and cyclones representing most of the emergencies. Experts predict that it will be one of the regions of the world most affected by climate change, with some countries experiencing prolonged drought, intensified because of higher temperatures and reduced rainfall, while others suffer from increased storms and higher ocean levels. Additionally, conflict, political unrest, large-scale population displacement, economic crises, and disease epidemics combine to create complex emergencies and further impact on an already vulnerable people. The five countries included in this evaluation varied significantly in the level and types of natural disasters they experience on a regular basis. While not representative of ESAR as a whole, the most prevalent natural disasters afflicting the five country case studies were droughts, earthquakes, floods, storms, and, in the case of Comoros, volcanoes.

The impact of natural disasters and political and economic turmoil on children and the education sector is immense. Nearly 9 million children are out of school in ESAR, many of them due to emergencies such as conflict, socio-political crises, and recurring natural disasters. These emergencies regularly disrupt schooling for millions more. Building greater resilience into the education sector at the national, sub-national, and local levels is imperative if education services can continue to be provided to learners throughout emergencies and crises.

## FINDINGS

The evaluation focused on assessing the impact of the capacity development strategy on training participants on three levels: knowledge, practices, and institutionalisation. The evaluation found that, despite the enormity of its task and the relative lack of resources, the capacity development training and institutionalisation strategy has managed to train a critical mass of practitioners, decision makers, and key education stakeholders in its initial phase and lay the foundation for building a culture of resilience throughout ESAR; however, there remains room for improvement and strengthening the achievements made by the strategy.

While it was difficult to isolate the impact of the UNICEF/SC training programme on participants' knowledge, particularly at the policy level, the evaluation determined that the training participants demonstrated increased knowledge of emergency preparedness response/disaster risk reduction (EPR/DRR) principles, but that this knowledge progressively diminished at successive levels of roll-out. The provision of basic EPR/DRR manuals and visual learning aids proved to be a key element of increasing knowledge retention and assisting with the dissemination of the training's EPR/DRR training message. Greater collaboration with relevant civil society partners, particularly, at the local level, would increase the grassroots EPR/DRR knowledge base, which was found to be low compared to the national and sub-national levels, where actors had directly participated in the training initiative. Finally, the evaluation determined that insufficient attention has been paid to emergencies linked to conflict displacement, political unrest, and health epidemics, both in the training and in subsequent activities.

Training participants did demonstrate improvement in their EPR/DRR practices in many cases; however, there were inconsistencies in their practices across different countries and levels. The participants who responded to the online survey and took part in interviews during the five country visits indicated that the information received in the UNICEF/SC training assisted them in the development and strengthening of their EPR/DRR skills and practices.

The evaluation found that there have been encouraging steps taken to include EPR/DRR practices in the education sector policy and planning to varying degrees in the five country case studies. A particularly crucial achievement of the capacity building strategy was closer co-ordination with relevant actors on Education in Emergencies (EiE) which strengthened the impact of the training and institutionalisation efforts in countries where it occurred. A major challenge to the long-term sustainability of the institutionalisation efforts was the weak financial, technical, and operational capacity of the ministries of education and disaster management agencies in each of the five country case studies. Also negatively impacting the implementation of EPR/DRR best practices was the fact that the information gathering and dissemination systems were extremely weak or non-existent in all five country case studies. The fact that follow-up activities and monitoring & evaluation mechanisms were not put in place also weakened the impact of the institutionalisation efforts. There is a lack of awareness amongst the general public, national government representatives, and the donor community of the importance for prioritising EPR/DRR initiatives in ESAR. To mitigate this, a comprehensive, multi-sectoral strategy that is responsive to the different country contexts and diverse capacities and needs at the local, sub-national, and national levels is required.

## CAPACITY GAPS

A key task of the evaluation was to identify capacity gaps that, if addressed, would strengthen the effectiveness of the capacity development programme. The information gathered in the five country visits showed that the capacity development efforts have not yet reached all key stakeholders, particularly those at the grassroots level, weakening the training impact at the sub-national level. Additionally, staff turnover and a lack of follow-up have resulted in low levels of

knowledge retention. The teaching and learning aids that were so instrumental in further dissemination of the EPR/DRR knowledge and practices are lacking in most of the countries visited, and the initiatives have not addressed some of the key emergencies, particularly related to conflict, and in some cases, there has been insufficient contextualisation, resulting in a low level of knowledge, skills, and buy-in from key stakeholders. There is also a lack of baseline data, making it difficult to attribute the impact of the UNICEF/SC training and institutionalisation strategy. The lack of rigorous monitoring & evaluation also creates challenges in measuring the effectiveness of the EPR/DRR capacity development strategy. In addition, the evaluation found that while good progress has been made on incorporating EPR/DRR practices into education sector planning and policies, they have yet to be translated into action, which can be a factor of the lack of resources that the relevant national government ministries and agencies are experiencing. Co-ordination mechanisms also need to be strengthened and weak information gathering and dissemination systems severely limit the prospects for viable and sustainable EPR/DRR programming. Co-ordination is also lacking between EPR/DRR interventions, which are often *ad hoc*, resulting in overlaps and gaps. Finally, one of the largest capacity gaps is the lack of awareness of the importance of Education in Emergencies programmes amongst the general public, national governments, and the donor community.

## **LESSONS LEARNED AND RECOMMENDATIONS FOR FUTURE STRATEGY**

The lessons learned draw from the information from the findings and capacity gaps, offering actionable recommendations to address each gap.<sup>1</sup> The first lesson concludes that EPR/DRR capacity development training can contribute significantly to improved emergency response; however, when the cascade training model employed by the EPR/DRR capacity building training is used in isolation, it offers extremely limited potential to improve EPR/DRR practices at the grassroots level. Additionally, teaching and learning aids must be provided to schools to ensure that children benefit from the capacity building initiatives. Future initiatives should also take into account the need for strategic collaboration with community-based groups, which offers further potential to develop and strengthen long-term sustainable EPR/DRR capacity, as broad and multi-sectoral collaboration offers the best chance of successful EPR/DRR capacity development. Future capacity building strategies should be situated within a multi-sectoral and comprehensive EPR/DRR strategy to ensure maximum impact, sustainability, and value for money. Future programmes also need to incorporate the following key elements: gathering baseline data at the beginning of future training initiatives to assist with monitoring & evaluation efforts; the inclusion of all crises relevant to ESAR and individual country context; a variety of follow-up activities in conjunction with the training encourage long-term sustainability; and rigorous follow-up and monitoring & evaluation mechanisms. The evaluation's findings made clear that strong national institutions are essential to the long-term success and sustainability of EPR/DRR programming and that in order to ensure that knowledge gained is implemented into relevant education sector policy and practice, guidance and technical support is required.

## **CONCLUSION: BUILDING A CULTURE OF RESILIENCE**

The study found that, in many cases, significant progress had been made towards improving individual training participants' knowledge and practices, and that promising steps had been taken in many target countries towards institutionalising EPR/DRR within education sector policy and planning. Crucially, co-ordination between key EIE partners had been significantly strengthened as a result of the training. Further, policy and planning within organisations targeted had been subsequently improved to incorporate key elements of the EPR/DRR capacity development training. Despite such marked achievements, the evaluation also identified several challenges to the success

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<sup>1</sup> These actionable recommendations are too numerous to summarise here. They are outlined individually in Chapter 5 and in the Logical Framework for the Way Forward in Section 5.2.

of the initiative across the five country case studies. In some countries, such as Madagascar, programme impact had reached the vital community level, and had led to tangible improvements in the disaster preparation and response of local Ministry of Education staff, teachers, and learners. Such cases are nascent examples of the EPR/DRR capacity development programme contributing to what this report terms 'building a culture of resilience'—a combination of ten key elements identified by this evaluation as necessary for promoting successful EPR/DRR programmes.

Despite the challenges, the achievements of the EPR/DRR capacity development and institutionalisation initiative are particularly significant in view of the relatively limited financial, technical, and material resources allocated to the programme and its broad scope of implementation. These commendable achievements must now be expanded upon and supported with additional resources, as outlined in this evaluation, to ensure that programming contributes to building the culture of resilience necessary to ensure that all girls and boys, including disadvantaged groups, can benefit from their right to education before, during, and after crises. Through UNICEF's role of policy advocate and technical advisor, the organisation is well-placed to champion Education in Emergency programming with the goal of supporting national governments and other stakeholders in the region in their efforts to build a locally owned and led sustainable culture of resilience.

# 1 INTRODUCTION

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As part of continuing efforts to ensure that education services are sustained in the wake of natural and man-made disasters, UNICEF and its partner organisation, Save the Children (SC), undertook a capacity building training and institutionalisation programme as part of the global Education in Emergencies and Post-crisis Transition (EEPCT) Programme. This initiative, implemented with the support of the IASC Education Cluster, aimed to "...build and strengthen sustainable national emergency preparedness and response (EPR) capacity in the education sector in the Eastern and Southern Africa Region (ESAR) holistically and strategically."<sup>2</sup> Since its inception in May 2009, the training and institutionalisation strategy has reached more than 2,800 frontline responders from national governments, local and international NGOs, civil society organisations, and UN agencies throughout ESAR. It has successfully trained a critical mass of practitioners, decision makers, and key stakeholders in the education sector.

Seeking to understand the impact that this strategy has had on the capacity of individuals and institutions to prepare for and respond to emergencies and disasters in ESAR, UNICEF commissioned an independent evaluation of the capacity building training and institutional programme. Led by Professor Sultan Barakat of the Post-war Reconstruction & Development Unit (PRDU) and Professor Frank Hardman of the Institute for Effective Education (IEE), the evaluation team sought to identify the achievements and lessons learned during the implementation of the capacity building training programme. Detailed field evaluations were conducted in a sample of five ESAR countries<sup>3</sup> in an effort to guide future advocacy and funding strategies. The evaluation also aimed to identify proposed actions to enhance future emergency preparedness and response/disaster risk reduction (EPR/DRR) capacity development and institutionalisation efforts in the education sector. The evaluation team's findings and recommendations are presented in this report.

## 1.1. THE OBJECTIVES OF THE EVALUATION

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In order to provide a comprehensive account of the impact of the UNICEF/SC capacity building training and institutionalisation programme, this evaluation was guided by four main objectives.

First, the evaluation sought to assess the knowledge of the individuals who participated in the EPR/DRR training through interviews, focus group discussions, and an Online Survey. All of these tools were designed to gauge whether participants had gained new knowledge and insights relating to EPR/DRR from the training, and if so, what such new knowledge entailed. Additionally, researchers explored differences between the knowledge of those who had taken part in trainings in different countries, and at different levels within countries, to assess how using a cascade model had impacted upon capacity development activities.

Second, the evaluation looked at the EPR/DRR practices of the target group, attempting to ascertain the extent to which they applied the knowledge and skills acquired from the training. As part of this objective, the evaluation team explored the level of monitoring and evaluation of EPR/DRR activities and identified any mechanisms currently in place to ensure the sustainability of the knowledge and skills gained through the training.

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<sup>2</sup> UNICEF Request for Proposal for Institutional Consultancy to Evaluate Capacity Development in, and its Impact on Institutionalization of, Emergency Preparedness and Response (EPR) and Disaster Risk Reduction (DRR) in the Education Sector in ESAR (RFP-KENA-2011-0022) (Nairobi, UNICEF, 2011), p. 23. The Request for Proposal is attached to this report as Annex K.

<sup>3</sup> Evaluation activities were carried out in Burundi, Comoros, Madagascar, Malawi, and Rwanda.

Third, the ways in which the capacity building strategy has contributed to the institutionalisation of EPR/DRR policies and practices in the education sector were addressed by exploring the extent to which EPR/DRR has been incorporated into national-level education sector policy and planning. Along these lines, the evaluation also examined how and where appropriately contextualised issues of conflict vulnerability and disaster risk reduction are addressed in national education programme activities. The degree of co-ordination in the Education Cluster and/or sector co-ordination group was also investigated, as well as the level of understanding of roles and responsibilities of relevant actors at the local, sub-national, and national levels.

Finally, gaps in capacity and challenges to institutionalisation efforts were identified and corresponding actions to address them were recommended. Principal lessons learned were outlined, along with key elements to be incorporated into future planning and monitoring and evaluation activities. Perhaps most importantly, a road map and logical framework for future strategies was developed, based upon the findings from the first three objectives.

## 1.2. THE EVALUATION QUESTION

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While the evaluation was divided into the four inter-related objectives outlined in the previous section, to more succinctly focus the evaluation team's efforts, a single, overarching evaluation question which encapsulates all four objectives was formulated:

*What impact has the EPR/DRR trainings had on the participants' knowledge, skills, and understanding, as well as their individual and institutional practices, and how can it inform future interventions in this sector?*

With this question as the starting point, the evaluation team explored each of the four objectives in greater depth. Drawing upon strategic sub-questions and investigative areas related to each objective described in the ToRs, the evaluation team employed a mixed-methods research methodology that provided in-depth qualitative and quantitative data upon which the evaluation's findings and recommendations are based, while responding to the overall evaluation question.

## 1.3. THE CONCEPTUAL FRAMEWORK

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In order to design a suitable methodological approach and evaluation tools, it was necessary to orientate this evaluation of the EPR/DRR capacity building training within an appropriate and relevant conceptual framework. There are two areas of study which, if combined, provide the basis for a theoretical framework for the idea of evaluating the impact of the EPR/DRR capacity development training, namely theory of change and the idea of capacity-building. In this section, both will be briefly examined.

### 1.3.1 USING THEORY OF CHANGE TO ENHANCE PROGRAMME EVALUATION

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For the purpose of this evaluation, theory of change is defined as the implicit assumptions held by practitioners and participants about why the activities they choose for addressing a particular problem will work. Making explicit a theory of change can serve as a useful way of viewing programme assumptions, the processes used, and expected outcomes for the purpose of evaluation. In the case of the UNICEF training programme, the assumption was that the transformation of skill level, knowledge gain, and attitude change in the ways that participants act on, and think about, EPR/DRR would be brought about through national training workshops that permeate the larger national context at the school level, district level and in ministries of education.

In order to understand the concepts of capacity and capacity building, it is necessary first to examine the ideas and theories behind the way in which people and/or institutions change and the reasons attributed to the change. Theory of change, as it is commonly called, is an area of study that examines the processes and structures that drive change in organisations/institutions and the people who belong to them, as well as the impact this change has on the behaviour of the people and institutions. There are many theories of change, but several of the models are more relevant to this evaluation of the EPR/DRR capacity development training programme.<sup>4</sup> These are:

- **Lewin's Three-Step Change Model:** This model posits that there are driving forces that either facilitate or restrain change. Change is brought about in one of three ways: increasing the driving forces toward the desired outcome or behaviour, restraining the negative forces, or a combination of the two. Individuals involved in the change agree that it is necessary, collaborate towards a desired result, and have the support of leaders who support the change. Once the change is implemented, it must be sustained through new values and traditions. Sustainable change is ensured by balancing driving and restraining forces.

This theory is particularly helpful in drawing attention to the outside forces that can impact an individual's or institution's ability to successfully implement and maintain change. In the case of this evaluation, it highlights the need to be aware of the context in which the capacity development training was implemented, the hazards and risks that participants must mitigate, and external factors which may limit their ability to institutionalise the knowledge provided in the training.

- **Lippit's Phases of Change Theory:** In an expansion of Lewin's model, Lippit postulates that there are seven phases of organisational change, which include: diagnosing the problem; assessing capacity for change; assessing resources of the change agent; developing action plans; selecting and defining change agent roles; maintaining change through communication, feedback, and co-ordination; and gradual withdrawal of the change agent over time, once the change has become part of the organisational culture. As it relates to this evaluation, this theory is helpful in understanding the role of UNICEF and its partners as change agents.
- **Prochaska and DiClemente's Change Theory:** In a departure from the more linear concepts of change previously described, Prochaska and DiClemente envisioned change as a circular or spiral model, identifying that relapses in behaviours occur and that change is not necessarily successfully maintained upon the first attempt. However, as relapses are accepted as part of the process, this model allows for a more long-term approach for change and acknowledges the difficulty in implementing sustainable change in one short, linear process. The stages of this theory of change are: pre-contemplation, contemplation, preparation, action, and maintenance. The maintenance stage is emphasised and sometimes long-term support is needed to ensure the sustainability of the change.

This point is particularly relevant in contexts where the structures to support change are often weak and long-term interventions are needed by the change agent to enhance the sustainability of the desired change. This aspect is important to incorporate into this

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<sup>4</sup> Kritsonis, A. (2005). Comparison of change theories. *International Journal of Scholarly Academic Intellectual Diversity*, Vol. 8, No. 1, pp. 1-7. Available at: <http://nationalforum.com/Electronic%20Journal%20Volumes/Kritsonis,%20Alicia%20Comparison%20of%20Change%20Theories.pdf>.

evaluation's conceptual framework given the developing and fragile contexts in which the field work is taking place.

- **Social Cognitive Theory:** This theory suggests that change is affected by environmental factors, personal factors, and attributes of the behaviour itself. This theory contributes to the area of training, identifying processes which can be employed to increase the likelihood of the training's success. These processes include providing a training model to which participants can relate and which they will remember and be able to implement. Processes can also provide rewards and positive incentives for change. In this theory, it is important that the change is not something that the participants cannot understand or visualise achieving.

Social cognitive theory, in the context of this evaluation, provides a richer understanding of the processes of capacity building training and how participants understand and implement change. It also highlights the necessity of providing context-specific training to which participants can relate. Adapting aspects of this theory will focus the evaluation on the individual participant level and will be useful when examining individual case studies and useful lessons learned.

Given the complexity of the country contexts in ESAR and the interrelated aspects of the education and disaster preparedness sectors, the evaluation team has developed a conceptual framework of change that is particularly relevant to this evaluation drawn from the relevant aspects identified above in the individual theories. Rather than providing a one-stop explanation of how change occurs within the context of EPR/DRR capacity development, this multi-dimensional framework will serve to further our understanding of how change occurs and provide practitioners with valuable lessons-learned. It also recognises that an important component of programme evaluation is the phenomenon known as the 'black box'. The metaphor of the black box illustrates the often unexposed connection between inputs to a programme and the final results. Identifying the theory of change makes explicit the connection between the inputs and the final outcomes by focusing on the processes within the black box.<sup>5</sup>

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### 1.3.2 CAPACITY AND CAPACITY DEVELOPMENT

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Capacity development can be seen as a type of organisational change—one that takes a structure or process in which gaps exist and provides it with the knowledge, resources, and support which optimise its behaviour, usually measured by specific outcomes. Before exploring capacity development, however, *capacity* should be defined. Broadly, capacity is comprised of “the aptitudes, resources, relationships, and facilitating conditions necessary to act effectively to achieve some intended purpose...addressed at a range of levels, from individuals all the way up to entire countries.”<sup>6</sup> These levels are interdependent and interrelated, particularly in the context of fragile or developing states. To reinforce this point, Brinkerhoff provides an example of a community health care worker:

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<sup>5</sup> Ashton, C. (2007). Using theory of change to enhance peace education evaluation. *Conflict Resolution Quarterly*, Vol. 25, No. 1, pp. 39-53. Available at: <http://onlinelibrary.wiley.com/doi/10.1002/crq.189/abstract>.

<sup>6</sup> Brinkerhoff, D.W. (2007). *Capacity development in fragile states*. (Discussion Paper 58d). Maastricht: ECDPM. Available at: [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Navigation.nsf/index2?readform&http://www.ecdpm.org/Web\\_EC DPM/Web/Content/Content.nsf/80ba021853007405c1256c790053145c/c56df8709c249bbcc12573060028676c?OpenDocu ment](http://www.ecdpm.org/Web_ECDPM/Web/Content/Navigation.nsf/index2?readform&http://www.ecdpm.org/Web_EC DPM/Web/Content/Content.nsf/80ba021853007405c1256c790053145c/c56df8709c249bbcc12573060028676c?OpenDocu ment).

*“The capacity of a community health care worker to contribute to better health outcomes is linked to the capacity of the local clinic where he or she is based. The capacity of that clinic to perform is influenced by its relationships with the health ministry and with other partners (e.g., private providers, communities), the technical support services it receives, and the resources it has. The capacity of the health ministry and its partners to produce health outcomes for the population is affected by the resources they receive from the national government and international donors, by the policies governing how health service provision is financed and managed, by the degree of corruption, by what kinds of services societal elites want, and so on...[A]nalytically, the combination of all the levels can be treated as a single system, or each level can be conceived of as a system in itself (or a sub-system), with the higher levels becoming the system’s operating environment.”<sup>7</sup>*

This example can be easily adjusted to fit the education and emergency preparedness sectors, which are the focus of this evaluation, and serves as a suitable framework for understanding capacity particularly in the context of developing countries.

Regarding capacity development, Watson identifies two main, conflicting frameworks.<sup>8</sup> The first model, which is currently dominant in the field of international development, is a linear understanding of the connection between aspects of capacity development initiatives. This theory asserts that the provision of inputs and delivery of outputs will result in better performance and ultimate achievement of stated development goals. The second model, termed complex adaptive systems thinking, accepts a broader view of capacity, accepting that organisations were more complex and consisted of interrelated factors. In this framework, stakeholder interaction over time is important. Also, the dynamics that govern all of the interrelated factors of capacity are unpredictable and not easily controlled through outside intervention, thus making capacity building strategies more difficult to create and implement successfully and in a sustainable manner.

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### 1.3.3 THE CONCEPTUAL FRAMEWORK FOR THE EVALUATION OF THE EPR/DRR CAPACITY DEVELOPMENT STRATEGY

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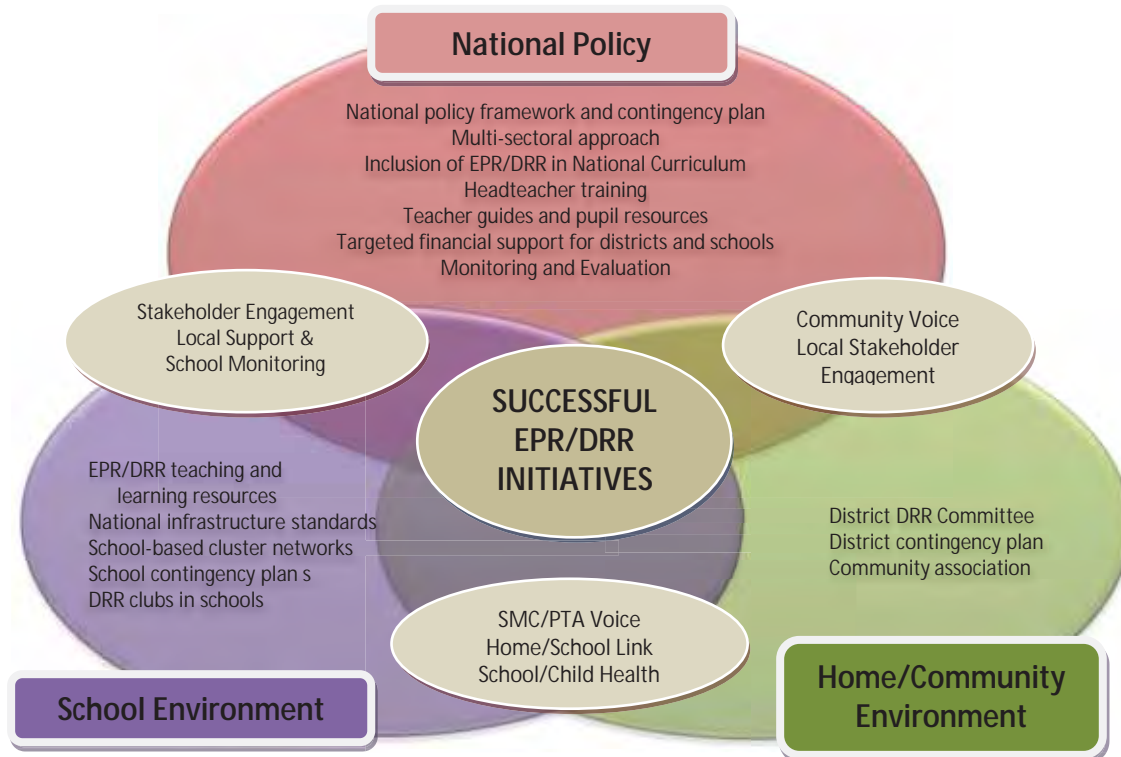
The conceptual framework employed for this evaluation draws upon elements of the theories of change and capacity building outlined in Sections 1.3.1 and 1.3.2 and is graphically depicted in Figure 1. The framework views change as a dynamic process, rather than a linear one, with support and resources from the change agent(s) such as governments, UNICEF and its partners providing ongoing training in EPR/DRR that promotes institutional and individual learning at all levels of the system. It is also important that monitoring and evaluation measures are developed for tracking whether the training programme has met its objectives.

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<sup>7</sup> Brinkerhoff, D. (2007). *Capacity development in fragile states*. (Discussion Paper 58d). Maastricht: ECDPM. Available at: [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Navigation.nsf/index2?readform&http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Content.nsf/80ba021853007405c1256c790053145c/c56df8709c249bbcc12573060028676c?OpenDocument](http://www.ecdpm.org/Web_ECDPM/Web/Content/Navigation.nsf/index2?readform&http://www.ecdpm.org/Web_ECDPM/Web/Content/Content.nsf/80ba021853007405c1256c790053145c/c56df8709c249bbcc12573060028676c?OpenDocument).

<sup>8</sup> Watson, D. (2009). Combining the ‘best of two worlds’ in monitoring and evaluation of capacity development in *Measuring Capacity Development*. Available at: [http://www.snvworld.org/sites/www.snvworld.org/files/publications/18\\_measuring\\_capacity\\_development\\_-\\_combining\\_the\\_best\\_of\\_two\\_worlds\\_in\\_monitoring\\_and\\_evaluation\\_-\\_david\\_watson\\_.pdf](http://www.snvworld.org/sites/www.snvworld.org/files/publications/18_measuring_capacity_development_-_combining_the_best_of_two_worlds_in_monitoring_and_evaluation_-_david_watson_.pdf).

**FIGURE 1: CONCEPTUAL FRAMEWORK OF THE EVALUATION**



The model also recognises that effective training in EPR/DRR to bring about changes in skills, knowledge and attitudes will not be brought about by occasional, one-shot workshops that many training programmes tend to provide. Studies evaluating the utility of training workshops show that they do not routinely produce positive outcomes. However, follow-ups to the workshops have been shown to improve the adoption of the innovation and retention of the proficiency compared to workshops alone.<sup>9</sup> It also takes into account that this capacity building training and institutionalization strategy was only the first step in laying the foundation upon which to build a culture of resilience in the education sector in ESAR. Continuous follow-up training and linkages with other relevant UNICEF programmes will ensure the longer-term reinforcement of the changes brought about through this strategy.

#### 1.4. THE METHODOLOGY OF THE EVALUATION

Much like the research methods themselves, the development of the evaluation methodology involved a participatory approach which enabled the programme's stakeholders to play an active role in shaping the design of the methodology.<sup>10</sup> This inclusive, participatory approach allowed UNICEF staff and programme participants, particularly at the country level, to verify the most appropriate methods to be used, areas to be explored, and questions to be asked. Stakeholder feedback proved to be especially important during the development of the analytical framework, which guided the development of the data collection tools. The analytical framework directly

<sup>9</sup> Darling-Hammond, L., Chung Wei, R., Andree, A., Richardson, N. & Orphanos, S. (2009). *Professional Learning in the Learning Profession: A Report on Teacher Development in the United States and Abroad*. Stanford University/National Staff Development Council.

<sup>10</sup> A fully detailed review of the evaluation's methodological approach can be found in Annex A.

adapted the five priorities for action from the Hyogo Framework,<sup>11</sup> creating five general EPR/DRR Goals around which data collection and analysis efforts were centred:

1. Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation;
2. Identify, assess, and monitor disaster risks and enhance early warning systems;
3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels;
4. Reduce the underlying risk factors; and
5. Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).

Within these main goals, 53 indicators were identified, drawing from UNICEF's Core Commitments for Children in Humanitarian Action (CCC) and DDR Programme Guidance, the OECD-DAC Criteria for Evaluating Development Assistance, and the 2010 INEE Minimum Standards for Education in Emergencies, as well as other germane documents. For example, 17 of the indicators were developed from the UNICEF's Core Commitments related to education, specifically focusing on several proposed programme actions in preparedness, response, and early recovery that are particularly relevant to this evaluation. From the 53 indicators, the evaluation team created the data collection tools which guided the semi-structured interviews and focus group discussions.<sup>12</sup>

The sampling strategy for data collection consisted of three distinct levels, the first occurring at the regional level, where the countries hosting the evaluation team's country visits were selected. Participating countries were identified on a voluntary basis determined by the availability and work load of the UNICEF country office staff. Originally six countries volunteered to host field visits from the evaluation team: Burundi, Comoros, Ethiopia, Madagascar, Malawi, and Rwanda; however, due to the ongoing famine crisis in the Horn of Africa, Ethiopia withdrew from the country case study. While the online survey captured the experiences and opinions from nine respondents from Horn of Africa countries, it would have been preferable to have included one of these countries in the case study sample. A country case study sample that included countries currently experiencing and responding emergencies would have provided this evaluation with greater depth, as evidenced by the fact that the data that provided the best opportunity for comparative analysis came largely from Madagascar where the evaluation team witnessed the preparation and recovery efforts before and after Hurricane Giovanna. Data gathered first-hand during emergencies such as the famine in the Horn of Africa or the ongoing refugee crisis in South Sudan can better inform future strategy and programming efforts than reflective information provided after an event. While the demands that an evaluation team visit would place on the UNICEF country staff responding to an emergency are well understood, future evaluations should balance them against the importance of gathering information about the capacity of emergency and disaster response during an event. From a methodological perspective, exploring creative ways to conduct evaluations during ongoing emergency response should be considered for future evaluations.

At the country level, the evaluation team employed a multi-layered sampling technique consisting of four main elements:

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<sup>11</sup> These priorities are: 1). Make disaster risk reduction a priority; 2). Know the risks and take action; 3). Build understanding and awareness; 4). Reduce risk; and 5). Be prepared and ready to act.

<sup>12</sup> The Semi-Structured Interview Tool is attached as Annex B and the Focus Group Discussion Tool is attached as Annex C. Both of these tools include the goals and indicators, along with the related questions directly developed from each indicator.

1. Policy and project level staff from stakeholders, including UNICEF and its partners, relevant ministries such as education and the interior, other UN agencies, and other actors who may or may not have participated in the training but who had important insights into the general state of the education sector, EPR/DRR, and/or the EEPCT programme;
2. Participants in the capacity development training;
3. Field visits to communities that benefited from education interventions in response to conflict or natural disaster; and
4. A control group of individuals working in education and/or disaster response who have not yet participated in the training.

Another layer of the stratified sampling focused on the training participants, ensuring that the sample included a balance between gender, government/non-government workers, senior/junior levels, and national/local levels. A final layer focused on the two levels of training—those who had received the capacity building training from UNICEF/SC in workshops and those to whom the training was cascaded, such as teachers, community members, and pupils. The overall rationale for this combined stratified cluster sampling strategy was to maximise insights and learning at the national and sub-national level. The sampling strategy could not completely address all significant variations within each country context and the number of respondents varied slightly by country; however, the team set a goal of interviewing at least 10% of the training participants in each country and achieved this in four of the five country case studies.

Data was collected in two stages relying upon five separate but linked qualitative and quantitative data collection methods that were on-going and concurrent throughout the evaluation period:

1. A document analysis and literature review;
2. Semi-structured interviews;
3. Focus group discussions;
4. Observations during the field visits to five ESAR countries; and
5. Online survey.

The initial desk review focused on country-specific background information; current international best practices in EPR/DRR; and validated lessons learned based on good programme design, monitoring, and evaluations. The evaluation team reviewed a wide array of relevant documentation, including open source documents as well as reports and documentation provided by UNICEF ESARO and the Country Offices in the five case country studies. Second, the evaluation team conducted evaluation activities in five ESAR countries, including semi-structured interviews and focus group discussions with actors at the national, sub-national, and local levels. Observations in the field and at schools were also a vital part of the methodology. Finally, invaluable supporting quantitative data was obtained through an online survey which included respondents from other ESAR countries in order to triangulate and verify information gathered in the five country case studies, as well as expand the knowledge base of best practices and lessons learned.

The collected data was analysed through a five-step process, with the first step occurring during the initial desk-review period when the team analysed the information received in the distance briefing and the literature review. This initial contextual analysis was incorporated into the Inception Report. Following the Reference Group's feedback on the Inception Report, the evaluation team refined the preliminary analysis in preparation for the start of the country visits. The third stage occurred at the end of each country visit, when the evaluation team performed an initial analysis of the data collected in each country, summarizing it in a Country Debriefing Note submitted to the UNICEF Country Office and ESARO staff. The evaluation team then conducted a comparative meta-analysis of the data from the five country case studies and the online survey, identifying common themes

and special contextual differences upon which this report's findings and recommendations, as well as the Road Map for Future Strategies in Section 4.3, is based. Finally, the fifth step synthesized and incorporated into the final report the feedback from the Reference Group following the debriefing and report presentation in Nairobi.

## 1.5. THE ORGANISATION OF THE REPORT

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Following this introductory chapter, Chapter Two explores the context in which the training and institutionalisation programme was implemented with a discussion of the risks of natural and man-made disasters in the Eastern and Southern Africa Region (ESAR) and their impact on the region's education sector. It also provides a summary of the design and implementation of the capacity building training and institutionalisation programme. Chapter Three outlines the key findings of the evaluation, while the capacity gaps linked to the previous chapter's findings are briefly discussed in Chapter Four. Chapter Five concludes the report by offering lessons learned and specific actionable recommendations for future strategy and programming efforts, along with a logical framework and a road map of key elements for future strategy.

## 2 CONTEXTUALISATION

In order to analyse fully the impact of UNICEF’s capacity building training and institutional strategy in Eastern and Southern Africa, it must first be situated within the regional and sectoral context. This chapter first summarises the risks of natural and man-made disasters in ESAR by focusing on the five country case studies, then discusses the impact these emergencies have had on the education sector throughout the region. It closes with a brief overview of the UNICEF capacity building training and institutionalisation strategy, with a special emphasis on the programme activities undertaken in the five countries where field research was conducted.

### 2.1. DISASTERS AND EMERGENCIES IN THE EASTERN AND SOUTHERN AFRICA REGION (ESAR)

The Eastern and Southern Africa Region (ESAR) is vast—reaching from Eritrea in the north to South Africa and with a population of approximately 370 million.<sup>13</sup> With the emergence of South Sudan as

**FIGURE 2: MAP OF EASTERN AND SOUTHERN AFRICA REGION (UNICEF)**



an independent state in July 2011, UNICEF now has 21 country programmes in the region.<sup>14</sup> This large, populous, and diverse region experiences some of the highest recurrences of emergencies in the world, with natural disasters such as repeated droughts, floods, severe storms, and cyclones representing most of the emergencies. Experts predict that it will be among one of the regions of the world most affected by climate change, with some countries experiencing prolonged drought, intensified because of higher temperatures and reduced rainfall, while others suffer from increased storms and higher ocean levels. Additionally, conflict, political unrest, large-scale population displacement, economic crises, and disease epidemics combine to create complex emergencies and further impact on an already vulnerable people.

#### 2.1.1 NATURAL DISASTERS AND EMERGENCIES

According to the United Nations International Strategy for Disaster Reduction Regional Office for Africa, disasters in the region are “...increasing in frequency, severity, and impacts” and water, weather, and climate emergencies affect roughly 12.5 million people each year.<sup>15</sup> Southern Africa, in particular, has experienced its worst consecutive flood/cyclone seasons in the last three years with an increase in the number of Category Four and Five cyclones, with more than four million people in

<sup>13</sup> UNICEF (2011). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>14</sup> The 21 country programmes are: Angola, Botswana, Burundi, Comoros, Eritrea, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Rwanda, Somalia, South Africa, South Sudan, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe. Of all of the countries in the region, only Djibouti does not have a UNICEF country programme.

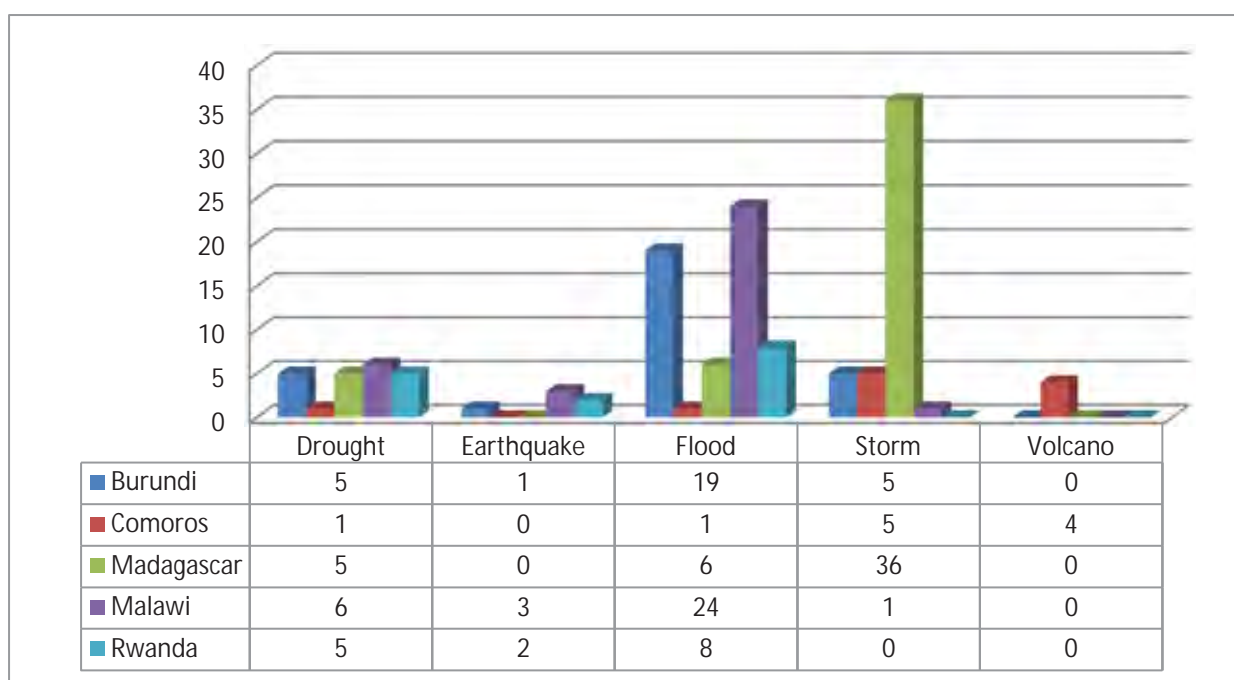
<sup>15</sup> UNISDR (2012) *Regional Office for Africa*. Nairobi: UNISDR. Available at <http://www.unisdr.org/africa>.

nine countries being affected.<sup>16</sup> The rainy and tropical storm seasons bring with them severe flooding that impacts a number of countries throughout ESAR.<sup>17</sup>

At the same time, Southern Africa has also experienced three severe droughts since 2000, a 200% increase.<sup>18</sup> Drought is also prevalent in Eastern Africa, particularly the Horn, where the impact of four consecutive below-normal rainy seasons led to a prolonged drought and a famine crisis in 2011.<sup>19</sup> Recently, the Greater Horn of Africa Climate Outlook Forum (GHACOF) issued a forecast warning of below-normal rainfall over much of the Greater Horn region, which could, once again, lead to famine-level food insecurity.<sup>20</sup>

The five countries included in this evaluation varied significantly by their level and types of natural disasters they experience on a regular basis. While not representative of ESAR as a whole, the most prevalent natural disasters afflicting the five country case studies were droughts, earthquakes, floods, storms,<sup>21</sup> and, in the case of Comoros, volcanoes. Figure 3 provides information about the prevalence of these main disasters in the five country case studies.

**FIGURE 3: NUMBER OF DISASTERS REPORTED 1980-2010<sup>22</sup>**



<sup>16</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>; OCHA (2012). <http://ochaonline.un.org/rosea/AboutUs/tabid/6355/language/en-US/Default.aspx>

<sup>17</sup> OCHA (2012). <http://ochaonline.un.org/rosea/AboutUs/tabid/6355/language/en-US/Default.aspx>.

<sup>18</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>.

<sup>19</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>.

<sup>20</sup> GHACOF 30 (2012). Statement from the Thirtieth Greater Horn of Africa Climate Outlook Forum (GHACOF 30). Kigali: GHACOF 30.

<sup>21</sup> Storms include heavy rain storms, as well as tropical storms.

<sup>22</sup> Source: EM-DAT: The OFDA/CRED International Disaster Database, Université catholique de Louvain, Brussels, Belgium. More information and data available at: [www.emdat.be](http://www.emdat.be).

It is important to note that in order for an event to be counted as a disaster, at least one of these four criteria must be met: (i) 10 or more people reported killed; (ii) 100 people reported affected; (iii) a call for international assistance; and/or (iv) a declaration of a state of emergency.<sup>23</sup> Therefore, many of the seasonal storms which countries like Malawi experience every year are not included here. Nevertheless, these storms disrupt lives and livelihoods every year and their impact on the education sector through damaged buildings and lost resources cannot be underestimated. Table 1 provides data on the number of people affected by each type of disaster as well as the country ranking.

**Table 1: Population Exposure and Country Ranking by Hazard Type<sup>24</sup>**

	Burundi	Comoros	Madagascar	Malawi	Rwanda
<b>Drought</b>	732 (176 <sup>th</sup> of 184)	2,240 (165 <sup>th</sup> of 184)	822,997 (55 <sup>th</sup> of 184)	1,142,090 (48 <sup>th</sup> of 184)	302,296 (87 <sup>th</sup> of 184)
<b>Earthquake</b>	30,748 (84 <sup>th</sup> of 153)	N/A	2,121 (121 <sup>st</sup> of 153)	122,021 (52 <sup>nd</sup> of 153)	102,109 (58 <sup>th</sup> of 153)
<b>Flood</b>	4,289 (113 <sup>th</sup> of 162)	N/A	28,556 (54 <sup>th</sup> of 162)	18,591 (76 <sup>th</sup> of 162)	8,588 (97 <sup>th</sup> of 162)
<b>Landslide</b>	376 (91 <sup>st</sup> of 162)	15,050 (15 <sup>th</sup> of 162)	2,416 (43 <sup>rd</sup> of 162)	924 (69 <sup>th</sup> of 162)	980 (67 <sup>th</sup> of 162)
<b>Storm</b>	N/A	155 (79 <sup>th</sup> of 89)	1,885,541 (9 <sup>th</sup> of 89)	N/A	N/A
<b>Tsunami</b>	N/A	2,857 (35 <sup>th</sup> of 76)	N/A	N/A	N/A
<b>Volcano</b>	N/A	284,000 (Ranking Unavailable)	N/A	N/A	N/A

## 2.1.2 THE POLITICAL AND ECONOMIC CONTEXT IN ESAR

In addition to the natural disasters which strike ESAR with increasing frequency, many of the countries in the region face political, social, and economic challenges which contribute to the complex nature of the emergencies there.

### POLITICAL CONTEXT AND ITS IMPACT

Many countries throughout the region have experienced political upheaval ranging from coups, after-election violence, internecine conflict, and extended civil wars. For example, the world's newest independent state, South Sudan, gained its independence after what was the continent's longest civil war with North Sudan. Currently, continued conflict in Somalia, which has been without a central government since 1991, has contributed to a crisis in which 2 million internally displaced persons (IDPs) and 1 million refugees fled their homes.<sup>25</sup> In the Great Lakes at the western edge of

<sup>23</sup> EM-DAT (2012). *Database*. Brussels: EM-DAT.

<sup>24</sup> Information taken from the 2009 Global Assessment Report.

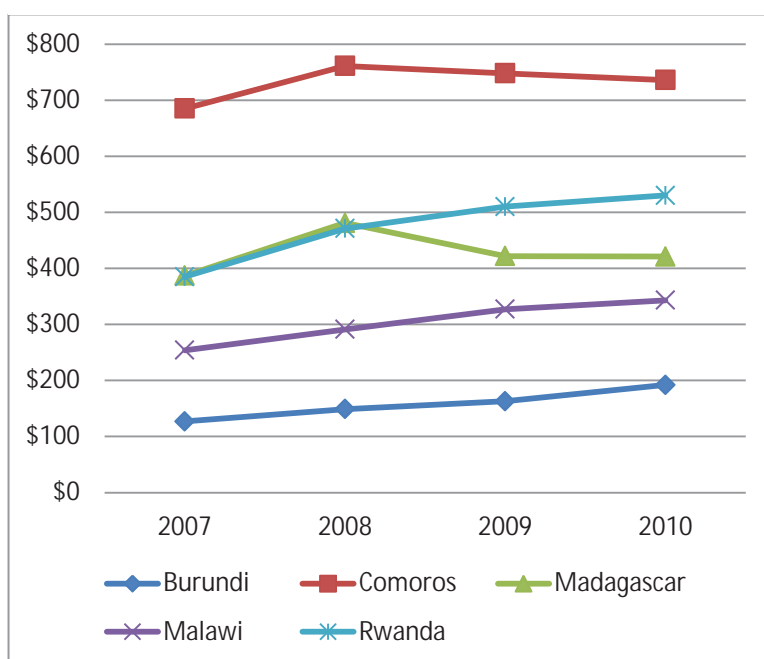
<sup>25</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>; UNHCR (2012) Somali Registered Refugee Population. <http://data.unhcr.org/horn-of-africa/regional.php>.

the region, conflict has been recurrent in Burundi since its independence, with the thirteen year-long civil war officially ending only September 2006. Rwanda has spent nearly twenty years rebuilding the country's political and social cultures after a devastating inter-ethnic conflict resulted in the deaths of an estimated 800,000 people in a three month period in 1994.<sup>26</sup> Continued violence across the border in the Democratic Republic of Congo has also created population displacement which impacts on surrounding countries in ESAR.<sup>27</sup> In Madagascar, nearly all external development funding was suspended following the coup in 2009, impacting on service delivery. Malawi has also experienced recent political upheaval, with 19 people dying during anti-government protests in July 2011. Comoros, which is considered a politically fragile state, has undergone 21 coups and coup attempts since its independence in 1975.<sup>28</sup>

## ECONOMIC CONTEXT

Economically, the majority of countries in ESAR are considered low-income countries, with a gross national per capita income of less than \$955 USD per year. Only six ESAR countries fall into the middle income category. Although all five of the countries which the evaluation team visited are

**FIGURE 4: PER CAPITA INCOME OF THE FIVE COUNTRY CASE STUDIES**



considered to be low-income, some are performing better than others economically. There is a growing economic crisis in Malawi due to the lack of foreign exchange following the suspension of external aid as well as other extenuating factors, which is affecting the cost of food and the availability of daily necessities, including fuel. Madagascar is also experiencing economic complications due to the suspension of external development aid. Even though the country has a wealth of natural resources, the impact of recurring natural disasters there stymies economic growth in its largely agrarian economy. The

loss of external development assistance, which accounted for 40 of the national budget, has also negatively impacted the country's economy.<sup>29</sup> Burundi, although one of the world's poorest countries, has made significant economic gains since the end of the civil war six years ago, nearly reaching the pre-conflict per capita income, which fell by almost 40% from \$170 USD in 1993 to \$100

<sup>26</sup> Des Forges, Alison (1999). *Leave no one to tell the story: genocide in Rwanda*. Human Rights Watch.

<sup>27</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>.

<sup>28</sup> World Bank (2011). Comoros Country Brief. Washington DC: World Bank. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/COMOROSEXTN/0,,menuPK:349947~pagePK:141132~piPK:141107~theSitePK:349937,00.html>.

<sup>29</sup> World Bank (2011). Madagascar Country Brief. Washington DC: World Bank. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MADAGASCAREXTN/0,,menuPK:356362~pagePK:141132~piPK:141107~theSitePK:356352,00.html>.

USD in 2005.<sup>30</sup> As Figure 3 shows, Comoros has the highest per capita income of all of the five countries in the evaluation, but its economy is still dependent largely on three main agricultural products and there is very little diversity.<sup>31</sup> Rwanda, through its Vision 2020 long-term economic development plan, is achieving good growth rates, even within the global economic downturn.<sup>32</sup>

## CROSS-CUTTING ISSUES

There are several cross-cutting issues that are relevant to the EPR/DRR initiatives, especially to EPR/DRR programming in ESAR context.

### *HIV/AIDS*

HIV/AIDS is a cross-cutting issue that reached epidemic proportions in many of the countries in Eastern and Southern Africa. Seven ESAR countries have HIV infection rates of over 15 per cent and five other countries have rates between 5 and 15 per cent.<sup>33</sup> According to statistics from OCHA, 35 per cent of all new HIV/AIDS infections and 38 per cent of all world-wide AIDS deaths occur in nine ESAR countries.<sup>34</sup> All of this means that ESAR is home to many children—approximately 1.3 million—who are living with HIV/AIDS and nearly 8.7 million who have lost either one or both parents to AIDS.<sup>35</sup>

### *Gender and Disability*

Gender and disability<sup>36</sup> are further cross-cutting issues with implications for EPR/DRR in many countries across ESAR. Those already marginalised by society including women and girls and people with disabilities, can become most vulnerable in a time of crisis. The level of discrimination they face in everyday life is heightened when disaster strikes and too often they are invisible when it comes to response.<sup>37</sup> Disasters do not discriminate, they affect everyone, but discrimination can multiply the effects of the crisis on vulnerable people.<sup>38</sup> Therefore it is important that any action on EPR/DRR

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<sup>30</sup> World Bank (2011). Burundi Country Brief. Washington DC: World Bank. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/BURUNDIEXTN/0,,menuPK:343761~pagePK:141132~piPK:141107~theSitePK:343751,00.html>.

<sup>31</sup> World Bank (2011). Comoros Country Brief. Washington DC: World Bank. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/COMOROSEXTN/0,,menuPK:349947~pagePK:141132~piPK:141107~theSitePK:349937,00.html>

<sup>32</sup> World Bank (2011) Rwanda Country Brief. Washington DC: World Bank. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/RWANDAEXTN/0,,menuPK:368714~pagePK:141132~piPK:141107~theSitePK:368651,00.html>.

<sup>33</sup> The countries with infection rates over 15 per cent are: Botswana, Lesotho, Namibia, South Africa, Swaziland, Zambia, and Zimbabwe. Kenya, Malawi, Mozambique, Tanzania, and Uganda record infection rates between 5 and 15 percent (UNICEF, n.d.).

<sup>34</sup> OCHA (2010) <http://ochaonline.un.org/ocha2010/rosea.html>.

<sup>35</sup> UNICEF (2011). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>36</sup> As defined in the UN Convention on the Rights of Persons with Disabilities (2006): "Disability is an evolving concept and ... results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others." The more barriers there are the more disabled a person becomes. Persons with disabilities have long-term physical, mental, intellectual, or sensory impairments such as blindness, deafness, impaired mobility, and developmental impairments. Some people have more than one form of disability and many, if not most people, will acquire a disability at some time in their life due to physical injury, disease or ageing.

<sup>37</sup> Niskala, Markku (2007). Reaching everyone in need. In IFRC *World Disasters Report – Focus on discrimination*.

<sup>38</sup> Sparrow, John (2007). Disasters do not discriminate: people do. In IFRC *World Disasters Report – Focus on discrimination*.

takes into consideration the needs of those made more vulnerable by society and their circumstances.

There is evidence suggesting that gender differentiation occurs at all levels of the disaster process, including exposure to risk, risk perception, preparedness, response, physical impact, psychological impact, recovery and reconstruction.<sup>39</sup> UNICEF's Core Commitments for Children in Humanitarian Action highlight the importance of taking gender issues into consideration during emergencies, noting both the negative and positive aspects which crises can bring to gender equality in affected countries:

*"Humanitarian crises can exacerbate pre-existing gender inequalities and may lead to increased risks, exclusion and discrimination. They can, however, also provide opportunities for positive change, allowing for a shift in traditional roles, attitudes, beliefs and exclusion practices."<sup>40</sup>*

Gender is thus an element which must be given special consideration in emergencies. Findings from the Online Survey conducted by the University of York research team reflected this, with over 84% of respondents noting that girls and boys faced different challenges after emergencies, and 75% stating that male and female responders also encountered different challenges in an emergency.

In addition, children with disabilities are amongst the most vulnerable populations in disasters. Progress is being made on increasing the inclusion of children with disabilities into education, as, for example, in Rwanda.<sup>41</sup> Often however, they may still be excluded from school but as education is a right for all their lack of presence in some schools should not be taken as a reason not to consider them in the education sector's EPR/DRR response. Addressing the immediate education needs of a diverse range of learners during emergencies is often seen as challenging, especially during the acute phase and there may be questions about the appropriateness of inclusive education in such circumstances.<sup>42</sup> However, emergency education initiatives can bring new training, resources and other means of support which offer schools the opportunity to change the physical environment and update the practices of teachers, encouraging them to be more inclusive in a range of ways.<sup>43</sup> This is especially important as not only are disasters disabling, they disable, and these newly disabled children will need to access education too.

Research highlights that initiatives related to disaster preparation and response must be correspondingly designed in line with an analysis of the rights, needs and capacities of girls, boys, women and men at all levels. There is increasing recognition within the relief and development community that such analysis of rights and needs in the context of situations of risk and humanitarian emergencies should extend beyond an analysis of gender and include a consideration of disability, in all its diversity.<sup>44</sup> This should include incorporating gender and disability

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<sup>39</sup> World Health Organization (2002). *Gender and Health in Disasters*. Available at: [http://www.who.int/gender/other\\_health/en/genderdisasters.pdf](http://www.who.int/gender/other_health/en/genderdisasters.pdf).

<sup>40</sup> UNICEF (2010). *Core Commitments for Children in Humanitarian Action*.

<sup>41</sup> Sundaram, Anjan (2012) *Rwanda, 17 January: Improving schools for children with disabilities*. UNICEF Eastern and Southern Africa – Media Centre. Available at [http://www.unicef.org/esaro/5440\\_Rwanda\\_cater\\_to\\_children\\_disabilities.html](http://www.unicef.org/esaro/5440_Rwanda_cater_to_children_disabilities.html).

<sup>42</sup> Pinnock, Helen (2009) *Education in Emergencies: including everyone*. INEE.

<sup>43</sup> Lewis, Ingrid et. al. (2010) *INEE Pocket Guide to Supporting Learners with Disabilities*. INEE

<sup>44</sup> UN (2006) *Convention on the Rights of Persons with Disabilities* (see Article 11). Available from <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>.

considerations into hazard mapping, vulnerability analysis and rapid assessments; ensuring that information drawn from the above is gender and disability disaggregated; ensuring that relief and response activities identify special risk populations, including girls, boys, men and women with disabilities and those at risk of sexual violence; ensuring that basic health services cater to the needs of girls, boys, women and men, and are delivered in a gender and disability-sensitive manner, and crucially for this programme; ensuring that community-based disaster preparedness projects, and EPR/DRR training and education include women and men, including those with disabilities, and address their specific needs and concerns.<sup>45</sup> A one-size-fits-all relief planning is unhelpful in overcoming discrimination<sup>46</sup> and EPR/DRR responses need to be aware of the diverse strengths and vulnerabilities of their target group and include them in the response.

## 2.2. THE IMPACT OF DISASTERS AND EMERGENCIES ON THE EDUCATION SECTOR IN ESAR

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The impact of the natural disasters and political and economic turmoil on children and the education sector is immense. In the Horn of Africa, the mortality rate for Somali children is one of the highest in the world and school attendance is the lowest globally.<sup>47</sup> Nearly 9 million children are out of school in ESAR, many of them due to emergencies such as conflict, socio-political crises, and recurring natural disasters.<sup>48</sup> These emergencies regularly disrupt schooling for millions more. In countries like Madagascar, where large-scale disasters like cyclones occur regularly, education is disrupted sometimes for months, increasing drop-out rates and negatively impacting on attendance rates generally. In Rwanda and Malawi, frequent flooding and disease outbreaks interrupt schooling.<sup>49</sup> Malawi also experiences heavy annual seasonal wind storms which often damage school roofs, forcing classes to share learning spaces or meet outside in unbearable conditions during the rainy season. Comoros experienced a fuel crisis in August 2008 and a teachers' strike in 2010, closing schools and postponing year-end examinations.<sup>50</sup> In addition to the natural disasters and man-made emergencies in ESAR, the education sector in nearly all of the countries faces severe lack of resources and funding and is heavily reliant on external support. Teacher shortages, large class sizes, lack of up-to-date and relevant learning aids, and inadequate classrooms, to name only a few factors, combine to make progress in the education sector challenging. Despite these obstacles, there are noteworthy achievements to report from the ESAR education sector. Rwanda, one of the five countries that participated in this evaluation, has attained one of the highest primary school enrolment rates in Africa, with nearly 96 per cent of boys and 97 per cent of girls attending primary school.<sup>51</sup>

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<sup>45</sup> World Health Organization (2002), *Gender and Health in Disasters*. Available at: [http://www.who.int/gender/other\\_health/en/genderdisasters.pdf](http://www.who.int/gender/other_health/en/genderdisasters.pdf).

<sup>46</sup> Sparrow, John; Large, Tim and Whiting, Alex (2007) *Disasters do not discriminate: people do*. In IFRC *World Disasters Report – Focus on discrimination*

<sup>47</sup> UNICEF (2011). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>48</sup> UNICEF (2011). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>49</sup> UNICEF (n.d.). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>50</sup> UNICEF (n.d.). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

<sup>51</sup> UNICEF (2011). *Regional Overview*. Nairobi: UNICEF. Available at [http://www.unicef.org/esaro/theregion\\_old.html](http://www.unicef.org/esaro/theregion_old.html).

### 2.3. UNICEF'S EEPCT CAPACITY BUILDING AND INSTITUTIONALISATION STRATEGY IN ESAR

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With its partners, UNICEF is working to minimise the impact that emergencies have on learners throughout the region. The agency's activities have taken place within the framework of the four main goals of the EEPCT programme:

- **Designated Goal 1:** Improved quality of education response in emergencies and post-crisis transition countries.
- **Designated Goal 2:** Increased resilience of education sector service delivery in chronic crises, arrested development and deteriorating context.
- **Designated Goal 3:** Increased education sector contribution to better Prediction, Prevention and Preparedness for emergencies due to natural disasters and conflict.
- **Designated Goal 4:** Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

As part of this broader Emergency in Education strategy, the UNICEF Eastern and Southern Africa Regional Office (ESARO) launched a capacity building and institutionalisation programme in partnership with Save the Children supported by the Inter-Agency Standing Committee (IASC) Education Cluster in May 2009. This strategy sought to contribute to the achievement of (i) Goal 3 through the development of an effective early response to natural and man-made disasters and (ii) Goal 4 with institutionalisation efforts. This strategy incorporated a number of important components, including direct training of first responders, the establishment of sector co-ordination mechanisms and institutional structures, capacity mapping, EPR/DRR policy development and integration, and advocacy.

The first stage of the capacity building training strategy began with two regional Training of Trainers (ToT) workshops held in Nairobi in April and May 2009 in which country teams made up of education officers from UNICEF, Save the Children, Ministries of Education, and NGOs were trained on the technical components of education in emergencies.

During the training, the country teams received guidance on the technical components of Education in Emergencies (EiE) and the training materials to be used in the subsequent cascade of training in their individual countries. They also devised their own capacity development implementation plans relevant to the country contexts, current capacities, and needs. Over an eighteen month period, these teams then implemented capacity building and institutionalisation initiatives and activities in their countries with technical and financial support from UNICEF ESARO. Training participants are expected to have learnt the following competencies:

- Know and be able to put into practice the key technical components of effective emergency response in education from conducting rapid assessments and establishing temporary learning spaces to developing emergency education curricula and devising psychosocial support strategies;
- Apply EiE technical components, such as capacity development action plans at the school and community level for strengthened preparedness at participant's individual levels;

- Undertake priority advocacy and policy action to inform national education sector policy, planning, and budgeting;
- Map capacity of education actors at national, sub-national, and local levels and identify roles and responsibilities for effective co-ordination through new or existing mechanisms;
- Initiate education sector contingency planning at the local level in collaboration with relevant disaster management authorities; and
- Plan for the implementation of further capacity development initiatives at the local level, as needed.

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### 2.3.1 EPR/DRR CAPACITY DEVELOPMENT AND INSTITUTIONALISATION STRATEGY ACTIVITY AND COVERAGE IN THE FIVE COUNTRY CASE STUDIES

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To date, over 2,800 frontline responders from the region have participated in capacity development training sessions and other activities through the EiE training programme, with 80% of the training participants coming from positions within the government at both the national and local levels. Activities have taken place in each of the 21 countries in ESAR. This evaluation focused specifically on the impact the training had on five countries—Burundi, Comoros, Madagascar, Malawi, and Rwanda. The following is a short summary of the EPR/DRR capacity development and institutionalisation strategy’s coverage and activities in each of the country case studies.

#### **BURUNDI**

The Burundi country EIE team, made up of staff from UNICEF, the Ministry of Education (MoE), and Concern Worldwide participated in the Training of Trainers workshop in May 2009 in Nairobi, Kenya. Afterwards, they conducted a national Training of Trainers workshop in September 2009 for 42 participants from the MoE and NGO staff in September 2009. This was followed by another training session in seven high-risk provinces in September and October 2010 that included contingency action planning activities for floods, conflict, and cholera.

#### **COMOROS**

Staff from the MoE and UNICEF made up the country team from Comoros that participated in the Training of Trainers workshop in May 2009 in Nairobi, Kenya. The country team then conducted a country-level training of trainers’ session for 47 participants in June 2009. An education sector action plan for 2010 was developed and submitted to the MoE for approval. School directors and teachers received training on cyclone preparedness utilising the Comoros training manual that was developed in 2010.

#### **MADAGASCAR**

The focal points from UNICEF, the MoE, and Action Aid who make up the Madagascar country team, took part in the Training of Trainers in May 2009 in Nairobi, Kenya. These trainers conducted a national-level workshop in July 2009 for country-level trainers and these trainers continued a regional and district level implementation throughout 2009 and 2010. Thus far, 192 teachers and 34 regional education officials in cyclone-prone areas have received the training and practiced their skills through school-level simulation exercises.

## **MALAWI**

In April 2009, the Malawi country team comprised of staff from UNICEF and Save the Children participated in the regional Training of Trainers workshop in Nairobi, Kenya. These trainers then undertook three country level workshops from August 2009 to May 2010 for 112 MoE officials from the national level and District Education Managers from every district in Malawi. The training focused on developing action plans for flood response and cholera preparedness. The MoE conducted a follow-up action planning workshop in November 2011 in which District Education Managers presented their district's disaster action plans.

## **RWANDA**

The Rwanda country team made up of UNICEF, MoE, and Save the Children staff participated in the regional Training of Trainers workshop in Nairobi, Kenya in April 2009. The implementation of the country implementation plan was delayed due to the August 2010 elections. The national level workshop took place in November 2010 and participants drafted national and district level preparedness and contingency plans.

### 3 FINDINGS: THE IMPACT OF THE UNICEF/SC CAPACITY BUILDING AND INSTITUTIONALISATION STRATEGY

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This chapter sets out the main findings of this study drawn from general trends from the five country case studies and countries represented in the Online Survey. Specific findings from the country visits will be discussed in the individual country research summaries, which are attached as Annexes F-J to this report. The findings included in this chapter are drawn from diverse sources, including qualitative information obtained during the desk-review period, semi-structured interviews, focus group discussions, field observation conducted during the country visits, and quantitative data gathered in the Online Survey.

#### 3.1. ASSESSMENT OF TRAINING PARTICIPANTS' EPR/DRR KNOWLEDGE

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This section outlines the findings related to the knowledge of EPR/DRR policies and practices participants in the UNICEF/SC capacity building training displayed. When possible, participants' knowledge was compared and contrasted with that of individuals who did not participate in the training.

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#### **FINDING 1: TRAINING PARTICIPANTS DEMONSTRATED INCREASED KNOWLEDGE OF EPR/DRR PRINCIPLES WHICH PROGRESSIVELY DIMINISHED AT SUCCESSIVE LEVELS OF ROLL-OUT**

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The knowledge that participants gained from the EPR/DRR capacity development training varied considerably from country to country and also across different levels of roll-out within countries. This is partly attributable to the fact that contextualisation of the training programme meant that training content differed across different countries, and, in some cases, at different levels within countries. Whilst policy-level actors—particularly UNICEF EPR/DRR focal points—demonstrated that they had gained expert knowledge of concepts related to Education in Emergencies (EiE) from the training, with the exception of Madagascar, participants progressively demonstrated diminished levels of knowledge at each level of roll-out.

However, before going on to examine the levels of knowledge demonstrated at the different levels of the roll-out in the five country case studies, an interesting finding from the Online Survey indicates that there were fewer female participants in the UNICEF/SC capacity building training, with only 42% of female respondents participating compared to 71% of overall respondents to the Online Survey.<sup>52</sup> Of those respondents who participated in the training only 14% were female compared to a rather staggering 83% male, although this result may be partly because overall the respondents were only 26% female.<sup>53</sup> In addition fewer female respondents had received follow up training (only 25% compared to 39% of all respondents)<sup>54</sup> or participated in capacity building training related to EPR/DRR delivered by another organization (only 42% compared to 56% of all respondents).<sup>55</sup> However, despite their lower levels of participation the satisfaction rates were higher amongst

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<sup>52</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>53</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>54</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>55</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

female participants compared to the overall (80% as opposed to 63% were very satisfied).<sup>56</sup> Whether these figures are an indication of underrepresentation in the sample (roughly 30% of those contacted for the Online Survey were female) or of male-female disparity on the ground is not clear from the information available from the Online Survey. However, as the research team attempted to achieve a gender balance where possible the 69% difference in favour of male participants suggests that more is may be needed to achieve gender parity in the capacity building training. Further follow-up is strongly suggested to see what it is that has resulted in the low participation of women.

There were more women who felt that EPR/DRR policies and practices have been incorporated into their organisation's policies and practices as a result of the UNICEF/SC capacity building training (80% compared to 71%).<sup>57</sup> These high percentages suggest that knowledge has been transferred at the higher levels. However, fewer women felt that the knowledge received had been shared at the school or community level (40% compared to 51%), a finding which is also indicated by the field research, although less of them disagreed with this statement than the overall (20% as opposed to 29%).<sup>58</sup>

The following section summarises the knowledge demonstrated by actors at different levels of roll-out across the five country case studies, with specific examples to highlight common themes established throughout the evaluation.

### **ESARO ToT Participants**

Participants who took part in the ESARO ToT, particularly UNICEF staff, demonstrated an expert level of knowledge of EiE norms, standards, and procedures, including key policy-level knowledge on co-ordinating relevant actors to facilitate preparedness, prevention, and response activities for emergencies affecting the Education Sector. ESARO ToT participants were generally highly familiar with Inter-Agency Network for Education in Emergencies (INEE) standards and their utilisation. They were also comfortable using planning tools such as vulnerability and capacity mapping, action plans, and contingency plans to facilitate progress on EPR/DRR. In Madagascar, UNICEF employees had even developed innovative new EiE practices, where the EPR/DRR Focal Point had promoted the idea of TARPAtents—a low-cost solution to creating Temporary Learning Spaces (TLS) which meet INEE standards using locally available materials and plastic sheeting.<sup>59</sup>

### **National Policy-Maker Level Participants**

In each of the five countries where field research was conducted, the trainers who participated in the regional Training of Trainers had rolled out the EPR/DRR Capacity Development Training to national-level actors. Individuals who participated in the first level of the EPR/DRR training roll-out demonstrated high levels of knowledge pertaining to EiE in each of the country case studies. Generally, policy-makers were aware of the need to prioritise EiE and the benefits of building the capacity of regional- and local-level actors to promote disaster resilience and improve response. They were also familiar with the appropriate steps needed to ensure this occurred, such as awareness-raising, education, training, vulnerability and risk mapping, capacity mapping, contingency

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<sup>56</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>57</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>58</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>59</sup> Interview with UNICEF Education Specialist, Madagascar, 8 February 2012.

planning, simulation exercises, establishing information-gathering and dissemination mechanisms, et cetera. In many cases, they were also involved in collaborative EiE planning through co-ordination platforms.<sup>60</sup> However, in many cases it was evident that, at this level, actors needed more technical and financial support in order to translate their EPR/DRR knowledge into policy, and, once policy is in place, to translate it into action that could benefit the sub-national and local levels in particular.

This challenge was highlighted in Rwanda, where high-ranking Ministry of Disaster Management and Refugee Affairs (MIDIMAR) officials admitted that they were unaware of INEE standards, despite the fact that employees from the institution had taken part in EPR/DRR trainings previously.<sup>61</sup> This was also witnessed in Malawi, where the Ministry of Education staff members at the national level were well-informed of EPR/DRR policies and practices, and recognised the need to implement them at the local and school level, but found it difficult to roll-out the training to these levels due, in part, to the lack of human and financial resources.<sup>62</sup> In Burundi, the MoE central staff asserted that relevant information had been disseminated at the school level, but this could not be confirmed by the evaluation mission.<sup>63</sup> The testimonies collected at provincial level highlighted a lack of knowledge amongst teachers and school directors.

### **Sub-National/District Level Participants**

Certain actors from this level had received training in all countries studied. There were vast discrepancies in the knowledge of this group, both within and across countries. Many were aware of the need to prioritise EiE, but unsure of steps they could take to promote this, and in need of further direction to act upon such knowledge. For example, in Rwanda, one District Education Officer interviewed by the research team offered a textbook résumé of the training material, but was unsure about how to put this knowledge into action, or whether government resources were available to do so.<sup>64</sup> In other cases, knowledge at this level was considerably lower. For example, regional-level MoE employees in Comoros stated that they had passed information from the training on to teachers, but in some cases they themselves appeared unsure about EiE concepts, and were unfamiliar with INEE guidelines.<sup>65</sup> In Malawi, a clear difference in the level of knowledge and understanding of EPR/DRR policies and practices was seen between district officers who had attended the training and those who did not. Individuals who had not participated in the training when compared to district officers who had received the training were less able to discuss appropriate preparations and responses to emergencies and disasters.<sup>66</sup> In Burundi, some of the trained provincial staff in Gitega had engaged in vulnerability mapping exercises at provincial level, sometimes involving school directors and teachers, but the training received did not seem to have provided them with

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<sup>60</sup> Burundi, Comoros, Madagascar, Malawi; Interviews with national-level stakeholders, Various Countries, 1 December 2011 to 28 February 2012.

<sup>61</sup> Interview with MIDIMAR employee, Rwanda, 26 Jan 2012.

<sup>62</sup> Interviews with Ministry of Education national-level staff members, Malawi, 2 and 13 December 2011.

<sup>63</sup> Interviews with Ministry of Education national-level staff members, Malawi, 5 and 6 December 2011.

<sup>64</sup> Interview with District Education Officer, Rwanda, 27 January 2012.

<sup>65</sup> Interviews with Ministry of Education Employees, Comoros, 20-22 and 24 February 2012.

<sup>66</sup> Interviews with District Officers, Malawi, 4-8 December 2011.

sufficient knowledge to adequately fulfil such tasks, and no further support or guidance has been offered by UNICEF, the MoE or the Civil Protection Authority.

### School Directors

Despite 51% of Online Survey respondents agreeing that the knowledge received from the UNICEF/SC capacity building training had been shared at the community and school level, Comoros and Madagascar were the only examples of country case studies in which training had actually reached the level of school directors or below, yet findings from these two countries were a study in contrasts. In Madagascar, the evaluation team found evidence that School Directors who had participated in training were well-versed on their responsibilities and the measures they could take to prepare for and respond to specific disasters relevant to their working context.<sup>67</sup> In contrast, those who had not yet received the training had considerably lower levels of knowledge on EPR/DRR, and no awareness of INEE Minimum Standards.<sup>68</sup> However, in Comoros, School Directors who had participated in training were largely unaware of EiE concepts and unclear as to how to better prepare their staff, pupils, and infrastructure for disasters.<sup>69</sup>

### Teachers

Madagascar was the only country visited where training roll-out had reached the level of teachers. The teachers who had participated in the training and shared their experience with the evaluation team were highly motivated and aware of key measures to take before, during, and after an emergency in order to minimise and mitigate damage. They also exhibited an understanding of core components of the training including psychological support, the importance of an early return to class, and their respective roles and responsibilities. They appeared fully committed to the principal of promoting children as effective “vectors” of EPR/DRR messages towards their parents and the wider community. In contrast, teachers in Madagascar who had not received training were considerably less knowledgeable on EiE concepts. For example, they lacked an understanding of the importance of setting up Temporary Learning Spaces (TLS) to ensure that classes could continue following a crisis, and were less aware of key steps to take within schools to prepare and adequately respond to an emergency. Prior to Cyclone Giovanna striking the country in February 2012, they had also communicated fewer and less sophisticated DRR messages to pupils.<sup>70</sup>

### Children

As discussed above, Madagascar was the only case where EPR/DRR information had reached children on a meaningful scale. The pupils attending the three schools which the evaluation team visited proved to be extremely knowledgeable on disasters and were able to recite, *ad verbatim*, a comprehensive list of basic steps to take before, during, and after crises relevant to their context in both the school and home settings.<sup>71</sup> In Malawi, there was evidence that children had the potential to be key instruments of change and

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<sup>67</sup> Interviews with School Directors, Madagascar, 10 and 13 February 2012.

<sup>68</sup> Interviews with School Directors, Madagascar, 14 February 2012.

<sup>69</sup> Interviews with School Directors, Comoros, 19-28 February 2012.

<sup>70</sup> Interviews with Teachers, Madagascar, 10 and 13-14 February 2012

<sup>71</sup> Focus Group Discussions with School Pupils, Madagascar, 10 and 13 February 2012.

could be instrumental in distributing the EPR/DRR messages to their families and communities.<sup>72</sup> The MoE had implemented an HIV/AIDS awareness campaign in the schools and there was anecdotal evidence that children had shared the information they had learned in school with their families, which increased the level of knowledge of HIV/AIDS in the general population. Staff at the MoE and the Malawi Institute of Education, which is responsible for the review and development of the national curriculum, also recognised the potential that children have to disseminate EPR/DRR knowledge and practices in the same way. Similarly in Burundi, the potential role of schoolchildren in disseminating the EPR/DRR information, particularly through involvement in school clubs and youth associations, was also recognised.

As the above examples demonstrate, whilst training participants at the ESARO and national levels were extremely knowledgeable of EPR/DRR within the Education Sector, knowledge generally decreased at subsequent levels of roll-out. In three of the five cases studies (Burundi, Malawi, Rwanda), knowledge had not reached sub-national and local levels, and in Comoros, although training had been provided to School Directors, knowledge levels remained low in the schools the evaluation team visited. However, Madagascar provided an example of a roll-out which had an extremely positive impact at the grassroots level, with significantly increased knowledge of EPR/DRR amongst teachers and, crucially, pupils. This phenomenon was also reflected in the Online Survey. The study found that although 100% of respondents agreed with the statement *“The UNICEF/SC capacity building training increased my knowledge of EPR/DRR policies and practices,”* only 51.4% agreed that *“[t]he knowledge I received from the UNICEF/SC capacity building training has been shared at the community and school level.”*<sup>73</sup> Evidence from the field research and Online Survey highlighted the difficulties caused by the lack of contextualising of the training materials at the country level, leading to lower of impact at community and school levels; this will be explored further under Finding 12.

Staff turnover was a further challenge to the sustainability of EPR/DRR initiatives in all five country case studies and negatively affected institutional knowledge retention. To cite one example, of four District Education Officers trained on EPR/DRR in Anjouan, Comoros, three had subsequently left their positions, without having trained their replacements on EPR/DRR concepts.<sup>74</sup> Additionally, the absence of follow-up activities and strong Monitoring & Evaluation mechanisms in all five countries meant that, in virtually all cases, there was little awareness of how effective the training had been, or whether additional support and guidance was needed to further develop participants’ knowledge.

These examples highlight the fact that when employed in isolation, a cascade training model offers limited potential to significantly enhance EPR/DRR knowledge at the grassroots level, despite offering a cost-effective opportunity to reach a wide range of people. The results of the field research and Online Survey thus suggest that in order to ensure sub-national and local-level actors benefit from the initiative, a strategic shift away from short-term workshops and cascade training towards school-based and cluster training is necessary. This finding is echoed in academic literature examining the impact of the cascade training model, which shows that “the cascade is more often reduced to a trickle by the time it reaches the classroom teacher, on whom the success of curricular change depends.”<sup>75</sup> A move away from the cascade model toward a more targeted approach with

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<sup>72</sup> Discussions with Ministry of Education Officer and Curriculum Officers at the Malawi Institute of Education, 6 and 8 December 2011.

<sup>73</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>74</sup> Interview with Ministry of Education Officials, Comoros, 22 February 2012.

<sup>75</sup> Hayes, D. (2000). Cascade training and teachers’ professional development. *ETL Journal*. Vol. 54, No. 2.

the involvement of more actors from the sub-national and local levels in future interventions would better equip key EiE partners, teacher educators, school directors, teachers, education advisors, and school inspectors with the knowledge and skills necessary to disseminate EPR/DRR at the school and cluster level. Concrete steps that could be taken in future programming strategy toward this goal are recommended in Lesson Learned 1 on pages 58-60 of this report.

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## **FINDING 2: THE PROVISION OF BASIC EPR/DRR MANUALS AND VISUAL LEARNING AIDS SIGNIFICANTLY IMPROVED KNOWLEDGE TRANSFER AND RETENTION**

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Madagascar was the only country study where learners had access to EPR/DRR manuals and visual learning aids. It was also the only country where the UNICEF/SC capacity development strategy had reached learners on a meaningful scale. The evaluation team found that students in schools where staff had received EPR/DRR training and learning materials were extremely knowledgeable on measures that they and their families should take before, during, and after relevant disasters in order to protect themselves, to mitigate damage, and to promote a swift recovery.<sup>76</sup> Actors at all levels in Madagascar, particularly teachers, stressed the value of the student learning materials in transferring knowledge and skills to learners.<sup>77</sup> They noted that visual stimuli, in particular, made it considerably easier for children to assimilate and retain information on disaster awareness. Many respondents also highlighted the potential for children's guides to have an impact in the wider community if pupils were given the opportunity to take the materials home and share them with their families, and advocated for sufficient copies of guides to be distributed to facilitate this.<sup>78</sup>

Conversely, in Comoros, the only other country case study where EPR/DRR guides were developed and distributed to teachers, knowledge did not appear to be significantly enhanced at the teacher level, and appeared not to have reached pupils at all. The field research suggested that there were several factors that contributed to the gap in the contrasting experiences of Madagascar and Comoros. First, the teacher's guide in Comoros was extremely dense and not easily adapted for use as a teaching tool in the classroom. Secondly, too few copies of the teaching guide were distributed throughout the country, with insufficient numbers in schools for teachers. Teachers interviewed by the research team noted that they had not had sufficient time to examine the guide, as they did not possess a copy of their own.<sup>79</sup> Thirdly, of the teachers who had received the teaching guides, none of them had been trained on how to use it and translate the guide into terms that would be easily understood by children. Finally, no learning guides for children had been distributed.

The development and distribution of learning materials was a suggestion put forth by respondents in other countries involved in the evaluation, where teachers and EiE partners strongly advocated for the development and distribution of learning materials for children and highlighted the importance of visual materials to aid the learning process amongst pupils. For example, in Burundi, all interviewees agreed on the need to produce and distribute easy-to-understand *vade mecums* for children and provide them with teaching on their content, as well as posters and brochures. Given budgetary constraints, the MoE Focal Point is considering the translation/adaptation of similar material produced in Madagascar. Similarly, staff from the MoE and COSEP officials in Comoros and

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<sup>76</sup> Interviews with Teachers, School Visits, Madagascar, 10 and 13-14 February 2012.

<sup>77</sup> Interviews with Teachers, School Visits, Madagascar, 10 and 13-14 February 2012.

<sup>78</sup> Interviews with Teachers, Madagascar. 7-18 February 2012.

<sup>79</sup> Interviews with Teachers, Comoros, 22-25 February 2012.

equivalent Ministries in Rwanda all emphasised the importance of providing learning materials for children and indicated that both countries were in the process of developing them.<sup>80</sup>

Interviews with teachers and group discussions with pupils thus suggested that teacher training is fundamental to ensuring children receive key EPR/DRR messages, and that the provision of learning materials for both teachers *and* learners in sufficient quantities is an important element which can enhance pupils' learning and knowledge retention. The provision of basic EPR/DRR learning material for children, which has been shown in Madagascar to contribute towards their active participation in responding to disasters, would also fit in with the child-led disaster risk reduction (CLDRR) advocated by Save the Children and outlined in the organization's publication *Child-led Disaster Risk Reduction: A Practical Guide*.<sup>81</sup> Children can play varied, productive and leading roles in EPR/DRR and as the most vulnerable section of society it is crucial that children are empowered and educated to prepare themselves and their communities to cope with potential disasters. Providing child-friendly resources helps educate children in EPR/DRR increasing their resilience and thus is a critical component of any EPR/DRR strategy.

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### **FINDING 3: EPR/DRR INITIATIVES DO NOT SUFFICIENTLY INCLUDE CIVIL SOCIETY PARTNERS AT THE SUB-NATIONAL AND LOCAL LEVELS**

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The research teams encountered capable local-level actors and networks which had the potential to provide added value to capacity development initiatives in all the countries visited. In Burundi, the Scouts and Girl Guides had a good network and presence on the ground at local levels, and the National Red Cross/Red Crescent Societies had networks of trained volunteers at the community level in Burundi, Comoros, Madagascar, Malawi, and Rwanda.<sup>82</sup> In Malawi, faith-based organisations particularly had a good presence at the district level, while all five countries boasted a network of NGOs working in the Education Sector.<sup>83</sup> Additionally, all schools visited had a Parent Teacher Association (PTA) and/or School Management Committee (SMC)—a vital resource at the school and community level.<sup>84</sup>

All of these actors had the potential to reach out to other stakeholders at the regional and local levels. They also possessed expertise either in education, disaster management or both; however, in most cases, this key resource remained untapped at sub-national and local levels. Whilst civil society groups were included in trainings at the national level, none<sup>85</sup> appeared to have been involved in training at the sub-national and local levels in any of the five countries visited.<sup>86</sup> In instances where trainings had reached the local level, they had exclusively targeted Education Sector personnel, with local organisations and networks not invited to contribute. The Education Sector at

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<sup>80</sup> Interviews with Ministry of Education employees, Comoros, 20 and 27 February 2012; Interview with COSEP employee, Comoros, 20 February 2012; Interview with MIDIMAR employee, Rwanda, 26 January 2012.

<sup>81</sup> Benson, L. and Bugge, J. (n.d.) *Child-led Disaster Risk Reduction: A Practical Guide*. London: Save the Children.

<sup>82</sup> School observations in Burundi 1-15 December 2012; email correspondence with Malawi UNICEF staff, 14 March 2012; Interviews with Red Cross/ Red Crescent Staff and Volunteers, Comoros, 25 and 27 February 2012; Madagascar, 9 February 2012; Rwanda, 27 January 2012.

<sup>83</sup> Interviews with NGOs, Various Countries, 1 December 2011 to 28 February 2012.

<sup>84</sup> School Visits, Various Countries, 1 December 2011 to 28 February 2012.

<sup>85</sup> In Comoros and Madagascar, local NGOs had coordinated the logistics of the training sessions; however, they were not involved in giving or receiving training.

<sup>86</sup> Document review: Training Participant Lists 2008-2011, Madagascar, 8 February 2012; Interviews with UNICEF employees, Various Countries, 1 December 2011 to 28 February 2012.

the sub-national level often fails to recognise the fact that a broad variety of actors are involved in preparedness and response, and therefore, a greater co-ordination of this broad spectrum of stakeholders is needed at both national *and* sub-national levels to improve EPR/DRR initiatives. Crucially, the lack of engagement with local organisations and networks undermines the value of utilising and developing existing local capacities in order to empower local actors and to establish sustainable preparedness and response mechanisms at sub-national levels.

The value of including civil society actors in EPR/DRR trainings was demonstrated in Rwanda, where a Red Cross employee who had participated in the national-level roll-out had advocated for the inclusion of EiE within National Red Cross activities. She noted that:

*"[In the training,] we learned that education is often forgotten in emergencies, and the importance of prioritising this. Since the training, we have incorporated this into our programme. Our region is exposed to risk of floods, winds and displacement. In Muko, following [recent] flooding we brought assistance and gave exercise books and materials for schools. This was the first time that the [Rwanda] Red Cross had intervened in education like this [...] Now this forms part of national strategy, and the communications team even made a documentary about Education in Emergencies after I invited them to come and look at the impact of disasters in schools."<sup>87</sup>*

Currently, all Red Cross District Emergency Brigades—which are present in all districts and are composed of 30 volunteer members—are trained to incorporate schools in their Rapid Assessments, and the provision of education materials is an integral part of their disaster response. Also in Rwanda, International NGO Action Aid had supported MIDIMAR in training Sector Disaster Management Committees in 4 districts through local NGO partners. One committee interviewed by the research team was well-informed on DRR and proved to be an extremely capable local resource. They met regularly, assessed preparedness and raised awareness of DRR in their communities, reported to the central authorities on damage resulting from disasters, and applied to Action Aid for funding of DRR projects such as tree planting and road infrastructure improvements.<sup>88</sup>

Local civil society actors were also active on emergency response in Madagascar. Parent Teacher Association members interviewed in a village in Atsinanana following Cyclone Giovanna were preparing to start raising funds and provide man-power to reconstruct damaged and destroyed school buildings. They recognised that help may be too little and too late in coming, and that they needed to take action themselves to respond at the community level.<sup>89</sup>

Likewise, in Malawi, following training, the Evangelical Association of Malawi included a budget for temporary structures, including toilets, and an emergency contact list in their contingency plans.<sup>90</sup> Additionally, Save the Children staff in Malawi set up Emergency Preparedness and Response Teams in all flood-prone districts in the country following the capacity development training. They were also able to provide key response materials to schools, including Temporary Learning Spaces (TLS), teaching and learning materials, and hand washing facilities following the Karonga Earthquake. During the earthquake response, they worked with communities to erect TLS and liaised with

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<sup>87</sup> Interview with Red Cross Employee, Rwanda, 27 January 2012.

<sup>88</sup> Interview with Action Aid employee, Rwanda, 26 January 2012; Focus Group Discussion with Sector Disaster Management Committee, Rwanda, 27 January 2012.

<sup>89</sup> Focus Group Discussion with School Director, Teachers, and Community members, Madagascar, 14 February 2012.

<sup>90</sup> Online Survey Response, Malawi, 12 March 2012.

teachers regarding the importance of providing psycho-social support to learners in an emergency situation.<sup>91</sup>

Despite these impressive levels of capacity and engagement in communities on EPR/DRR throughout countries visited, none of these actors were as yet working with UNICEF and SC on capacity development initiatives at the local level.<sup>92</sup> Such examples serve to highlight the potential which dynamic civil society actors have to support EPR/DRR initiatives, affect change, and empower actors at the local level to develop greater resilience in the face of disasters. In recognition of this, future EPR/DRR capacity development strategy should identify and include such actors in trainings.

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#### **FINDING 4: IT IS DIFFICULT TO ISOLATE THE IMPACT OF THE UNICEF/SC TRAINING PROGRAMME, PARTICULARLY AT THE POLICY LEVEL**

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It was difficult for research teams to isolate the impact of the UNICEF/SC EPR/DRR capacity development training from other capacity development exercises undertaken in the five countries visited. This was particularly the case at the policy level as many participants had taken part in other trainings designed to improve EPR/DRR knowledge and capacity. The Online Survey supported this finding, with 56% of respondents (of which 62% were national-level actors) noting that they had participated in other capacity development training related to EPR/DRR delivered by another organisation.<sup>93</sup> Key providers of training proved to be national Ministries of Education and Disaster Management, National Red Cross or Red Crescent Societies, World Vision, BRAC, the International Institute for Education Planning, and the International Rescue Committee (IRC).<sup>94</sup> Country-specific examples are detailed below:

##### **Burundi**

- The Scouts and Guides movements and their veterans, as well as the Red Cross National Society, are particularly active in promoting operational training in first aid and emergency response, quite often involving education personnel.<sup>95</sup>

##### **Comoros**

- The Centre for Emergency Operations and Civil Protection (COSEP), were active in training a variety of actors, both in partnership with UNICEF and alone. When research teams visited, the institute was in the process of training firemen on emergency response.<sup>96</sup>
- The Red Crescent Society had trained a network of local volunteers on disaster response. Across all three islands, 160 schools had received training and materials as part of a French Red Cross-funded hygiene campaign. Additionally, the Society had conducted an awareness-raising programme on volcano risk in 42 communities

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<sup>91</sup> Online Survey Response, Malawi, 10 March 2012.

<sup>92</sup> Interviews with UNICEF staff, Various Countries, 1 December 2011 to 28 February 2012.

<sup>93</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>94</sup> Interviews, Various Countries, 1 December 2011 to 28 February 2012; Online Survey Responses, Various Countries, 6-22 March 2012.

<sup>95</sup> Interviews with Scout and Guides' Representatives, Burundi, 1-16 December 2011.

<sup>96</sup> Interview with COSEP employee, Comoros, 20 February 2012.

identified as at high-risk from Karthala Volcano on Grande Comore with funding from the Disaster Preparedness European Community Humanitarian Office (DIPECHO).<sup>97</sup>

- UNESCO's Intergovernmental Oceanic Commission (IOC), in collaboration with United Nations Development Programme (UNDP), the Meteorological Society of Comoros, and the National Civil Aviation Agency held a four-day capacity development training entitled "Reinforcing Tsunami Alert and Emergency Measures: Workshop on the Development of Standard Operating Procedures for Tsunamis."<sup>98</sup>

## Madagascar

- The Bureau National de Gestion des Risques et des Catastrophes/National Office for Disaster and Risk Management (BNGRC) had provided training and awareness-raising to local authorities.<sup>99</sup>
- The National Red Cross Society, which has a network of volunteers, provided training on disaster response.<sup>100</sup>

## Malawi

- The Disaster Risk Reduction Ministry (DRRM) conducts EPR/DRR capacity development training for district education officers.
- The DRRM also conducted an EPR/DRR information session with curriculum specialists at the Malawi Institute of Education. The curriculum specialists have requested more specific follow-on training sessions to assist them during the currently ongoing review and revision of the national curriculum.<sup>101</sup>

## Rwanda:

- The Ministry for Disaster Management and Refugee Affairs (MIDIMAR), in collaboration with INGO Action Aid, was in the process of training Sector Disaster Committees across the country on EPR/DRR. In collaboration with partners that include UN HABITAT, United Nations International Strategy for Disaster Reduction (UNISDR), and the Capacity for Disaster Reduction Initiative (CADRI), they held a two-day conference for urban district representatives in January 2012 on "Making Cities More Resilient." They also conducted a five-day training course for staff from all national Ministries on Disaster Management in March 2012.<sup>102</sup>

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<sup>97</sup> Interview with Red Crescent employees, Comoros, 25 and 27 February 2012.

<sup>98</sup> IOC, 2012, available at: [http://www.ioc-cd.org/index.php?option=com\\_oe&task=viewEventRecord&eventID=889](http://www.ioc-cd.org/index.php?option=com_oe&task=viewEventRecord&eventID=889).

<sup>99</sup> Interview with BNGRC officials, Madagascar, 9 February 2012.

<sup>100</sup> Interview with Red Cross Volunteer, Madagascar, 9 February 2012.

<sup>101</sup> Interviews with DRRM representatives, Malawi, 6-16 December 2011.

<sup>102</sup> MIDIMAR, 2012, available at: <http://www.midimar.gov.rw/index.php/news/154-disaster>.

- The International Telecommunication Union (ITU) held a training Workshop on “Disaster Management: Including the Integration of Emergency Telecommunications Plans into Disaster Management Plans” in Kigali from 9-11 July 2008.<sup>103</sup>
- The National Red Cross Society, which has a network of volunteers, has provided training on damage assessments and other disaster response activities.<sup>104</sup>
- Action Aid had provided DRR training to community disaster management committees.<sup>105</sup>

Field researchers found, however, that EPR/DRR capacity development trainings delivered by other organisations tended to focus on the policy level, and also targeted EPR/DRR actors outside of the Education Sector.<sup>106</sup> This finding was not without exception: the Red Cross/Red Crescent Movement active across all five case country studies had trained local volunteers, and in Malawi, the DRRM had recently conducted EPR/DRR training in which district education officers participated. The evaluation team interviewed a deputy district officer who had taken part in one of the government’s training sessions and his knowledge of EPR/DRR policies and practices was comparable with district officers who had participated in the UNICEF/SC training. Elsewhere, individuals at the local level of the Education Sector, such as school directors, teachers, and learners, appeared in the vast majority of cases, to have received no training other than the UNICEF/SC programme: only 3.8% of online survey respondents who had received training delivered by another organisation worked at the local or school level.<sup>107</sup> In many cases, such actors had not yet been offered training through the UNICEF/SC initiative either, resulting in a capacity gap at local levels which remained unfilled.

Identifying and attributing the impact of the UNICEF/SC training on EPR/DRR response was particularly difficult due to the fact that the programme had not established baselines prior to rolling out the training to national and sub-national level participants. As highlighted in Section 1.5.1 of Annex A, it was very difficult to accurately assess the impact of the strategy or to identify critical gaps and recommend appropriate responses to them. The evaluation team attempted to address the lack of baseline data by including questions in semi-structured interviews and focus group discussions that asked participants to compare and contrast their knowledge and practice prior to and after their participation in the training. Additionally, the online survey also incorporated similar questions. The lack of baseline data, however, is an on-going problem that could be addressed if baselines are integrated into future EPR/DRR programming. This would ensure that impact and effectiveness can be fully monitored and attributed and that training can be correspondingly improved based upon lessons learned and best practices.

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## **FINDING 5: INSUFFICIENT ATTENTION HAS BEEN PAID TO EMERGENCIES LINKED TO CONFLICT, DISPLACEMENT, POLITICAL UNREST, AND HEALTH EPIDEMICS**

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The vast majority of ESAR countries are exposed to at least one emergency linked to conflict, displacement, political unrest, and health epidemics. Data from the online survey indicated that of

<sup>103</sup> ITU (2008). Available at: <http://www.itu.int/ITU-D/emergencytelecoms/events.html>.

<sup>104</sup> Interview with Red Cross employee, Rwanda, 27 January 2012.

<sup>105</sup> Interview with Action Aid employee, Rwanda, 26 January 2012

<sup>106</sup> Interviews and School Visits, Rwanda 27 January 2012; Comoros 25 and 27 February 2012; Madagascar, 9 February 2012.

<sup>107</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

respondents who answered the question “Please select the four natural and man-made disasters to which your country is most at risk,” 64.4% included health epidemics, 26.6% included violence or conflict, 17.7% included displacement and 13.3% included political unrest, with similar levels encountered in each of the five country case studies. However, despite such high frequencies of the above categories of disaster across ESAR countries, too little attention appears to have been paid to these types of emergencies in EPR/DRR capacity development training. For example, only one of the modules in the training of trainers’ materials specifically dealt with emergency response to conflict, while another one directly addressed health epidemics.<sup>108</sup>

Field research in the five country case studies uncovered little evidence that sufficient consideration was paid to conflict, displacement, political unrest, and health epidemics in national EPR/DRR roll-out trainings. For example, the 1994 Rwandan genocide is an issue which continues to haunt the country, and the impending cessation clause on refugee status for Rwandan refugees in the Democratic Republic of Congo (DRC) has the potential to result in a considerable influx of returnees,<sup>109</sup> potentially triggering tensions in areas with large-scale return. Whilst Rwanda has implemented “Education for Peace” initiatives,<sup>110</sup> no links appear to have been made between these and EPR/DRR capacity development initiatives. The expected (and sometimes forcible) returnee flows in the Great Lakes Region also affect Burundi, which has had to reintegrate a large percentage of its displaced population in the last ten years and still has a relatively large refugee community abroad. Burundi also appears to have made little effort to use an EPR/DRR approach to conflict prevention in the face of such return.<sup>111</sup>

Similarly, in Comoros, political unrest has had a significant negative impact on the Education Sector, particularly in Anjouan, where weeks, and in some cases, months, of teaching time were lost during the military occupation in 2008. Significant teaching time is also lost every year during regular widespread teachers’ strikes across all three islands.<sup>112</sup> Likewise, in Comoros little consideration has been given to such issues in EPR/DRR trainings and teaching/learning aids.<sup>113</sup> A similar lack of consideration for such issues was encountered in Burundi, Madagascar, and Malawi, where political unrest also has the potential to act as a destabilising force, and negatively impact upon teaching and learning. In Malawi, particularly, little consideration has been paid to the likely impact of the current economic crisis and undercurrents of political turmoil on society. While the UN local security advisor outlined the potential for increased violent criminal activity, particularly in large urban areas, the general consensus was that Malawi was too peaceful a country for conflict or violence to occur on a wide scale.<sup>114</sup> While this may be true, the potential for conflict should be identified and preventative measures implemented into the larger EPR/DRR planning in the Education Sector and the national curriculum at the local, sub-national, and national levels.

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<sup>108</sup> Please see the electronic resources from the UNICEF ESAR EiE Training Resources Folders 12 and 14 for the materials related to conflict and health, respectively.

<sup>109</sup> UNHCR, 2012, available at: <http://www.unhcr.org/pages/49e45c576.html>.

<sup>110</sup> UNICEF, 1999, available at: <http://www.unicef.org/education/files/PeaceEducation.pdf>.

<sup>111</sup> Interviews with EiE stakeholders, Burundi, 3-16 Dec 2011; UNHCR, 2012, Available at: <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e45c056>.

<sup>112</sup> Interviews with Ministry of Education Employees, Comoros, 21-22 February 2012; Discussion with National Consultant, Comoros, 21-27 February 2012.

<sup>113</sup> Document Review, Comoros, 20-28 February 2012: Teachers Guide, (2010) *Education à la gestion des catastrophes naturelles*; Head Teachers Training Manual (2010) *Education en Situation d'Urgence: Réduction des Risques et des Catastrophes*.

<sup>114</sup> Security briefing with UN local security advisor, Malawi, 1 December 2011; Interviews with donors, Malawi, 2 and 12 December 2011; interviews with Ministry of Education staff, Malawi, 2-13 December 2011.

Health epidemics also have the potential to affect countries across ESAR. Of the five countries visited, Comoros was vulnerable to cholera, with the most recent outbreak in 2007; as was Malawi, where thousands of cholera cases are reported each year.<sup>115</sup> In Malawi, the urban district officers, in particular, identified cholera outbreaks as one of the main risks that their schools faced regularly.<sup>116</sup> In all five countries, health and sanitation in schools were extremely poor, with many lacking basic facilities such as clean water points and toilets. For example, in Comoros, there were no School Building Guidelines in place, and toilet facilities in most schools were either non-existent, or posed a serious health hazard. In one school visited by the research team in Mohéli, the children were forced to use the beach, since there were no toilet facilities in the school, and in one school in Moroni where toilets had been built by a prominent donor, they had been poorly constructed, causing hazardous overflowing into the school grounds.<sup>117</sup> Similarly, in Malawi, teachers at one of the schools visited by the evaluation team expressed their frustration with the community members using the school's sanitation facilities, making them unusable for the students.<sup>118</sup> Despite these challenges, whilst WASH was included in response planning, key stakeholders had in many cases given little consideration to the issue as a key aspect of DRR, or did not have sufficient resources at their disposal to implement WASH related DRR activities. In Comoros, for example, WASH was not included in EPR/DRR guidelines that had been produced, and MoE employees lamented the lack of funding available to install safe toilet facilities and water points in schools.<sup>119</sup>

One country context where training has appeared helpful in a situation of conflict and displacement was in the Republic of South Sudan, where Online Survey Participants noted that training was useful during the Abyei displacement, which saw an estimated 96,000 people displaced. One respondent noted that, following the training, South Sudanese MoE staff were able to respond in a "timely way to the emergency":

*" They registered returnees and IDP students, provided them with temporary learning spaces and secured them new school sites, provided them with school materials and trained returnee teachers who later on were employed by the government. "*<sup>120</sup>

This example provides a useful insight into the potential that UNICEF/SC EPR/DRR capacity developments have to facilitate an improved response to situations of conflict and displacement, and supports the field research which highlighted the need for conflict displacement, and political unrest to be given greater consideration in future EPR/DRR initiatives. Along with health epidemics, these are key issues with the potential to affect all 21 ESAR countries. Although such issues are politically sensitive, they cannot be ignored in EPR/DRR training. They can, instead be an entry point for both peacebuilding and EPR/DRR programming in education. For example, peace education and the health curriculum can play a central role in preparing teachers and pupils to respond appropriately to these kinds of emergencies, while EPR/DRR interventions can be an unobtrusive way to discuss more sensitive subjects such as conflict and violence. Moreover, EPR/DRR training can act as a catalyst for changing national policies on peace and health education, and for ensuring non-violent conflict resolution, peace education, human rights awareness, democratic principles, as

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<sup>115</sup> World Health Organization (2012). Available at: <http://www.who.int/cholera/countries/en/index.html>.

<sup>116</sup> Interviews with District Officers, Malawi, 8 December 2011.

<sup>117</sup> School Visits, Comoros, 21-22 February 2012.

<sup>118</sup> Interview with Teachers, Malawi, 6 December 2011.

<sup>119</sup> Document Review, Comoros, 20-28 February 2012: Teachers Guide (2010) *Education à la gestion des catastrophes naturelles*; Head Teachers Training Manual (2010) *Education en Situation d'Urgence: Réduction des Risques et des Catastrophes*; Interviews with Ministry of Education employees, Comoros, 21-27 February 2012.

<sup>120</sup> Online Survey Response, Republic of South Sudan, 8 March 2012.

well as proper hygienic practices and accurate information about diseases are included in national curriculums and teacher training. This integrated approach offers a viable route for bringing these fundamental concepts into schools, homes, and communities and mainstreaming EPR/DRR. This would help to build a culture of disaster resilience and preparedness in countries across the ESAR.

### 3.2. ASSESSMENT OF IMPACT OF THE EPR/DRR TRAINING

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This section outlines the findings relating to those who had received training in EPR/DRR practices. Where available, the activities and practices of participants who had taken part in the UNICEF/SC capacity building training were compared with those interviewed who did not take part in the training.

#### **FINDING 6: TRAINING PARTICIPANTS SHOWED SIGNIFICANT IMPROVEMENT IN EPR/DRR PRACTICES, BUT THERE IS INCONSISTENCY IN PRACTICES ACROSS COUNTRIES AND LEVELS**

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In many cases, those who participated in trainings went on to successfully put the new knowledge into practice. In the Online Survey, 91.4% agreed of those trained agreed with the statement *"I have been able to apply what I learned in the UNICEF/SC capacity building training to my professional duties."* Interestingly, when Online Survey data was disaggregated by gender, 100% of female respondents agreed with this statement.<sup>121</sup> Further, when asked whether they had used any of the tools provided in the training, 76.5% of all had used the EiE Toolkit, 64.7% had used the Participants Workbook, 58.8% had used the INEE Minimum Standards Handbook, 41.2% had used the CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book, and 35.3% had used the Capacity Mapping Tool.<sup>122</sup>

However, whilst the field research confirmed this Online Survey finding at the ESARO and national policy-makers level, it was not supported by field research at the sub-national levels. The application of knowledge and skills appeared to progressively diminish at each level of roll-out in the country cases studies. Generally, the field research showed that ESARO ToT participants have actively taken steps to improve EPR/DRR practices, while often those at regional and local levels have not put the knowledge gained from trainings into action. The following sections offer a broad overview of the practices employed by actors at each level.

#### **ESARO ToT Participants and National Policy Level Participants**

The practices of those who took part in the ESARO ToT have been enhanced as a result of their participation in the training in the majority of cases studied. This is particularly true of trained UNICEF employees, who often acted as the principal driving force in rolling out EPR/DRR training at the country level to national level actors. In partnership, the two groups have then taken several positive steps to improve EPR/DRR practices. Areas where the evaluation team saw visible improvement in the five country case studies are, by country:<sup>123</sup>

- Closer co-ordination between UNICEF and MoE. (All countries)

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<sup>121</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>122</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>123</sup> Interviews with UNICEF Educations Specialists, Various Countries, 1 December 2011 to 27 February 2012.

- The establishment or reinvigoration of national co-ordination platforms for actors involved in EiE. (Comoros, Madagascar, Burundi, Malawi)
- The development of joint action plans on EiE, including vital capacity mapping exercises and in some cases, risk mapping activities. (Comoros, Madagascar, Burundi)
- Teaching materials have been, or are in the process of being, developed to improve/integrate EPR/DRR lessons into the national curriculum. In the case of Madagascar, this includes guides for Primary School pupils. (Comoros, Madagascar, Rwanda)
- In some countries, emergency materials for EiE have been stockpiled at the regional level to facilitate rapid response. (Comoros)

### Sub-National/District Level Participants

At the regional/district level, whilst participants often demonstrated a sound knowledge of EiE principles, in many cases they had not transformed their knowledge into practice. Cases where such actors had put EPR/DRR principles into action included Comoros, where participants from this level had helped to co-ordinate trainings for school directors and distributed DRR teaching guides. In Madagascar, actors from this level had participated in trainings along with school directors and teachers, and were responsible for distributing and collecting Damage Impact Assessment Forms. In Madagascar, they appeared well informed, engaged and committed to EPR/DRR work; however they were severely lacking in resources to fully put their knowledge on EPR/DRR into practice, notably through equipping schools in their area to be more resilient to disasters and making repairs following disaster-related damage. As one District Education Officer in Madagascar noted:

*"We used to have a small budget for small repairs to schools – if roofs were blown off, etc. This year, we have none at all."<sup>124</sup>*

Lack of funding was also a problem for regional MoE staff in Comoros, where many schools were in an extremely poor condition, yet there seemed to be no budget for repairs/improvements. Additionally, in Comoros, actors at this level appeared to lack the direction of a coherent national EPR/DRR strategy with actionable points to follow. Therefore they were not able to put their knowledge to use promoting better preparedness and recovery in schools and communities within their area.<sup>125</sup> In Comoros, participants from this level had helped to co-ordinate trainings for school directors and distributed DRR teaching guides.

### School Directors

As mentioned above, training had only reached the level of school directors in two countries, visited: Comoros and Madagascar. The practices of school directors who had participated in trainings in these two countries were very different. In Madagascar, school directors interviewed by the evaluation team were extremely motivated and actively taking relevant EPR/DRR measures to protect pupils, teachers, and school infrastructures before,

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<sup>124</sup> Interview with District Education Officer, Madagascar, 13 February 2012.

<sup>125</sup> Interviews with Ministry of Education Employees, Comoros, 21-22 and 24 February 2012.

during, and after natural disasters. In Soaniera Ivongo, school directors were securing the school premises, asking teachers to give refreshers classes on cyclone EPR/DRR measures, and preparing to send children home before the arrival of Cyclone Giovanna.<sup>126</sup> In contrast, school directors in Comoros appeared to have limited knowledge on EiE and had, in the majority of cases, not altered their practices to include EPR/DRR provisions aside from distributing teaching guides and requesting that teachers incorporate them into lessons.<sup>127</sup>

## Teachers

Field research in Comoros showed that teachers benefitted from the EPR/DRR Capacity Development scheme where they received teaching materials and advice from pedagogic advisors and school directors. In Madagascar, they directly benefitted from training, teachers guides, posters, and, in some cases, audio-visual learning aids in the form of DVDs on natural disasters. Also in Madagascar, the evaluation team found that teachers who had taken part in the training were extremely motivated: they had taught children key EPP/DRR lessons and actively taken measures to prevent and mitigate damage to schools. They were also preparing to incorporate aspects of the training into teaching following Cyclone Giovanna:

*“For me, the training was really useful as it taught me about the importance of activities to reduce stress and trauma—now after disasters I do activities such as dancing and sport with the children to help them recover psychologically.”<sup>128</sup>*

In Comoros, however, teachers interviewed, having never been trained in EPR/DRR, appeared to have done little to promote DRR practices within their schools. It also appeared that they had passed very little practical information on to children about how to prepare and respond to disasters.<sup>129</sup>

## Children

The only context in which training had reached children on a meaningful level was Madagascar. Children interviewed in Alaotra Mangoro and Analangirofo were extremely well-versed in simple steps that they and their families should take before, during and after a disaster. In one school in Analangirofo, pupils were helping teachers to move school supplies to a safer building to ensure that they were not damaged during cyclone Giovanna, and were preparing to go home in advance of its arrival. Whilst it was not possible to test whether they put practices learned in school into action, their enthusiasm and level of knowledge strongly suggested that this was the case, and in many cases pupils stressed that they had already passed on information on DRR practices to their families.<sup>130</sup>

An interesting finding from the Online Survey indicated that while generally participants had showed improvements in their EPR/DRR practices, female respondents felt less confident than the overall about responding to emergencies. When asked to what extent they agreed or disagreed with the statement *“I feel confident that I have the knowledge to know how to conduct a conflict or disaster*

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<sup>126</sup> Interviews with School Directors, School Visits, Madagascar. 13 February 2012.

<sup>127</sup> Interviews with School Directors, School Visits, Comoros, 21-27 February 2012.

<sup>128</sup> Interview with Teacher, Madagascar, 13 February 2012.

<sup>129</sup> Interviews with Teachers, Comoros, 22 and 24 February 2012.

<sup>130</sup> School Visits, Madagascar, 10 and 13 February 2012.

*risk mapping exercise in my community or for my organisation*" 60% of female respondents disagreed compared to only 13% of all respondents who disagreed.<sup>131</sup> This discrepancy in responses continues in the answers to the question as to the extent they agreed or disagreed with the statement "I feel confident that I have the knowledge to know how to help my community or my organisation develop an emergency action plan" where only 50% of female respondents agreed with the statement compared to 80% of all respondents who felt they were able to develop an emergency action plan.<sup>132</sup> This is reflected in the fact that fewer female respondents or the organisations they work for had conducted risk and capacity mapping exercises (40% as opposed to 70% of all respondents).<sup>133</sup> These responses would suggest that further training that addresses participants' levels of confidence in their knowledge and abilities is required. Perhaps female respondents feel less confidence in their ability to respond as a result of cultural and social barriers which have been observed to affect female responders to disasters by the Online Survey respondents and which are outlined in greater detail in Finding 16.<sup>134</sup>

In addition, as mentioned previously, follow-up and monitoring and evaluation were significant issues in all five countries: there was no systematic monitoring of whether participants were putting the knowledge gained into practice, or whether more support or capacity development was needed to facilitate its application. Participants in most cases were not given an action plan of steps they could take following the training to utilise and develop newly gained skills.

The above evidence demonstrates the potential of EPR/DRR capacity development training for bringing about tangible and potentially life-saving changes in practices at both national and sub-national levels. However, for this to occur, the findings suggest that further follow-up activities, guidance, and technical/financial support are necessary to facilitate the transfer from knowledge into practice. Such steps would help to ensure that participants, particularly those at the sub-national and local levels, have the necessary skills and knowledge to improve EPR/DRR practices at their respective levels.

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## **FINDING 7: THE UNICEF/SC TRAINING CONTRIBUTED TO IMPROVED EMERGENCY RESPONSE PRACTICES**

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Research demonstrated that UNICEF/SC Capacity Development training had in many cases contributed to an improved emergency response amongst those who participated. There was a large discrepancy between female respondents and the overall responses in their response to whether, as a result of the UNICEF/SC capacity building training, there had been some reduction of risk that the education sector faces in emergencies. Only 40% of female respondents felt that there had been a reduction compared to a high 74% for all respondents.<sup>135</sup> Of Online Survey participants who responded to the question "What have you found to be the most useful aspect of the training," 42.9% noted that the most useful aspect was that it enhanced their individual, or their organisation's collective capacity to respond to emergencies, decreasing to 20% for female respondents.<sup>136</sup> The lower figures for female respondents who felt that the training had contributed to improved emergency response is something which should be looked into further in follow-up evaluations and

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<sup>131</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>132</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>133</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>134</sup> Online Survey Responses, Various Countries: Somalia, Kenya, South Sudan, 6-23 March 2012.

<sup>135</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>136</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

may be a result of the low number of female participants, the context of the countries they are working in and the lack of confidence indicated earlier in their knowledge and ability to respond to emergencies.

Responses to the Online Survey also highlighted concrete examples of training participants' increased response capacity. As mentioned above, following the training in South Sudan, MoE employees were better-placed to respond to large-scale displacement from Abyei, with one respondent noting that the Education Cluster's response capacity was also strengthened as a result of training:

*"After the influx of returnees from North Sudan, all the schools were occupied by returnees and the Education Cluster was able to assess their needs and provide temporary learning structures and teaching and learning materials to meet their needs."*<sup>137</sup>

In Namibia, Online Survey participants noted that there was *"quicker response time and preparedness"*<sup>138</sup> following training, and that the MoE was better able to respond to flooding since employees participated in training:

*"In the north central regions, during floods schools used to be closed until the water goes down, but this is no more the case in some regions. Learners are now provided with tents and food at school for education to continue during the disaster. The regional authority no take education into consideration during their preparation and also during response."*<sup>139</sup>

In Zambia, one respondent noted that the drop-out rate of children in flood-affected areas had been reduced as a result of the training, as *"the Government is now aware of how to manage schooling even when children are displaced."*<sup>140</sup>

Madagascar provided the only country case study where it was possible for the evaluation team to comparatively measure the response of trained staff to emergencies with that of untrained staff, since the country actually experienced a level four cyclone during the team's visit. Throughout the areas visited, where EPR/DRR training had been provided, the regional, district, and zone authorities were better informed, organised, and prepared than those who had not received training. While limited resources have been available to extend the impact and sustainability of the training, the achievements of the training could be seen in the increased empowerment of teachers and local MoE officials who displayed a sound knowledge of the EPR/DRR core training elements.<sup>141</sup>

In the parts of Brickaville District where training had not been provided that the evaluation team visited following the cyclone, teachers and local officials demonstrated a much shallower knowledge of cyclone preparedness. They had put in place relatively few preparedness measures at the local primary school. The roof of the school had not been reinforced with sandbags or bamboo poles, and, resultantly, classrooms had been destroyed by the wind while school texts and workbooks had been

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<sup>137</sup> Online Survey Response, Republic of South Sudan, 12 March 2012.

<sup>138</sup> Online Survey Response, Namibia, 7 March 2012.

<sup>139</sup> Online Survey Response, Namibia, 12 March 2012.

<sup>140</sup> Online Survey Response, Zambia, 8 March 2012.

<sup>141</sup> Interviews with Ministry of Education employees, School Directors and Teachers; School Visits, Madagascar, 10 and 13-14 February 2012.

soaked by the rain. In one village, damage to the college was semi-total and the primary school had lost two classrooms. It was clear that teaching and learning were going to be negatively affected for months to come, particularly since school administrations were unfamiliar with the concepts of utilising temporary learning spaces and the importance of prioritising the swift resumption of a normal timetable.<sup>142</sup>

In contrast, in Analangirofo, Atsinanana, and Alaotra Mangoro, where training had been conducted, the evaluation team witnessed a pro-active and highly effective UNICEF engagement in cyclone preparedness on the ground. In Fenerive-Est, thirty-six hours before the cyclone made landfall, the UNICEF Area Technical Officer (TO), who had participated in the EPR/DRR training, was actively leading the preparedness effort by encouraging a leading local NGO (ASOS) to convene a cluster meeting, and where he systematically led the participants through a textbook preparedness exercise, including a review of the disaster contingency plan, a local partner disaster-response capacity assessment, and a re-confirmation of roles, responsibilities, and communication protocols.<sup>143</sup> The following morning, with reports forecasting that the cyclone would make landfall further south in the Atsinanana region, the UNICEF T.O. headed for Brickaville to check preparedness measures and provide support to local government and NGO partners. Upon finding that the city had been without electricity for two weeks, and that people were largely unaware of the extent of the threat posed by the cyclone's imminent arrival, the UNICEF staff toured the city with a megaphone warning residents, and informing them of key preparedness measures they should take. Within 48 hours after the cyclone, the UNICEF team on the ground reacted swiftly. They dispatched key healthcare supplies for a 1,000 people in Brickaville, 156 "school in a box" packages, and 93 recreational school kits, enough to support 12,000 children, and materials for 250 temporary learning spaces (TARPA tents) to the affected areas.<sup>144</sup>

The examples provided by Online Survey participants and the cyclone preparedness and response activities witnessed by the evaluation team in Madagascar serve as a powerful testament to the relevance and impact of the ESARO capacity building in building a more effective and efficient EPR/DRR response in key education sector actors. In Madagascar, it was clear that participants at regional and local levels had the capacity to effectively prepare and respond to an emergency, and that it was significantly higher than those who had not received training. This is an immensely positive achievement and highlights the value of the training and the need to continue the roll-out of the capacity development initiative.

### 3.3. ASSESSMENT OF INSTITUTIONALISATION OF EPR/DRR POLICIES AND PRACTICES AT THE NATIONAL AND SUB-NATIONAL LEVEL

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This section outlines the findings relating to the institutionalisation of EPR/DRR policies and practices in the organisations that were active in the training.

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<sup>142</sup> Interviews with School Director, Teachers, Community Members; School Visit, Madagascar, 14 February 2012.

<sup>143</sup> Regional Cluster Meeting Observation, Madagascar, 12 February 2012.

<sup>144</sup> Preventionweb.net. (2011) *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>; UNICEF Madagascar (2012); Interviews with UNICEF Madagascar Employees, Antananarivo, 15-16 February 2012.

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## FINDING 8: EFFORTS TO INCLUDE EPR/DRR INTO EDUCATION SECTOR POLICY AND PLANNING HAVE BEEN MADE

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In several countries, actions already have been taken to integrate EPR/DRR into Education Sector policy and programming. The Online Survey responses reflect this, with 71.4% of participants noting that EPR/DRR policies and practices had been incorporated into their organisation and its policy and practices as a result of the training.<sup>145</sup> The field research teams found similar levels of EiE integration during the five country visits, as outlined below:

### Burundi<sup>146</sup>

- The National Action Plan 2011-2014 for risks prevention and disasters management
- The MoE National Education Plan
- The National Primary Curriculum

### Comoros<sup>147</sup>

- The Master Plan for Education 2010-2015
- The Annual MoE-UNICEF Joint Action Plan
- The Economic Development and Poverty Reduction Strategy (EDPRS) 2010-2014.
- The National Contingency Plan
- The Inter-Agency Contingency Plan
- The UNICEF Emergency Preparedness and Response Plan
- The National Primary Curriculum.

### Madagascar<sup>148</sup>

- National Contingency Plan
- National Disaster Risk Management Strategy
- Education Sector Specific Plan 2008
- Madagascar Humanitarian Team Multi-Emergency Contingency Plan 2009-10
- Emergency Preparedness and Response Plan 2010-11
- EWA 2011
- Annual UNICEF Work Plan 2008-11
- Country Programme Document UNICEF Madagascar
- Country Programme Action Plan UNICEF Madagascar
- Education Cluster Terms of Reference

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<sup>145</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>146</sup> Discussions with UNICEF DRR Consultant, Burundi, 5-16 December 2011.

<sup>147</sup> Email correspondence with Comoros UNICEF staff, 20 March 2012.

<sup>148</sup> Email correspondence with Madagascar UNICEF staff, 20 March 2012.

## Malawi<sup>149</sup>

- National Contingency Plan
- The Education Sector Implementation Plan (ESIP)
- The National Education Sector Plan (NESP)

## Rwanda<sup>150</sup>

- The 5-year Education Sector Specific Plan (ESSP)
- Overarching Framework for the Ministry of Education
- ONE UN Common Operational Document 2008-2012
- United Nations Development Assistance Framework (UNDAF) 2008-2012

As the above examples demonstrate, considerable progress has been made in integrating EPR/DRR into national policy; however, gaps remain and many countries have yet to develop Disaster Management Strategies or national and sub-national Contingency Plans. In addition, many Education Sector policies lacked school infrastructure and hygiene standards, school evacuation plans, and the development of curriculum material focusing on EPR/DRR issues.

Examining the Online Survey data, the responses of female respondents to questions about mapping and planning suggested that there were less emergency response plans in place in the countries they were working in than the overall (70% compared to 81% for national emergency response plans; and 70% compared to 84% for organisation's emergency response plans).<sup>151</sup> In the countries where the female respondents worked in there were also less risk and capacity mapping exercises at the school and community level (20% as opposed to 33%) and less involvement of students and community members (10% as opposed to 26%).<sup>152</sup> This could be due to the fact that according to the female respondents only 11% of students and community members had been trained in how to respond to emergencies as opposed to the 36% suggested by all respondents.<sup>153</sup> In these countries, the government also seems to be taking fewer steps to ensure that schools are built according to minimum standards to reduce the risk of damage in disasters (56% as opposed to 71%).<sup>154</sup> This difference between female respondents and the overall may be due to the different contexts of the countries they were working in as female respondents represented fewer countries than overall (8 different countries as opposed to 16),<sup>155</sup> although this is another point worth pursuing in future evaluations and research.

Even when relevant policies were in place, policy implementation proved to be a further hurdle in many countries. For example, in Rwanda it was noted that while Child Friendly School Building Standards had been established, it was difficult to ensure these were being consistently adhered

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<sup>149</sup> Email correspondence with Malawi UNICEF staff, 21 March 2012.

<sup>150</sup> Email correspondence with Rwanda UNICEF staff, 20 March 2012. In Rwanda, there are also plans as of January 2012 to include EPR/DRR in MINEDUC Annual Action Plans, EMIS, and the National Disaster Management Policy; however, these plans have yet to be formally approved by the government.

<sup>151</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>152</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>153</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>154</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>155</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

to.<sup>156</sup> Similarly, in Madagascar, EiE stakeholders noted that although contingency plans were in place with provisions for 33,000 children in case of disaster, emergency supplies only contained sufficient stocks for 13,000 prior to Cyclone Giovanna striking the country.<sup>157</sup> Early figures suggested that as many as 66,000 children were in need of an emergency response following the disaster.<sup>158</sup>

These cases underline the need for further guidance and technical support to facilitate policy-making and planning. Further, when plans are in place, technical support and financial resources should be provided to ensure they are consistently implemented and result in improved practice on the ground. In keeping with the recommendations of the change theory upon which the conceptual framework of this evaluation has been based, monitoring must follow the training to ensure that the changes in policies and practices are being integrated into personal and organizational behaviour.

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### **FINDING 9: CLOSER CO-ORDINATION ON EIE BY RELEVANT ACTORS IS A CRUCIAL ACHIEVEMENT OF THE UNICEF/SC STRATEGY**

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One of the key positive outcomes of the ESARO training initiative has been closer collaboration of actors working on EiE. Online Survey responses to the question *“What have you found to be the most useful aspect of the training?”* revealed that 20% of respondents believed that the single most useful aspect of the training was that it allowed them to network with other people working in ERP/DRR in the Education Sector.<sup>159</sup> In addition 38% of all respondents feel that there is a high level of co-ordination between relevant EPR/DRR organizations and partners in the education sector at the community level, going up to 56% in the countries in which female respondents worked.<sup>160</sup> 56% of female respondents also felt there was a high level of co-ordination between relevant EPR/DRR organizations and partners in the education sector at the district or sub-national levels and national levels compared to 33% of all respondents.<sup>161</sup> Again this difference between female respondents and the overall may result from the context of the countries in which the female respondents were working. The field research also suggested that closer collaboration has had a positive impact, particularly in cases where co-ordination platforms have been established or invigorated as a result of training.

In the country cases studies, co-ordination has been considerably strengthened following training, in many cases yielding highly positive results. For example, following the ESARO ToT, participants in Madagascar took several vital steps to improve and strengthen EPR/DRR co-ordination efforts, advocating for the cluster to focus not only on response, but also preparedness and prevention; training all of the members of the cluster as trainers; working together to contextualise training materials; and co-ordinating a highly successful phased roll-out of training to the most risk-prone regions of the country, giving actors at all levels access to national trainers and teaching materials. The cluster meets on a monthly basis—daily during a crises—and members have been working together to devise joint contingency plans which lay out the responsibilities of each actor during an emergency.<sup>162</sup> As one ESARO ToT participant noted:

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<sup>156</sup> Interview with UNICEF employee, Rwanda, 24 January 2012.

<sup>157</sup> Interview with UNICEF employee, Madagascar, 8 February 2012.

<sup>158</sup> UNICEF Madagascar, Request for Emergency Programme Fund (EPF), 16 February 2012.

<sup>159</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>160</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>161</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>162</sup> Interviews with Education Cluster Members, Madagascar, 8 and 15 February 2012.

*“When we came back [from the ESARO ToT], we identified partners to join the cluster and convened the [national] ToT. Whilst there was some collaboration before, 2009 was really that start of the Cluster collaboration project on DRR. The cluster has been very beneficial for us, since education is often the first victim of disasters, and now we focus a lot on prevention measures. Before the cluster was only a response mechanism.”<sup>163</sup>*

In Comoros, co-ordination efforts following the training have also led to significant progress on EPR/DRR. A National Commission for Education in Emergencies has been established, which has conducted a school vulnerability mapping exercise and a capacity-mapping exercise for EiE partners, drawn up joint action plans and contingency plans for EiE, and developed trainings and materials on EPR/DRR for actors at local levels.<sup>164</sup> These new tools offer the potential to base future planning for preparedness and response on accurate and realistic information on risks, needs, and collective response capacities. Similar cases were encountered in other countries, such as Malawi, where a cluster-type forum for co-ordination was established as a result of the training, with members sharing information and co-ordinating activities through regular use of an online internet platform.<sup>165</sup>

However, in Burundi, while the establishment of platforms which integrated institutions and civil society organizations has occurred at the national and provincial levels, it has had no visible impact on the operational level. Platforms meet irregularly, participation is inconsistent, and their work is very limited. Many of the actors involved in the platform’s activities have expressed their dissatisfaction with the lack of progress made. The Education Cluster is also currently dormant in Burundi.

In most countries, these co-ordination mechanisms were relatively new initiatives that require nurturing and support to ensure their long-term development. In some countries, co-ordination platforms have yet to be established. The evaluation team found that there was no active platform present in Rwanda, while 27.9% of Online Survey respondents noted that there was either a co-ordination platform was not in place in their country or they were unaware of its existence.<sup>166</sup> Similarly, 68.2% of Online Survey respondents stated that weak or non-existent co-ordination between EiE actors was a challenge to EPR/DRR in the Education Sector in their country.<sup>167</sup>

Where co-ordination platforms did exist, they provided different EiE actors with the opportunity to harmonise and streamline preparedness and response efforts, to minimise response times, identify gaps in preparedness and response, and start thinking about the need to develop a multi-sectoral national strategy for EPR/DRR. Crucially, collaboration and co-ordination of EPR/DRR means that the burden is shared among many actors, and this may be a significant factor in promoting successful EPR/DRR activities more generally, but also with regards to the roll-out of capacity development training. In the case of Burundi, Malawi, and Rwanda, where a cluster-type collaborative forum either does not exist or was relatively new, trainings have not reached the local level.

These findings suggest that a broad and multi-sectoral approach to EPR/DRR capacity building offers the best chance of improving practices at the grassroots level and for achieving sustainability. Whilst

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<sup>163</sup> Interview with NGO employee, Madagascar, 9 February 2012.

<sup>164</sup> Focus Group Discussion with Education Commission Members, Comoros, 21 Feb 2012.

<sup>165</sup> Interview with UNICEF staff, Malawi, 1 December 2011.

<sup>166</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>167</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

there has been some encouraging progress on co-ordination, with tangible results on the ground, this must be expanded, strengthened and formalised at national and sub-national levels to promote better preparedness, response and ultimately, resilience to disasters.

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## **FINDING 10: RELEVANT MINISTRIES AND AGENCIES SUFFER FROM WEAK FINANCIAL, TECHNICAL, AND OPERATIONAL CAPACITY**

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Research participants across all five country case studies universally highlighted the limited capacity of national Ministries of Education and Disaster Management and their staff. Many actors who participated in the evaluation emphasised the severe constraint this posed on making progress in EPR/DRR, both within the Education Sector and more broadly. Information from the Online Survey underlined this issue, with participants from 6 countries explicitly noting that low government resources and capacity were a challenge to EPR/DRR in the Education Sector. Further, of those who responded to the question “*What are the main four challenges that prevent EPR/DRR policies and practices from being integrated into the education sector in your country?*” 73.1% listed capacity and 70.7% listed resources amongst their top four responses.<sup>168</sup>

To highlight some examples from the field research, MoE officials and other sources in both Comoros and Madagascar noted that the Education Ministry budgets were barely able to cover salaries.<sup>169</sup> In Malawi, donors questioned the ability of the education system to support another initiative like EiE, given the heavy demand on resources already encountered at the school, district, and national levels.<sup>170</sup> As such, budgets were unable to stretch to include EPR/DRR trainings and monitoring of these to evaluate effectiveness/impact, and to respond to more practical concerns such as repairing school damage or “retro-fitting” school buildings to make them more resilient to natural disasters. In Burundi, budgetary constraints limited all activities related to EPR/DRR for the MoE. There has not been any follow-up for the training, contingency plans remain incomplete or out of date, and risk mapping is inappropriate or absent. Some progress has been made in stockpiling construction material to repair school buildings, but there is no availability of temporary learning spaces.

Similarly, Ministries of Disaster Management often lacked financial, technical, and operational capacity. In Rwanda, MIDIMAR officials recognised that the ministry was relatively new and thus lacking in the necessary knowledge, experience and skills on EPR/DRR concepts and practices.<sup>171</sup> In Comoros, the Head of the Centre for Emergency Operations and Civil Protection (COSEP) lamented the lack of financial resources available, noting that a plan for emergency response had been laid out but that there were not sufficient finances to implement it fully. This meant that certain elements, including stockpiling materials to respond to an emergency, and carrying out simulation exercises, had never been realised.<sup>172</sup> In Malawi, due to administrative and budgetary challenges, it was difficult to continue to staff the district offices with knowledgeable and experienced Disaster Managers, who assisted the district education managers. Lack of decentralisation in Malawi’s DMMR and fuel shortages also meant that disaster response took weeks, rather than days.<sup>173</sup>

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<sup>168</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>169</sup> Interviews with Ministry of Education staff and partners, Comoros, 24 February 2012; Madagascar 15 February 2012.

<sup>170</sup> Interviews with staff from donor agencies, Malawi, 2-13 December 2011.

<sup>171</sup> Interview with MIDIMAR employee, Rwanda, 26 January 2012.

<sup>172</sup> Interview with COSEP employee, Comoros, 20 and 27 February 2012,

<sup>173</sup> Interviews with DRRM staff, Malawi, 6-9 December 2011.

The issue of low government capacity highlights the need for UNICEF to play a leading role in providing dedicated support to sectoral EPR/DRR co-ordination initiatives, with commensurate financial resources provided in the short to medium term. It also demonstrates the necessity of investing in capacity development in the Education and Disaster Management Ministries, to whom responsibility for national EPR/DRR initiatives must ultimately be transferred.

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## **FINDING 11: INFORMATION-GATHERING AND DISSEMINATION SYSTEMS ARE WEAK OR NON-EXISTENT**

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Early warning systems, vulnerability and resource mapping, Education Management Information System (EMIS), and damage impact assessments, here grouped as 'information gathering and dissemination systems,' are all fundamental elements of successful EPR/DRR initiatives in the Education Sector. Such systems ensure that institutions, communities, and individuals are better prepared when disasters hit, and better able to co-ordinate recovery activities when they are over. None of the countries visited by the research teams had sufficiently developed and fully functional information gathering and dissemination systems in place.

A lack of Early Warning Systems was an acute problem in many of the country case studies. Online Survey participants also underlined this issue, with less than half responding positively when asked whether communities and schools had access to Early Warning Systems.<sup>174</sup> Even in places with existent Early Warning Systems encountered challenges to their effective use. In Madagascar, for example, a natural disasters Early Warning System is in place, headed by the National Meteorological Institute, with a network of actors, including government bodies, UNICEF, civil society groups, and the media, that are responsible for relaying messages. However, this system was dependent on functioning mobile, internet, radio, and television networks, which are often unreliable in severe weather. The head of the Meteorological Institute admitted that its employees were, at times, forced to drive around Antananarivo to warn relevant bodies of pending emergencies in person, and getting the message out to anywhere other than the capital in such conditions was a near-impossible task.<sup>175</sup> This appeared to be the case during Cyclone Giovanna, which struck during the research team's visit. People in Brickaville, where the cyclone hit land, were largely unaware of its imminent arrival due to the fact that electricity—and thus communication networks—had been down in the town for several weeks.<sup>176</sup> A simple flag warning system with red flags flown when a severe storm was imminent appeared to be relatively effective in rural areas, but this again is reliant upon an early warning being received by someone in the community. Following the cyclone, the impact of the lack of preparedness was clear—people had not taken preventative measures to reinforce houses and roofs and damage to buildings and infrastructures was semi-total.<sup>177</sup>

A lack of Post-Disaster Needs Assessment mechanisms was a further problem in Madagascar and elsewhere. Whilst the MoE did have a damage impact information-gathering system in place, it did not appear to be fully operational. School directors in Analangirofo and Alaotra Mangoro had been given Damage Impact Assessment Forms and trained on how to complete them and send them up the information chain from local education authorities to the capital.<sup>178</sup> However, schools directors

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<sup>174</sup> 45.2% of respondents to the question "Do communities and schools have access to early warning systems for natural disasters or civil unrest?" Online Survey Respondents, Various Countries, 6-23 March 2012.

<sup>175</sup> Interview with Head of Meteorological Society, Madagascar, 9 February 2012.

<sup>176</sup> Observation during a field visit and Interview with UNICEF Education Specialist, Madagascar, 14 February 2012.

<sup>177</sup> Observation during a field visit, Brickaville and environs, Madagascar, 14 February 2012.

<sup>178</sup> Interviews with Ministry of Education employees and school visits, Madagascar, 10-13 February 2012.

in Ananasinina knew nothing about the forms and had no formal mechanism for reporting damage and requesting support for repairs.<sup>179</sup>

Unlike Madagascar, no early warning system was in place in Burundi. Part of the problem lies with the poor state of the National Geographic Institute that is responsible for meteorological and environmental surveillance. The National and Provincial Platforms have not yet established a quick and reliable communication system that is able to connect the different participants in case of an emergency. In the post-disaster phase, the collection of information is also very weak and results in incoherent figures and poor assessment data. As witnessed by the evaluation team following a violent windstorm, the number of classrooms affected was estimated to range from 4 to 100 by different interviewees.<sup>180</sup>

In Rwanda, local disaster management committees had *ad hoc* warning and information systems in place, while the national authorities were also in the process of establishing an early warning system based on an innovative SMS-based information gathering system.<sup>181</sup> MINEDUC was planning to incorporate questions related to disasters into the national EMIS; however, this was again in the planning phase and not yet implemented.<sup>182</sup> In Comoros, no operational early warning systems or damage impact information gathering systems appeared to be in place for the Education Sector.<sup>183</sup> In Malawi, the EMIS system had received support from an international donor, but in the absence of external support, seemed unlikely to be sustainable in the long-term. There were plans to implement a district-level EMIS (DEMIS), but weaknesses at the national level remained to be addressed and it is questionable if the DEMIS would be successful unless the national level was sufficiently strengthened and supported.<sup>184</sup>

The negative consequences of a lack of operational systems are clear across the country case studies. In Madagascar, some communities were unaware of pending disasters and subsequently could not take the necessary precautions to protect themselves, their homes, and their schools. Similarly, in the post-disaster period, recovery was going to be a long and difficult process—an element exacerbated by the lack of reliable, accurate information on needs, damage and available resources for reconstruction.<sup>185</sup> In Comoros, the separation of the islands and lack of a reliable communications systems meant that Anjouan and Mohéli were particularly vulnerable.<sup>186</sup> A lack of adequate damage information-gathering for schools meant that those affected by disasters had little hope of receiving timely support to repair damage. This factor was recognised by actors across Rwanda, Madagascar, and Comoros, where school directors, teachers, and parents noted that communities took a pragmatic approach to post-disaster recovery for schools, with members of the community pooling human and material resources to do repairs themselves. *“The community helps each other to find solutions and do repairs,”*<sup>187</sup> was a constant refrain echoed by local level actors across all three countries. Whilst this local capacity was a key resource which required support and

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<sup>179</sup> Interview with School Directors, Teachers, and Mayor, Madagascar, 14 February 2012.

<sup>180</sup> Interviews with Ministry of Education staff and NGOs, Burundi, 5-15 December, 2011.

<sup>181</sup> Interview with MIDIMAR employee, Rwanda, 26 January 2012.

<sup>182</sup> Interviews with MINEDUC employees, Rwanda, 25 January 2012.

<sup>183</sup> Interview with Ministry of Education and COSEP employees, Comoros, 20-27 February 2012.

<sup>184</sup> Interview with Ministry of Education staff, Malawi, 9 December 2011.

<sup>185</sup> Observation, Brickaville and environs; Interviews with UNICEF staff, 8, 12, and 14 Feb 2012; Interviews with School Director, Teachers, Mayor, 14 February 2012.

<sup>186</sup> Interviews with COSEP staff, Comoros, 20, 22, 25, and 27 February 2012.

<sup>187</sup> Interview with District Ministry of Education employees, Madagascar, 13 February 2012.

development, it was also a costly and time consuming practice, and often meant that there was no “build back better” or adherence to school building standards to ensure that school infrastructures were more resilient to future emergencies.

Thus, research on the ground illustrated that while information-gathering and dissemination systems are a pre-cursor to successful EPR/DRR programming, they were often a neglected component of EPR/DRR initiatives. In order to improve practice, such systems are in need of significant development and strengthening in all cases—something that requires a long-term injection of considerable financial, materiel, and human investment.

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#### **FINDING 12: A “ONE-SIZE-FITS-ALL” APPROACH IS UNSUITABLE FOR EPR/DRR CAPACITY DEVELOPMENT DUE TO VARYING COUNTRY CONTEXTS AND NEEDS AT DIFFERENT LEVELS**

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The field research suggested that whilst there have been encouraging efforts to contextualise capacity development initiatives, these have not always been sufficient. Whilst the “one-size-fits-all” initiative has led to promising progress, tailored programmes for the countries must be developed for maximum impact and sustainability. This stage of intervention—when some initial progress has been made and key actors have been sensitised to EiE—offers great potential to develop such a customised approach, incorporating individual country assessments and taking their analysis into account while designing future EiE programmes and interventions.

The diverse examples from all five country case studies highlight the importance of taking political and economic contexts into consideration when designing and implementing EPR/DRR initiatives. In Madagascar, national government budgets had been crippled due to aid sanctions following the 2009 coup d’état which ousted President Ravalomanana. Comoros was also extremely fragile economically, particularly following the crash of the export prices of the country’s lucrative vanilla, clove, and ylang-ylang crops, which had previously made up the greatest portion of the Comorian economy. Malawi also is experiencing an economic crisis, with a similar drop in export prices of its main agricultural export, tobacco, and the withdrawal of budgetary support by several donors due to a political crisis with the late President. Rwanda, on the other hand, as one of the few countries making promising progress towards achieving its Millennium Development Goals (MDGs), has become a so-called “donor-darling” with the government directly receiving huge injections of financial support from international donors. Such distinct political and economic contexts clearly require differing approaches to EPR/DRR, to reflect differing needs and capacity on the ground. As one Online Survey respondent stated:

*“The response and planning should reflect the context of any given country for availability, affordability, accessibility and adaptability.”<sup>188</sup>*

The need for contextualisation was found to be true not just across countries, but also with regards to the capacity development initiatives at different levels *within* countries. A key element highlighted by the field research and the Online Survey was the fact that the needs of actors at different levels were very distinct, and the capacity building training had failed to take this into consideration in some cases. The process of in-country contextualisation has proven to be an extremely difficult one, since the ESARO ToT did not necessarily provide the right materials needed by lower level actors to assist them in their EPR/DRR practice. Whilst the ESARO training provided a very comprehensive introduction to the global nature of EiE, and a number of useful tools for policy-makers, it did not provide examples of best practices at sub-national levels to create a positive

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<sup>188</sup> Online Survey Participant, Republic of South Sudan, 13 March 2012.

impact on local-level EPR/DRR knowledge and practices. Online Survey respondents supported this view, with UNICEF staff noting that the roll-out of the training was difficult, due to the differing needs of actors at different levels:

*"[...] INEE are a bit cumbersome to unpack- they are too complex and can be confusing to partners [...] Training takes too long and it is too elaborate - can be difficult to roll out; need to simplify the package to cater for different levels."*<sup>189</sup>

*"The time was too short for many long modules. The modules need to be simplified for local people at county levels."*<sup>190</sup>

Field researchers found the best example of community-level impact in Madagascar, where contextualisation for actors at different levels had been carefully considered. Teachers had received training on a few simple concepts: the rationale for prioritising EIE, INEE standards, gender considerations, monitoring and evaluation, and, crucially, classroom teaching methods and key steps that they should take before, during, and after a disaster to protect pupils and school infrastructure. Similarly, students had received a short, simple guide in Malagasy on steps they and their families should take before, during, and after a disaster. In contrast, in Comoros, the only other country where capacity development training had reached the community level, the training did not address actions that could be taken at the local level to improve EPR/DRR practices. Similarly, the teacher guides that had been developed and distributed were far too abstract and were only available in French. More importantly, teachers had not received training in how to use them. In addition, pupil guides, although currently in planning, had not been finalised and distributed. Therefore, school directors, teachers, and pupils remained largely ignorant of simple practical steps that they could take to protect themselves, their families, schools, and homes.<sup>191</sup>

The above examples highlight the need for contextualisation not only at country level, but also at the sub-national levels within countries. They also suggest that a key aspect of developing EPR/DRR capacity lies in providing people with context-specific, relevant, and realistic tools that they can use to improve their own EPR/DRR practices and transfer their knowledge to others.

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### **FINDING 13: A COMPREHENSIVE, MULTI-SECTORAL NATIONAL EIE STRATEGY IS LACKING**

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Despite some promising co-ordination and the development of joint action planning, a truly comprehensive and multi-sectoral approach to EPR/DRR was lacking in all of the country case studies. EPR/DRR interventions remained somewhat *ad hoc* and unco-ordinated, both within and across all five countries, even in places such as Comoros, where significant progress on EPR/DRR capacity building had been made.

The absence of a core guiding strategy was found to have resulted in wasteful overlaps on one hand and gaps on the other. For example in Comoros, UNDP and COSEP, and the national co-ordination platform for education, had separately both conducted vulnerability mapping exercises, rather than combining resources to create one vulnerability mapping database which covered the Education Sector. When the research team visited the country, the institutions were preparing to integrate the

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<sup>189</sup> Online Survey Response, Republic of South Sudan, 12 March 2012.

<sup>190</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>191</sup> Observation and Interviews with Ministry of Education employees, COSEP employees, School Directors and Teachers, Comoros, 20-27 February 2012.

two systems, a lengthy and costly process.<sup>192</sup> Similarly, in Rwanda, despite the existence of the One UN initiative, both UNDP and UNICEF were undertaking projects which included capacity development for the Ministry of Disaster Management and Refugee Affairs (MIDIMAR), but the agencies had not met to discuss possibilities for collaborative efforts and measures to promote complementarity and avoid duplication.<sup>193</sup> Likewise, in Burundi UNDP seemed largely unaware of the activities carried out by UNICEF in this domain and the evaluation team observed that there was not a regular exchange of information between UN agencies in this regard.

All five country case studies exhibited gaps in EPR/DRR programming. In Comoros, for example, despite the MoE's engagement and commitment to the EPR/DRR capacity development initiative, no uniform nationwide school infrastructure guidelines had been developed to ensure that they were built to be disaster-resilient and safe environments for pupils and staff.<sup>194</sup> Similarly, in all five countries, despite the fact that epidemics were a significant risk, the Ministries of Health and Education and other partners had not worked together to include preventative health measures in EPR/DRR trainings. In Comoros, the National Red Crescent Society had trained school staff on hygiene and cholera prevention, and the Ministry of Education had trained staff on general EPR/DRR, rather than streamlining and co-ordinating efforts.<sup>195</sup> In Rwanda, the Red Cross society had trained a network of thousands of volunteers on emergency response, but did not appear to have targeted education sector workers for training.<sup>196</sup>

The above examples highlight the fact that EPR/DRR interventions have the potential to be considerably more effective as part of a comprehensive and multi-sectoral strategy. Since efforts are currently unco-ordinated, *ad hoc*, and lacking in a guiding vision, overlaps and gaps are frequent and costly. An over-arching framework for EPR/DRR efforts would facilitate cross-sectoral initiatives and the pooling of resources.

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#### **FINDING 14: THERE IS A LACK OF AWARENESS OF THE NEED FOR EPR/DRR INITIATIVES AMONGST THE GENERAL PUBLIC, NATIONAL GOVERNMENTS, AND DONORS**

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In all five countries visited, the research teams found there was too little awareness of the rationale for prioritising EIE. Online Survey participants echoed this sentiment, with 48.7% of respondents who answered the question "*What are the four main challenges that prevent EPR/DRR policies and practices from being integrated in the Education Sector in your country*" listing low prioritisation of EPR/DRR issues in the Education Sector in their top four responses.<sup>197</sup>

In Comoros, participants noted the importance of the awareness of DRR at the grassroots level, stating that in some villages, families had constructed houses in areas prone to flooding following a few years without heavy rains, only to have them later damaged or destroyed during floods.<sup>198</sup> In Madagascar, homes and schools were damaged or destroyed during cyclones as they had not known how to take simple precautions such as reinforcing walls with bamboo poles and weighing down

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<sup>192</sup> Interviews with Education Cluster Members, Comoros, 21 Feb 2012; Interview with COSEP employees, 20 February 2012.

<sup>193</sup> Interviews with UNICEF and UNDP employees, Rwanda, 23-30 January 2012.

<sup>194</sup> Interview with Ministry of Education Staff, Comoros, 20 February 2012.

<sup>195</sup> Interview with Red Crescent employees, Comoros, 27 February 2012.

<sup>196</sup> Interview with Red Cross employee, Rwanda, 27 January 2012.

<sup>197</sup> Online Survey Responses, Various Countries, 6-23 March 2012

<sup>198</sup> Interview with School Directors, Comoros, 25 February 2012.

roofs with sandbags.<sup>199</sup> In Comoros, houses and schools were damaged by landslides and water damage as they had been built below steep slopes or on the beach.<sup>200</sup>

Such preventable damage and destruction stems not only from a lack of awareness at the local level, but also at the policy and programming level. In Burundi, Comoros, Malawi, and Rwanda, donor representatives admitted that there was little appetite for funding EPR/DRR initiatives in the Education Sector, as programmes were more generally focused on core provision of education, without taking EPR/DRR into consideration.

All of the above examples illustrate the crucial fact that key stakeholders across all countries and levels studied remain unaware of the importance of EPR/DRR, both within the Education Sector and more broadly. There is a risk that if a greater awareness of EPR/DRR is not fostered amongst communities, governments and civil society groups, EPR/DRR will remain, at best, an afterthought in policy and programming. In order to build a culture of resilience to disasters, EPR/DRR must be embedded within policy and programming across all sectors of government at national and local levels. In order for this to occur, the training of key stakeholders must be complimented by a far reaching advocacy programme to raise awareness amongst the general population, national governments, and international donors.

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## **FINDING 15: FOLLOW-UP ACTIVITIES AND MONITORING & EVALUATION MECHANISMS REMAIN WEAK OR NON-EXISTANT**

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The research teams found there was little follow-up to the national roll-out of the EPR/DRR training. With the exception of Madagascar, no countries appeared to have carried out refresher trainings, for which there is a significant need, particularly given the staff turnover encountered by field researchers in all five country case studies. Many participants in the training echoed the sentiment that *"[o]ne training is not enough,"* noting that they needed support and guidance on how to further develop their knowledge and, more crucially, put it into practice. Madagascar appeared to be the only country where refresher-type sessions were held annually for the national Education Cluster, during which session members updated the training programme based on lessons learnt from the previous year and emerging international best practices.<sup>201</sup>

Monitoring and Evaluation (M&E) was a neglected area in the majority of the cases studied. None of the countries visited had put in place a monitoring and evaluation mechanism for EPR/DRR capacity development, making it difficult for national-level actors to judge the progress they were making and to adapt future strategy based on best practices and lessons learned. In many cases, a lack of monitoring and evaluation appeared to be linked to funding constraints, a lack of strategic planning, and a lack of clarity about who was responsible for its implementation.<sup>202</sup> For example, local MoE officials in Comoros appeared to have vague ideas that they should be gathering reports on how DRR guides were being used; however, none had been collected and no formal system was in place to facilitate it. Madagascar was the only country in which an evaluation had been conducted, but even in this case, the mission had been a 'one-off' trip, due to time and financial constraints.<sup>203</sup>

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<sup>199</sup> Observation, Interviews with COSEP, Ministry of Education employees, 20-27 February 2012.

<sup>200</sup> Interviews with Ministry of Education Staff, School Directors, Comoros, 20-27 February 2012.

<sup>201</sup> Interviews with Education Cluster Members, Madagascar, 8-9 and 15 February 2012.

<sup>202</sup> Interviews with Ministry of Education employees, Comoros, 22 February 2012.

<sup>203</sup> Interview with UNICEF employee, Madagascar, 8 Feb 2012; Interview with NGO employee, Madagascar, 9 February 2012.

A lack of appropriate follow-up activities and M&E was exacerbated by weak financial and institutional capacity in the MoEs and Disaster Management Agencies in all country cases studied. For example, national MoE employees in Madagascar had no transport budget available for field missions.<sup>204</sup> A similar situation was encountered in the other countries, particularly in Malawi, where a severe fuel shortage limited the amount that MoE employees could travel. Due to these constraints, monitoring and follow-up activities remained heavily dependent on UNICEF's technical and financial capacity to sustain them.

These examples underline the fact that follow-up and M&E activities are vital components in the design of an EPR/DRR programme and should not be regarded as an 'add on' activity. They further highlight the critical importance of incorporating follow-up activities and a realistic M&E framework into initial programming to ensure that on-going assessment and analysis can inform planning and strategy from the outset. Regular and systematic M&E practices will also facilitate programme improvement based on best practices and lessons learned.

### 3.4. ASSESSMENT OF CROSS-CUTTING ISSUES

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In this section, the findings related to the cross-cutting issues that are relevant to the knowledge, skills, and institutionalisation of EPR/DRR policies and practices are addressed.

#### **FINDING 16: THERE IS A HIGH LEVEL OF AWARENESS OF THE DIFFERENT CHALLENGES FACED BY GIRLS AND WOMEN DURING EMERGENCIES**

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Gender differentiation occurs during emergencies which can exacerbate pre-existing gender inequalities and may lead to increased risks, exclusion and discrimination. This is clearly indicated by the 84% of respondents to the Online Survey who have observed differences between boys and girls in the challenges they face after an emergency, this figure going up to 91% of non-participants who observed differences.<sup>205</sup> Their responses reinforce the need for gender awareness in EPR/DRR in order to develop appropriate responses to the challenges faced by the different genders.

The differences observed by the Online Survey respondents suggest that girls tend to be more vulnerable than boys, although both are at risk. The vulnerability of girls to abuse, especially sexual abuse, in emergencies is frequently mentioned,<sup>206</sup> as is their increased vulnerability due to cultural discrimination and gender stereotyping<sup>207</sup> and the increased frequency with which they drop out of school or are the first to be removed.<sup>208</sup> Parents may keep their girls at home because they are scared that they are more likely to be attacked than boys.<sup>209</sup> It is suggested that girls are more prone to other social effects of emergencies such as having to care for younger siblings and being

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<sup>204</sup> Interview with Ministry of Education employee, 15 February 2012.

<sup>205</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>206</sup> Online Survey Responses, Various Countries: Malawi, South Sudan, Swaziland, Zambia, 6-23 March 2012.

<sup>207</sup> Online Survey Responses, Various Countries: Ethiopia, Tanzania, 6-23 March 2012.

<sup>208</sup> Online Survey Responses, Various Countries: South Sudan, Malawi, Zambia, Kenya, 6-23 March 2012.

<sup>209</sup> Online Survey Response, South Sudan, 21 March 2012.

overburdened with household chores.<sup>210</sup> In a conflict setting such as South Sudan, abduction is a threat to both genders, although boys tend to be used for fighting and while the girls are raped.<sup>211</sup>

As well as the different outcomes of emergencies on the genders, respondents observed that the needs of boys and girls are different and need to be addressed differently, for example in relation to sanitation or shelter.<sup>212</sup> In addition some respondents suggest that the way in which boys and girls react to emergencies also may differ. Some of the differences observed include *"boys will feel compelled to be at the frontline of response even when they are ill-equipped, while girls will often wait to receive instruction even when they have been empowered"*<sup>213</sup> and *"girls tended to want to organize their belongings first while boys just wanted to leave."*<sup>214</sup> Finally it is suggested that *"both use different coping mechanisms,"*<sup>215</sup> with *"boys seeming to cope better than girls."*<sup>216</sup>

Likewise, participants in the evaluation indicated that the experiences of female and male emergency responders differ, although the difference was less acknowledged than it had been for children, with 75% of Online Survey respondents feeling that female and male responders encounter different challenges in emergencies—only 11 percentage points lower than the difference observed for boys and girls.<sup>217</sup> Female responders still face similar challenges to girls when it comes to sexual harassment and violence,<sup>218</sup> including abduction and rape in conflict contexts such as South Sudan.<sup>219</sup> In addition discrimination and negative stereotypes which can impair their ability to respond as *"in many contexts in which we work, men are the decision-makers and women, even if working for international organisations, are not always considered or taken seriously"*<sup>220</sup> or *"those facing crisis sometimes doubt the ability of females to offer assistance."*<sup>221</sup> Additionally they *"may be shy because their communities overlook women, so they cannot speak out like men"*<sup>222</sup> or they are not approached to speak about the issues affecting them as males are seen as the gatekeepers in communities even for information about the needs of the women.<sup>223</sup> Women also have differing needs relating to sanitation, pregnancy, lactation, and can have issues relating to lack of privacy in camps or because non-food items supplied do not include some of the basic things women need.<sup>224</sup> It is not only women who are negatively affected in emergencies. In conflict areas such as South

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<sup>210</sup> Online Survey Responses, Various Countries: Malawi, 6-23 March 2012.

<sup>211</sup> Online Survey Responses, Various Countries: South Sudan, 9, 12, 14 March 2012.

<sup>212</sup> Online Survey Responses, Various Countries: Lesotho, Malawi, 6-23 March 2012.

<sup>213</sup> Online Survey Response, Kenya, 10 March 2012.

<sup>214</sup> Online Survey Response, Malawi, 20 March 2012.

<sup>215</sup> Online Survey Response, Zimbabwe, 9 March 2012.

<sup>216</sup> Online Survey Response, Malawi, 9 March 2012.

<sup>217</sup> Online Survey Responses, Various Countries, 6-23 March 2012.

<sup>218</sup> Online Survey Responses, Various Countries: Burundi, Ethiopia, South Sudan, Tanzania, 6-23 March 2012.

<sup>219</sup> Online Survey Responses, South Sudan, 12, 14 March 2012.

<sup>220</sup> Online Survey Response, Somalia, 9 March 2012.

<sup>221</sup> Online Survey Response, Kenya, 10 March 2012.

<sup>222</sup> Online Survey Response, South Sudan, 8 March 2012.

<sup>223</sup> Online Survey Response: South Sudan, 21 March 2012.

<sup>224</sup> Online Survey Responses, Various Countries: Lesotho, Malawi, Namibia, 6-23 March 2012.

Sudan one respondent observed that while females are at risk of physical assault males are “*exposed to all sorts of danger that may result in loss of life.*”<sup>225</sup>

Another observation by Online Survey respondents is that women often have different attitudes and priorities in emergencies, being more concerned with ensuring the security and care of their children and property than men, who focus on getting to the safest place.<sup>226</sup> This can lead to a slower response on the part of women because of their responsibilities in caring for their families and the home.<sup>227</sup>

Despite the lower percentage of respondents who saw differences between female and male responders than between girls and boys, clearly gender remains an important factor that needs to be addressed when it comes to the adults involved in emergencies as well as the children. Although the capacity development training is primarily concerned with the continuation of education in emergencies, the lower levels of participation and confidence of female respondents in their knowledge and ability to respond to emergencies as outlined in Finding 6, combined with the observations made by Online Survey respondents in relation to the discrimination and other challenges faced by female responders to emergencies, suggests that future training should also address the ways in which female responders can best overcome the challenges they may face when dealing with emergencies in the education sector. Providing education in emergencies to all children requires not only the participation of children but also of the adults in their community and thus the different challenges faced by the different genders should be thoroughly addressed in the UNICEF/SC capacity building training. While the training session resources for the module on gender and inclusion make some mention the importance of female representation and leadership, currently the training focuses on dealing with the challenges faced by girls and other excluded groups and not those of the female responders, something which should be addressed in light of the research teams findings.

The UNICEF/SC EPR/DRR capacity building training acknowledges the need to be aware of the differences caused by gender and other factors such as disability or ethnicity in its module on ‘Gender and Inclusion in Education in Emergencies.’ The observations made by the Online Survey respondents indicate that there is a good level of awareness of the different challenges faced by the different genders and highlight the need to ensure that responses address these different needs.

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<sup>225</sup> Online Survey Response, South Sudan, 13 March 2012.

<sup>226</sup> Online Survey Response, Malawi, 20 March 2012.

<sup>227</sup> Online Survey Responses, Malawi, 11, 24 March 2012.

## 4 EPR/DRR CAPACITY GAPS

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As the findings from the five country case studies demonstrated, since its inception in 2009, the UNICEF/SC EPR/DRR capacity development strategy in the Eastern and Southern Africa region has had a positive impact on the knowledge and practices of individuals and institutions involved in the training. This is a significant achievement, particularly given that the programme was implemented in all 21 ESAR countries, each with their own operating contexts with varying levels of risks to different types of disasters and emergencies. The strategy was also seen to have made a considerable difference in the level of co-ordination between various actors involved in education and disaster management. Despite the positive changes made through the training and institutionalization strategy, evidence from the field research points to capacity gaps linked to the fifteen key findings. Addressing these gaps would strengthen the effectiveness of the EPR/DRR programme.

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### **CAPACITY GAP 1: KEY STAKEHOLDERS AT THE LOCAL LEVEL DO NOT HAVE THE SAME LEVEL OF CAPACITY AS THOSE AT THE NATIONAL LEVEL**

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The field research in three out of five country case studies—Burundi, Malawi, and Rwanda—showed that the knowledge and skills conveyed in the capacity development training has not yet reached the grassroots level. In all three countries, training participants demonstrated a high level of knowledge and awareness relevant to EPR/DRR practices; however, the cascade training model has been ineffective, with knowledge and skills not reaching beyond the district level. This can be partly attributed to the lack of resources and the heavy work load of the staff tasked to convey the EPR/DRR message to the local schools, and to the fact that head teacher training, as well as teaching and learning guides on DRR/EPR, have not been developed or distributed in these countries. Future capacity building efforts will need to address the above issues to ensure that the knowledge and awareness is as strong at the local school level as it is among actors at the national level. This is particularly important given the fact that, as many respondents noted, preparation and first response to an emergency occurs at the sub-national and local levels.

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### **CAPACITY GAP 2: A HIGH LEVEL OF STAFF TURNOVER EXISTS IN KEY MINISTRIES AND ORGANISATIONS**

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Staff turnover created a capacity gap in all of the countries visited. In Malawi, for example, respondents mentioned that difficulties arise when trained, knowledgeable, and competent staff are reassigned to other districts, or moved to other ministries.<sup>228</sup> Similarly, in both Rwanda and Comoros, one of the individuals trained at the ESARO ToT had subsequently left.<sup>229</sup> As a result of high staff turnover and in the absence of regular follow-on activities, it is ultimately difficult to maintain the levels of knowledge and skills gained during the UNICEF/SC capacity building training sessions in the mid- to long-term.

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### **CAPACITY GAP 3: THERE IS A LACK OF SCHOOL-LEVEL EPR/DRR TEACHING AND LEARNING AIDS**

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The teaching and learning aids that played such a vital role in the dissemination of the EPR/DRR message to the school level in Madagascar have yet to be developed in Burundi, Malawi, and

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<sup>228</sup> Interviews with Ministry of Education staff, Malawi, 2-8 December 2011.

<sup>229</sup> Interviews with UNICEF employees, Rwanda 20 January 2012; Comoros, 21 February 2012.

Rwanda. Even in Madagascar, where they have been shown to be effective, there has not been a wide dissemination of these guides and learning aids to all schools. Similarly, in Comoros, teachers have not yet received training in the use of the EPR/DRR Teacher's Guide and an EPR/DRR Learners Manual has yet to be developed and distributed. The absence of these teacher and student guides and other learning aids is a significant capacity gap. The impact of this capacity gap was clearly seen in Madagascar: the level of EPR/DRR knowledge was visibly lower in areas where the guides had not been widely distributed.

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#### **CAPACITY GAP 4: EPR/DRR INITIATIVES OFTEN DO NOT WIDELY INVOLVE COMMUNITY-BASED CIVIL SOCIETY ACTORS**

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Local civil society partners—such as Red Cross/Red Crescent networks, local and national NGOs, faith-based networks and PTAs/SMCs—are not sufficiently involved in EPR/DRR capacity development initiatives, particularly at the sub-national and local levels where their involvement could have significant impact. This capacity gap was evident across all five country case studies, with networks of capable civil society actors trained in DRR not being utilised. Such actors could play a significant role in local responses to emergencies, as well as promoting a culture of greater resilience within the general population. The lack of significant involvement by these groups at the local level negatively impacts on the long-term sustainability of EPR/DRR initiatives in communities.

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#### **CAPACITY GAP 5: THERE IS A LACK OF BASELINE DATA**

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Since baseline data information had not been gathered prior to the implementation of the EPR/DRR capacity development training and institutionalization strategy, it was difficult to track and accurately attribute the impact of the training. This was particularly at the policy-maker level, where participants had benefitted from training provided by other organisations. Additionally, accurate national-level baseline information about the education sector and disaster response system is also widely unavailable in ESAR countries. Baselines are important because they allow evaluations to accurately attribute impact of interventions and programming activities. Without them, evaluators are reliant upon participants to precisely recall the difference between their knowledge and practice prior to the intervention and compare it after the intervention, which opens up the evaluation to inaccurate attribution and bias. Baselines also facilitate rigorous monitoring and evaluation, providing programme designers with the opportunity to improve capacity development initiatives at all levels of the education system based on identified capacity gaps, lessons learned, and best practices. In the short term, the lack of this type of information is a significant capacity gap which should be addressed in future programmes during the design phase. However, the long-term solution to this gap is a robust data-gathering system that is ultimately the responsibility of national governments with the technical and financial support of donors as required.

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#### **CAPACITY GAP 6: EPR/DRR CAPACITY DEVELOPMENT INITIATIVES HAVE NOT INCLUDED KEY EMERGENCIES**

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Violent conflict, population displacement, political unrest, and health epidemics are key emergencies affecting many of the countries in ESAR; however, they were not addressed in the EPR/DRR training materials. As a result, participants have not been given specific tools to support them in preparing for and responding to emergencies beyond those arising from natural disasters.

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## **CAPACITY GAP 7: SUFFICIENT FOLLOW-UP ACTIVITIES HAVE NOT OCCURRED**

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The EPR/DRR implementation strategy did not identify adequate follow-up activities or allocate resources to ensure that the cascaded trainings translated into changes in EPR/DRR practices at national and sub-national levels. At each subsequent level of training, the EPR/DRR was weakened because the workshop training was not followed-up, and was disconnected from actual practice. Additionally, the cascaded training model did not allow participants the time for a serious, cumulative study of EPR/DRR or trying out the ideas in school and community setting and reflecting on the results.

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## **CAPACITY GAP 8: LOCAL LEVEL RESPONSES TO EMERGENCIES ARE IMPAIRED BY LACK OF EPR/DRR KNOWLEDGE**

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In most of the country case studies and as indicated by the Online Survey Respondents EPR/DRR knowledge had not reached key stakeholders at the local level. Where it had, in Madagascar, local emergency response practices in areas which had received training were visibly more effective than parts which had not yet received the training. This capacity gap must be addressed in order to improve emergency responses.

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## **CAPACITY GAP 9: THERE IS A DISCONNECT IN TRANSLATING POLICY INTO PRACTICE**

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Despite the inclusion of EPR/DRR in Education Sector policy and planning, in four of the country case studies, its inclusion has not yet been translated into practice at the local level. While a delay in the translation from policy to practice can be expected, the weak connections between policy and action must be addressed.

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## **CAPACITY GAP 10: SECTOR CO-ORDINATION MECHANISMS REMAIN WEAK**

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While co-ordination platforms for actors working on EiE had been created in a majority of the country case studies, such mechanisms remain in need of further development and support, particularly at sub-national levels, where co-ordination remains weak or is entirely absent.

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## **CAPACITY GAP 11: RELEVANT NATIONAL MINISTRIES LACK RESOURCES AND CAPACITY**

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In all five country case studies, the national Ministries of Education and Disaster Management (or equivalent bodies) suffered from weak financial, technical, and/or operational capacity. For example, the Malawian Ministry of Education received only 5% of the central budget, one of the lowest percentages of national government budget allocation for education in the world. Ministry officials responsible for EPR/DRR were often over-tasked and they often lacked the technical and operational skills/capacity for the effective implementation of EPR/DRR.

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## **CAPACITY GAP 12: INFORMATION-GATHERING AND DISSEMINATION SYSTEMS ARE WEAK**

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The information-gathering and dissemination systems in each of the five case country studies are weak or non-existent, notably Early Warning Systems, vulnerability and risk-mapping, Damage Impact Assessments, and EMIS. The gap these weakened systems create severely limits the planning and response capacity of the organizations and individuals charged with the implementation of EPR/DRR.

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### **CAPACITY GAP 13: PROGRAMMING LACKS SUFFICIENT COUNTRY-SPECIFIC CONTEXTUALIZATION**

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In some country case studies, EPR/DRR training at the country level had not been sufficiently contextualised for national or sub-national participants. In Burundi, for example, some training participants indicated that the information they received was extremely theoretical and they had difficulty understanding it.<sup>230</sup> This was also reflected in Comoros, and in the Online Survey, in which several participants highlighted the difficulty in contextualising the ESARO training materials to be appropriate for the needs, capacities and resources of lower level actors during roll-out of the training.<sup>231</sup> The field research also showed that much of the country-level training had been taken almost verbatim from the ToT session in Nairobi. In order to ensure greater sustainability, future strategies should provide information and tools which are contextualised to be both country and level-specific.

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### **CAPACITY GAP 14: A CO-ORDINATED NATIONAL-LEVEL STRATEGY FOR EPR/DRR DOES NOT EXIST**

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In each of the five country case studies, the evaluation teams found that a capacity gap existed due to the lack of a guiding national EPR/DRR strategy. In the absence of such a vision and the lack of complementary policy initiatives at the national level, training and other activities occurred on an *ad hoc* unco-ordinated basis, resulting in duplication and programming gaps.

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### **CAPACITY GAP 15: THERE IS A GENERAL LACK OF AWARENESS OF THE IMPORTANCE OF EDUCATION IN EMERGENCIES**

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In all five country case studies, the public, national governments, and international donors remain largely unaware of the importance of EPR/DRR in responding to emergencies. Because of this gap, little attention is paid to ensuring that the education sector is prepared for and able to respond to an emergency. Raising awareness of its importance is critical in building a culture of resilience necessary to promote EPR/DRR initiatives in the long term.

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### **CAPACITY GAP 16: RIGOROUS FOLLOW-UP AND MONITORING & EVALUATION MECHANISMS ARE WEAK OR NON-EXISTENT**

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A lack of monitoring and evaluation within the EPR/DRR programme meant that measuring the impact and effectiveness of the programme has been difficult. It has also resulted in a lack of strategic thinking on how the programme can be improved and strengthened in later phases.

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### **CAPACITY GAP 17: THE NEEDS OF PARTICULARLY VULNERABLE GROUPS, SUCH AS DISABLED CHILDREN, ARE NOT FULLY ADDRESSED IN CURRENT PRACTICE**

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There was a commendable high level of awareness surrounding the special challenges that women and girls face in emergencies and the measures that communities and responders could take to mitigate them at from the national to the local level; however, the evaluation teams found that the needs of other vulnerable groups, particularly disabled children were not fully addressed. Because these children already face discrimination, their plight can be severely worsened during

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<sup>230</sup> Interviews with Training Participants, Burundi, 1-14 December 2011.

<sup>231</sup> Online Survey Responses, 6-23 March 2012.

emergencies, thus they require additional targeted interventions, which were lacking at nearly every level.

## 5 LESSONS LEARNED AND RECOMMENDATIONS FOR FUTURE STRATEGY

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In order to draw out lessons learned, this chapter consolidates and builds upon the findings and capacity gaps outlined in Chapters Three and Four, respectively. Within each lesson learned, actionable recommendations are proposed with a view to inform future UNICEF ESARO EPR/DRR capacity building training and institutionalisation strategies.

### 5.1. LESSONS LEARNED AND RECOMMENDATIONS

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#### LESSON LEARNED 1: WHEN EMPLOYED IN ISOLATION, A CASCADE TRAINING MODEL OFFERS EXTREMELY LIMITED POTENTIAL TO IMPROVE EPR/DRR PRACTICES AT THE GRASSROOTS LEVEL

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As information from four of the five country case studies showed, the positive impact of the UNICEF/SC capacity building training strategy diminished progressively at subsequent levels of roll-out. Only in Madagascar could the cascade training model employed by the training strategy be considered successful, with EPR/DRR knowledge and practices reaching teachers and learners at the local school level. In the other countries in which field research was conducted, the information provided in the training was not widely disseminated to actors at regional and local levels. Often, the lack of successful knowledge transfer of the cascade training model could be attributed to challenges related to a lack of resources and overextended staff.

The findings in the country case studies reflect the issues with the cascade training model which have been widely discussed in both academic literature and programme evaluations, particularly in the Education Sector.<sup>232</sup> Although as a model it is cost-effective and flexible, there are also difficulties associated with it—namely dilution of initial training occurs to such an extent that the non-participant beneficiaries receive little benefit, particularly with one-off training sessions. This is a critical issue for EPR/DRR at the grassroots level where people are most affected and was clearly illustrated by the research which found that the training had only reached teachers and school children in a meaningful way in parts of Madagascar. However Hayes suggests that the problem is not the cascade model *per se* but the manner in which it is implemented.<sup>233</sup> Active participation and reflection at every level, expertise diffused throughout the system, reinterpretation of the training experience, decentralisation of responsibilities, and the involvement of a cross-section of stakeholders in the preparation of relevant training materials for the different levels were some of his suggestions for successful cascade training.<sup>234</sup> The importance of the contextualisation of the cascade training, especially in relation to making it relevant to the classroom level and local socio-cultural context, is strongly reinforced in a study by Wedell.<sup>235</sup> An evaluation of training programmes

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<sup>232</sup> See: McDevitt, D. (1998) How effective is the cascade as a method for disseminating ideas? A case study in Botswana. *International Journal of Educational Development*, Vol.18 Issue 5; Hayes, D. (2000). Cascade training and teachers' professional development. *ETL Journal*. Vol. 54, No. 2; Wedell, M. (2005) Cascading training down in the classroom: The need for parallel planning. *International Journal of Educational Development*, Vol.25, Issue 6; Suzuki, T. (n.d.) The Effectiveness of the Cascade Model for In-service Teacher Training in Nepal. Graduate School of International Cooperation Studies, Kobe University.

<sup>233</sup> Hayes, D. (2000). Cascade training and teachers' professional development. *ETL Journal*. Vol. 54, No. 2.

<sup>234</sup> Hayes, D. (2000). Cascade training and teachers' professional development. *ETL Journal*. Vol. 54, No. 2:138

<sup>235</sup> Wedell, M. (2005) Cascading training down in the classroom: The need for parallel planning. *International Journal of Educational Development*, Vol.25, Issue 6;

in the Afghan Education Sector conducted by the World Bank also identified other steps that would address the weaknesses of the cascade model and increase its effectiveness. They include the provision of training resources for participants, monitoring, and on-going professional development.<sup>236</sup>

Strengthening the efficacy of this training and institutionalisation strategy and increasing the long-term sustainability of EPR/DRR inclusion in the Education Sector calls for a strategic programming shift away from short-term workshops and the cascade training model towards school-based and cluster training. Additional teaching and learning aids designed to equip inspectors, education advisors, head teachers, and teachers with the knowledge and skills to disseminate EPR/DRR knowledge and practice at the school level must also be developed and distributed widely to support the adjusted training model. Sustainable monitoring and follow-up activities must also be designed and implemented to allow a feed-back loop into national and cluster planning and programming.

To successfully achieve these aims and mitigate the challenges associated with the cascade model of training, future strategies could incorporate the following steps:

<b>Recommendation 1: Future programming should mitigate the challenges inherent in the capacity development training model.</b>	
R1.1	<p>The EPR/DRR Capacity Development training should be revised to:</p> <ul style="list-style-type: none"> <li>▪ Gather baseline information on all participants at the beginning of the training programme.</li> <li>▪ Better target teachers and other key local and district-level actors in the areas with the highest risk.</li> <li>▪ Take into consideration the adult learning processes (e.g. be more participative and involve simulations relevant to the country context).</li> <li>▪ Promote the development of key skills necessary for participants at each level (e.g. teaching methods, concrete best practices for relevant disasters for teachers, policy-making tools for national-level actors).</li> <li>▪ Include follow-up activities to trainings in the training strategy. These activities include coaching, observation, and feedback in schools and classrooms.</li> <li>▪ Support the creation of regional and local cluster groups for trained teachers and other key stakeholders.</li> <li>▪ Develop a monitoring and evaluation mechanism in order to assess the impact of the training and adjust future programming needs accordingly.</li> </ul>
R1.2	Advocate and work with Ministries of Education for a cost-effective and context-relevant incentive programme for teachers to become officially EPR/DRR certified, with a goal to have at least one certified teacher per school.
R1.3	In collaboration with national governments and other partner organisations, UNICEF should sponsor a review of best practices in EPR/DRR knowledge transfer at national and sub-national levels.

<sup>236</sup> World Bank (n.d.). *Teacher Training Best Practice*. Available at <http://info.worldbank.org/etools/docs/library/241469/PresentationTeachertraining.pdf>. Accessed 21 March 2012.

R1.4	Support and participate in an audit of the national curriculum in order to identify how and where EPR/DRR knowledge is being taught. Based on this audit, an up-to-date EPR/DRR learning programme should be accordingly incorporated into the national curriculum.
R1.5	Advocate for and support a national strategy of EPR/DRR awareness-raising days in schools to increase assimilation of key messages at the local level. A DRR Awareness Day programme could include exploring DRR material in the national curriculum, brainstorming contingency and evacuation plans, doing a simulation exercise for relevant crises, quiz competitions, as well as drama and art activities incorporating the EPR/DRR theme. Communities should be included in the DRR Awareness Day activities at the schools.
R1.6	UNICEF and Ministry of Education partners should identify entry points in national education programmes such as Education For All strategies to ensure EPR/DRR refresher trainings are incorporated into the long-term Education Sector planning to combat staff turnover, ensure retention of key messages, and update participants' knowledge and practices.

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## **LESSON LEARNED 2: TEACHING AND LEARNING MATERIALS MUST BE PROVIDED ENSURE THAT SCHOOL CHILDREN BENEFIT FROM EPR/DRR CAPACITY DEVELOPMENT EFFORTS**

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In Madagascar, the evaluation team witnessed the effectiveness of the capacity development training when it was supported by relevant and accessible teaching and learning materials. In districts where the training materials were not distributed, teacher and learner EPR/DRR knowledge and preparation and response activities were not as extensive as in the districts where they were. Therefore, in order for teachers and children to benefit fully from EPR/DRR capacity development activities, a range of appropriate teaching and learning materials must be provided, and teachers must be trained on how to utilise them. Toward that end, the following actions are recommended:

<b>Recommendation 2: UNICEF and national partners should include the development and wide distribution of teaching and learning materials in any future capacity development strategy.</b>	
R2.1	Develop context-specific EPR/DRR teaching and learning aids. Materials could include EPR/DRR manuals for teachers and pupils, posters, and, where appropriate, audio-visual aids.
R2.2	Disseminate sufficient quantities of learning materials to schools nationwide, prioritising areas at highest risk.
R2.3	Incorporate teacher training on the use of student learning guides and other materials as classroom learning tools into future capacity building training strategies.

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## **LESSON LEARNED 3: STRATEGIC COLLABORATION WITH COMMUNITY-BASED GROUPS OFFERS FURTHER POTENTIAL TO DEVELOP EPR/DRR CAPACITY**

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Strategic collaboration with community-rooted civil-society groups, such as the Red Cross/Red Crescent network, local NGOs, faith-based organisations, school PTA/SMCs, and traditional community leaders offer great potential to contribute to capacity development, empower local actors, and affect sustainable change, particularly at the local level. While EiE cluster co-ordination groups at the national level were active in all five country case studies, the level of co-ordination and information-sharing decreased at the sub-national and local levels. To support a more inclusive, community based approach to capacity development, thereby strengthening the long-term

sustainability of EPR/DRR practices and culture of resiliency in schools and their communities, the following steps are recommended:

<b>Recommendation 3: UNICEF and partners should strengthen existing partnerships and identify organisations for new partnerships, especially at the sub-national and local levels.</b>	
R3.1	Identify and assess the capacity of organisations suitable for partnership on EiE programmes, particularly at the local and sub-national level. Potential partners include the Red Cross/Red Crescent societies, INGOs, local/national NGOs, faith-based networks, school PTAs/SMCs, and traditional community leaders.
R3.2	Explore possibilities for co-ordination with such partners to determine how they can contribute to capacity development, empowerment, and sustainable change.

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#### **LESSON LEARNED 4: BASELINE DATA ON PARTICIPANTS SHOULD BE GATHERED AT THE BEGINNING OF THE TRAINING INITIATIVE IN FUTURE CAPACITY DEVELOPMENT STRATEGIES**

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A lack of baseline data was a recurring problem encountered by research teams across all country cases studied. The absence of such information had made contextualisation a particularly difficult process for national trainers, and further made it difficult to attribute the impact and effectiveness of the UNICEF/SC training. To facilitate improved contextualisation, monitoring and evaluation, the following steps should be taken:

<b>Recommendation 4: UNICEF and partners should collect baseline information</b>	
R4.1	Collect baseline information on existing capacities and gaps at national and sub-national levels during the initial phase of future capacity development initiatives.

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#### **LESSON LEARNED 5: FUTURE EPR/DRR CAPACITY DEVELOPMENT TRAINING MUST INCLUDE ALL RELEVANT CRISES**

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Finding 5 discussed the fact that insufficient attention was paid to emergencies linked to conflict, displacement, political unrest, and health epidemics. This is not to say that there was no attention paid to these types of emergencies in the trainings as preparedness and response to armed conflict was the focus of one of the latter modules and education response in health emergencies another, but that it was insufficient considering the emergencies linked to conflict, displacement, political unrest, and health epidemics faced by ESAR countries. The situation on the border between Sudan and South Sudan remains tense,<sup>237</sup> there is continued armed conflict in Somalia,<sup>238</sup> displacement from Somalia to Ethiopia<sup>239</sup> and from the Democratic Republic of Congo to Rwanda,<sup>240</sup> political

<sup>237</sup> Straziuso, J. (2012). *Sudan-South Sudan Conflict: Border Marked By New Trench As Rains Approach*. Huffington Post. Available at: [http://www.huffingtonpost.com/2012/05/15/sudan-south-sudan-conflict-border-trench\\_n\\_1518767.html](http://www.huffingtonpost.com/2012/05/15/sudan-south-sudan-conflict-border-trench_n_1518767.html).

<sup>238</sup> BBC (2012) Somalia conflict: Visiting al-Shabab fallen stronghold. BBC News. Available at: <http://www.bbc.co.uk/news/world-africa-17254299>.

<sup>239</sup> Bronée, A. (2012). Concerns about shelter as Congolese refugees arrive in Rwanda. UNHCR. Available at: <http://www.unhcr.org.uk/news-and-views/news-list/news-detail/article/concerns-about-shelter-as-congolese-refugees-arrive-in-rwanda.html>.

unrest in Burundi,<sup>241</sup> and an outbreak of “nodding syndrome” in Uganda<sup>242</sup> to name only a few of the emergencies in ESAR. It is essential then that relevant actors have all of the knowledge and skills necessary to promote successful EPR/DRR at the local, sub-national, and national levels, including conflict prevention, peace education, and appropriate response to displacement and health sector emergencies which should be an equal part of future trainings and interventions, alongside the attention paid to responding to natural hazards. In the case of the health sector emergencies, it is particularly essential that all actors possess information on the organisations equipped to respond to these crises, as they can quickly expand beyond the capacity of the local structures to react them. Therefore, the evaluation team strongly recommends that all future training and institutionalisation strategies integrate information about these types of crises. This information should be contextualised based on the individual countries’ historical and contemporary situation. Furthermore, programming in areas such as peacebuilding and health can be used as entry points for collaborative EPR/DRR programming initiatives in the future.

Additionally, ESARO should draw from the knowledge and lessons learnt by UNICEF’s Western and Central Africa Regional Office (WCARO) on the importance of combining the focus of conflict and disaster risk reduction in working on conflict risk reduction together with disaster risk reduction in their region. As a culmination of their experience in conflict and education, as well as the knowledge that conflict and disasters can both occur in any country—often with little or no warning, WCARO and UNESCO’s International Institute for Education Planning (IIEP) have produced a guidance note for education planners which discusses ways to integrate both conflict and disaster risk reduction into education sector planning.<sup>243</sup> The focus on conflict *and* disaster risk reduction (C/DRR) builds on the recognition in the Dakar Framework for Action which emphasizes the critical importance of meeting the needs of education systems affected by conflict and other crises and to ensure that education sector programming contributes to peace and violence prevention.<sup>244</sup>

<b>Recommendation 5: Include information on all relevant crises in future training.</b>	
R5.1	EPR/DRR capacity development trainings must be revised and expanded to include learning on all relevant crises, including those related to conflict, displacement, political unrest, and health epidemics.
R5.2	Identify existing and future programmes within UNICEF and its partners, such as the Peace Education initiatives that could serve as entry points for a broader discussion about emergency preparedness and response, particularly at the local school level.
R5.3	Review the work UNICEF WCARO has done towards mainstreaming conflict and DRR in education sector planning and find ways to incorporate lessons learned and future strategies into ESARO’s programmes.

<sup>240</sup> Tan, V. (2012). Somali refugees in Ethiopia’s Dollo Ado exceed 150,000 as rains hit camps. UNHCR. Available at: <http://www.unhcr.org/4f9a6bdf6.html>

<sup>241</sup> (2012). Burundi: Escalation of Political Violence in 2011 – Act Swiftly to End Impunity, Prevent Further Killings. All Africa. Available at: <http://allafrica.com/stories/201205020935.html>.

<sup>242</sup> (2012). Uganda’s nodding disease: I’ve lost hope’. BBC News. Available at: <http://www.bbc.co.uk/news/world-africa-17589445>.

<sup>243</sup> UNESCO IIEP (2011). *Guidance notes for Education Planners: Integrating conflict and disaster risk reduction into education sector planning*. Paris: UNESCO

<sup>244</sup> UNESCO (2000). *Dakar Framework for Action*. Paris: UNESCO. Available at: <http://unesdoc.unesco.org/images/0012/001211/121147e.pdf>.

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## LESSON LEARNED 6: GUIDANCE AND SUPPORT IS NEEDED TO ENSURE THAT KNOWLEDGE GAINED IS PUT INTO PRACTICE

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In-country research suggested that more follow-up guidance and support is needed for training participants to facilitate the translation of knowledge into practice. This is true at both the national policy and grass-roots levels. Academic research examining the effectiveness of cascade training for teachers in schools found that continued support to training participants was essential for the training to be implemented as intended in classrooms (Wedell, 2006). Follow-up activities, particularly at the local level, as well as technical advice and support play an important role in ensuring that knowledge is transformed into action; therefore, it is essential that future programmes integrate them into their activities from the outset. Mechanisms should be designed and implemented to provide follow-up support to training participants in order to strengthen the transition from policies into action at the national level and knowledge into practice at the sub-national and local levels following the training. These mechanisms and activities must be flexible and cost-effective and designed to be locally owned and self-sustaining in the long-term. Additionally, they must be relevant to the role and responsibilities of the actors at each level.

<b>Recommendation 6: Incorporate follow-up activities and support structures for participants in future capacity building training strategies.</b>	
R6.1	The EPR/DRR capacity development strategy should be informed by a dedicated analysis of behaviour change models for the national and sub-national level.
R6.2	Based upon the above analysis, appropriate follow-up activities for trainings should be incorporated into strategy, with resources allocated accordingly. These measures could include: <ul style="list-style-type: none"> <li>▪ Technical guidance and support</li> <li>▪ Regularly scheduled preparedness reviews</li> <li>▪ Regular reviews of contingency plans at each level, with revisions as required</li> <li>▪ Pre-disaster season guidance</li> <li>▪ Refresher trainings</li> <li>▪ Accountability mechanisms</li> <li>▪ Level-specific support and co-ordination networks. At the local level, an example would be EPR/DRR teacher groups in each zone. At the district and national levels, this could be a cross-sectoral co-ordination group.</li> </ul>

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## LESSON LEARNED 7: EPR/DRR CAPACITY DEVELOPMENT TRAINING CAN CONTRIBUTE SIGNIFICANTLY TO IMPROVED EMERGENCY RESPONSE

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The evaluation team found concrete examples that EPR/DRR capacity development training could contribute significantly to improved emergency response. This lesson was highlighted particularly in Madagascar during the cyclone which occurred during the team's country visit, where teachers who had received training exhibited a higher level of EPR/DRR knowledge and appropriate response. Pupils were also more knowledgeable and understood and implemented preparation and response activities, a trend that was not present in districts where teachers had not yet received the training. The research team was able to gather the strongest evidence of improved emergency response in Madagascar as due to the advent of Cyclone Giovanna and the opportunity to witness at first-hand the impact of the training on disaster response. This was harder to evaluate in other countries as there was no need for participants of the training to demonstrate their knowledge and skills.

However the evaluation team was also able to assess in the other countries, such as Malawi, a measurable difference in the knowledge and capacity of education sector actors who had participated in the training and their counterparts who had not. Responses from the Online Survey also indicate an improved emergency response with trained Ministry of Education employees in the Warrap and Western Bahr el Ghazl states in South Sudan, where it was reported that MoE staff responded in a timely manner to the displacement emergency. Respondents to the Online Survey also indicated an improved MoE response to flooding in Namibia, which allowed schools to remain open. Further examples have been highlighted in Finding 7. Thus, the capacity training was successful in disseminating EPR/DRR knowledge and practices to participants. It is therefore recommended that the training be disseminated to a wide range of actors and further supported with adequate human, material, and financial resources.

<b>Recommendation 7: UNICEF and partners should continue to roll out the EPR/DRR capacity development training, targeting sub-national and local actors.</b>	
R7.1	In collaboration with programming partners and national governments, undertake a second round of the capacity development training, ensuring that key actors particularly at the district and local level benefit.
R7.2	Support the training initiatives with sufficient technical support and resources as the context requires.

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### **LESSON LEARNED 8: GUIDANCE AND TECHNICAL SUPPORT ARE NEEDED TO ENSURE THAT EPR/DRR IS INCORPORATED AND IMPLEMENTED INTO RELEVANT EDUCATION SECTOR POLICY**

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Whilst some promising progress had been made on integrating EPR/DRR into relevant Education Sector policy and planning, there remains much work to be done to ensure that this is achieved in several of the country case studies and in the countries examined in the Online Survey. Similarly, research showed that in cases where policy was in place, it was often not being consistently implemented. To ensure that this occurs, UNICEF must advocate for policies to be established and offer support to ensure that they are consequently implemented.

Lessons can be drawn from the experience of UNICEF WCARO in this sector, which illustrates the importance of building the capacity for C/DRR at the strategic and policy level as this best sustains the country's capacity for education in emergencies. Combining this lesson with that of UNICEF ESARO's, which highlights the importance of also building capacity at the local level, future policy in both regions should reflect the lessons each has learnt when it comes to capacity building in conflict and disaster risk reduction and emergency response preparedness.

<b>Recommendation 8: UNICEF should support and advocate for EiE to be integrated into all relevant national policy and planning.</b>	
R8.1	Advocate and offer technical support and guidance for the incorporation of EiE into key Education Sector policy and planning.
R8.2	Offer guidance and support to ensure that policies are consistently implemented.
R8.3	Draw from the guidance provided by UNICEF WCARO to mainstream C/DRR in education sector planning.

## LESSON LEARNED 9: BROAD AND MULTI-SECTORAL COLLABORATION OFFERS THE BEST CHANCE OF SUCCESSFUL EPR/DRR CAPACITY DEVELOPMENT

Throughout the five country case studies, the evaluation team observed that a collaborative, clustered approach to EPR/DRR capacity building affords the best chance of sustainably improving knowledge and practice, particularly at the grassroots level. These mechanisms should include co-ordinating bodies, support, and information-sharing networks; however, the concept of co-ordination should not be limited only to these types of co-ordination methods. In several of the country case studies, it was seen that there was very little planning or co-ordination relative to the pre-staging of emergency supplies and reconstruction materials by the responsible national institutions. In some cases, the district emergency response officer had no access to the necessary resources due to centralisation, leading to unnecessarily long-response times by the government. Greater co-ordination across sectors and between the local, sub-national, and national levels is necessary if EPR/DRR capacity is to be strengthened and sustained.

<b>Recommendation 9: Establish and strengthen cross-level and multi-sectoral collaboration mechanisms.</b>	
R9.1	Identify existing complimentary EPR/DRR initiatives, particularly within the UN system, and strengthen the links between them to promote harmonisation and decrease duplication of efforts.
R9.2	Conduct joint capacity and risk mapping exercises to identify education sector risks, resources, capacity gaps, and areas in particular need for co-ordination.
R9.3	Establish formalised joint action plans clearly outlining the responsibilities of all partners.
R9.4	Establish, strengthen, and formalise co-ordination mechanisms for EiE partners at the local, sub-national, and national levels, ensuring that regularly scheduled meetings are included in the mechanism design.
R9.5	Establish and regularly test formal communication procedures for early warning and response.
R9.6	Conduct cross-sectoral simulations at each level to familiarise partners with response mechanisms and procedures.
R9.7	Advocate with the national government for the decentralisation and stockpiling of emergency supplies and reconstruction materials at the sub-national/district level.
R9.8	Ensure that UNICEF and its partners stockpile emergency supplies at the sub-national level to facilitate rapid response activities.

## LESSON LEARNED 10: STRONG NATIONAL INSTITUTIONS ARE ESSENTIAL TO THE LONG-TERM SUCCESS AND SUSTAINABILITY OF EPR/DRR INITIATIVES

Evidence from each of the five country case studies points to the fact that EPR/DRR initiatives at both the national policy level and the sub-national and local implementation levels are ultimately dependent on the development of strong national institutions to support them. Without the resources and support of the relevant ministries and agencies, in particular Education and Disaster Management, the impact of EPR/DRR initiatives will remain limited and short-term. Throughout the region, staff from these ministries face obstacles to their ability to provide the necessary long-term support to sub-national and local actors when implementing EPR/DRR strategies, particularly with regards to financial and human resources. In many countries, the wider operating context can add another layer of complexity to the challenges faced by the ministries. Consequently, in the short-

term, UNICEF, along with its partners, must be prepared to play a leading role in EPR/DRR capacity development where national institutions are weak or unable to provide the required direct support. This role includes the provision of commensurate technical support and financial resources with the view to strengthen the national institutions and foster greater national ownership of the strategies and policies. Toward that end, it is recommended that the following actions are taken:

<b>Recommendation 10: Provide the necessary technical support and financial resources to strengthen national institutions in order to strengthen the long-term sustainability of EPR/DRR strategies.</b>	
R10.1	Conduct a capacity assessment of national partners, including Ministries of Education and Disaster Management (or equivalent) to identify capacity gaps and institutional weaknesses.
R10.2	Based upon the findings of the capacity assessment, devise an action plan to continue to develop the EPR/DRR capacity of national partners, including the continued provision of technical support and financial resources as the identified gaps require.

### **LESSON LEARNED 11: ROBUST AND FUNCTIONING INFORMATION-GATHERING AND DISSEMINATION SYSTEMS ARE PRECURSORS FOR SUCCESSFUL EPR/DRR PROGRAMMING**

It is not possible to build successful EPR/DRR programmes without sufficient information available to inform preparedness and response, yet in each of the five country case studies, the evaluation team found that the information-gathering and early warning systems were either weak or non-existent. For natural disasters and weather-related emergencies, relevant mechanisms are meteorological information gathering and early warning systems. Other important information gathering systems and assessment mechanisms are vulnerability and risk mapping, EMIS (at both the national and district levels), and damage impact assessments. Without these systems, the gains made to individual and institutional EPR/DRR knowledge and practices are severely limited; thus, providing technical and financial support to the establishment of robust and functioning information-gathering and dissemination mechanisms is fundamental to the long-term success and sustainability of future EPR/DRR strategy.

<b>Recommendation 11: Support the development of nation-wide information-gathering and dissemination systems, particularly vulnerability and risk-mapping, Early Warning Systems, EMIS, and Damage Impact Assessment.</b>	
R11.1	Identify and form partnerships with relevant institutions and organisations working in information-gathering and meteorological/geological sectors.
R11.2	Conduct a capacity and needs assessment of the relevant national information-gathering and dissemination systems.
R11.3	Based upon the findings of the assessment, and in collaboration with relevant partners, devise an action plan to establish and strengthen the national information-gathering and dissemination systems, including the provision of technical support and financial resources as the identified gaps require.
R11.4	Explore the opportunities and appropriateness of private-sector partnerships to support efforts to establish and strengthen the information gathering and dissemination systems.

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## LESSON LEARNED 12: CONTEXTUALISATION IS NECESSARY FOR SUCCESSFUL EPR/DRR INTERVENTIONS

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Successful EPR/DRR interventions—both training and institutionalisation efforts—require the engagement of relevant actors at all levels. This can only be achieved through programming which takes into account contextual factors such as relevant disaster needs, existing capacity, programming constraints, and available human and material resources. With regards to capacity building training initiatives, the evaluation findings showed that training activities must take into consideration the specific context and current level of awareness of the participants to ensure local ownership and long-term sustainability. Likewise, institutionalisation efforts must be contextualised to the current level of inter-sectoral co-ordination and the degree to which national policies and planning have incorporated ERP/DRR messages. Future institutionalisation strategies should broaden their scope to involve more actors from sub-national and local level organisations, strengthening the vertical co-ordination links and increasing the potential for long-term sustainability. The following recommendations aim to contextualise and target future training and institutionalisation strategies.

<b>Recommendation 12: Ensure that future EPR/DRR training and institutionalisation strategies are tailored to be both country and level-specific.</b>	
R12.1	Conduct national and sub-national baseline studies to inform contextualisation of future programming. The studies should involve a participatory assessment and planning process with national and sub-national actors to identify existing capacities and gaps.
R12.2	In collaboration with Country Office staff and implementing partners, contextualise future EPR/DRR capacity building activities using the information garnered in the baseline studies in order to promote greater engagement and ownership, particularly at the sub-national and local levels.

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## LESSON LEARNED 13: A MULTI-SECTORAL AND COMPREHENSIVE EPR/DRR STRATEGY IS NEEDED TO ENSURE MAXIMUM IMPACT, SUSTAINABILITY, AND VALUE FOR MONEY

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The framework and foundation for the cultural of resilience must be a comprehensive, multi-sectoral EPR/DRR strategy. The results of the field research suggested that a national strategy was needed to avoid overlaps and gaps, and thus ensure maximum positive impact and value for money. Even though a national strategy is crucial to the sustainability and institutionalisation of EPR/DRR practices, the evaluation team found that in many cases, it was not yet in place or not systematically implemented. It is crucial to the impact of EPR/DRR programming that efforts be undertaken to support the development of these policies where they do not already exist and, in countries where they are already in place, actions taken to strengthen their execution. If financial resources to support these activities are limited, UNICEF's programming activities should focus on high-risk/low-capacity countries. In order to foster comprehensive national strategies throughout the countries in the region, the following actions are recommended:

<b>Recommendation 13: UNICEF should support the development and implementation of national EPR/DRR strategies and plans.</b>	
R13.1	Where they do not exist, support the development of comprehensive, multi-sectoral national policies on Education in Emergencies. These policies should include the following elements: <ul style="list-style-type: none"> <li>▪ Capacity building initiatives</li> <li>▪ Physical infrastructure projects such as child friendly schools and transport infrastructure</li> <li>▪ Advocacy efforts aimed to integrate EPR/DRR policies and practices into wider Education Sector and national Education Sector planning utilising existing entry points and programmes ESSP, Transition to Education for All, EDPRS, and MDGs.</li> </ul>
R13.2	As required, provide technical support, guidance, and financial resources to ensure the successful implementation of EIE policies.
R13.3	Where financial resources are limited, UNICEF should focus its programming activities in support of high-risk/low-capacity countries.
R13.4	Where comprehensive, multi-sectoral national Education in Emergencies policies are already in place, assess the degree of implementation at the national, sub-national, and local levels and support activities that would strengthen areas where implementation has been challenging.
R13.5	Support the development and implementation of contingency plans at the national, sub-national, and school levels.
R13.6	Place future EPR/DRR activities within the broader national EPR/DRR strategy (e.g. National Development Plan, UNDAF or UNICEF Country Programme) during the initial planning phase. Identify links in the results chain to clarify specifically how planned activities and outputs are intended to contribute to such broader strategies.

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#### **LESSON LEARNED 14: TRAINING SHOULD BE VIEWED AS ONLY ONE NECESSARY ELEMENT IN IMPROVING EPR/DRR CAPACITY AND CREATING A CULTURE OF RESILIENCE**

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While the evaluation found that the capacity building training did increase the capacity of individuals who directly participated in the training, the impact of the training is limited largely to the participants. In order to firmly establish the EPR/DRR policies and practices beyond training initiatives, training must be viewed as only element of capacity. Instead, it should be considered as part of the effort to a foster a wider culture of resilience. This culture of resilience relies on actors at each level possessing the knowledge and skills and incorporating those skills into practice within the framework of a clear and comprehensive national strategy that reaches from the national policy level to the local school. Their ability to translate knowledge and skills into practice is impacted by many factors, including the resources at their disposal, a clear understanding of their role in the national strategy, their operating and organisational environment, and the strength of their professional support network.

The long-term sustainability of individuals' knowledge and skills, as well as the institutionalisation of EPR/DRR practices, depends upon a strong culture of resilience in which actors and the beneficiaries they serve possess an understanding of the risks their communities face and the knowledge and capacity to adequately prepare for and respond to emergencies at their respective levels.

The wider culture of resilience also would be strengthened if actors throughout the various regions in Africa developed a communication and collaboration strategy which facilitated the sharing of

knowledge and lessons learned. The goal of this strategy would be to inform other stakeholders of the ways in which activities and elements contributed to the successful integration of EPR/DRR knowledge in the education sector in their country. Increased sharing of information about education in emergencies would help to raise the level of awareness surrounding the sector and potentially address the problems of low prioritization by donors and governments. This evaluation can play a role in sharing information and raising awareness. For example, UNICEF could consider organising follow-up meetings with stakeholders throughout the region, particularly in the countries involved in the evaluation, to disseminate and discuss the findings as well as future activities.

All of this would serve to foster this culture of resilience, which would be further strengthened by the following actions:

Recommendation 14: Promote a culture of resilience through multi-faceted EPR/DRR initiatives and advocacy efforts.	
R14.1	Ensure that future EPR/DRR programming strategies view training as only one mechanism to promote capacity development.
R14.2	Accompany EPR/DRR initiatives with a wider-reaching advocacy programme to raise awareness and foster engagement on EPR/DRR amongst the general public, national governments, and international donors, with a view to building the culture of resilience necessary to promote EPR/DRR in the long run.
R14.3	Use the dissemination of the findings of this report as the opportunity to raise awareness amongst the general public, relevant government actors, and donor governments at the regional, national, sub-national, and local levels. Activities could include a regional conference with key stakeholders and donors, followed by country and sub-national level workshops. Local-level activities that seek to involve local stakeholders, including teachers, pupils, and community members should also be considered.
R14.4	With key stakeholders, identify existing relevant programme initiatives in which EPR/DRR could be readily be incorporated and on which UNICEF and its partners can collaborate.
R14.5	Develop a strategy of collaboration and knowledge sharing between countries and regions throughout Africa. This strategy should focus on the lessons learned regarding the activities and elements that have led to successful implementation of EPR/DRR principles and practices within the education sector, with a goal to raise awareness amongst donors and governments about the need to prioritise EIE programming.

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## LESSON LEARNED 15: RIGOROUS FOLLOW-UP AND MONITORING & EVALUATION MECHANISMS ARE VITAL TO EPR/DRR CAPACITY DEVELOPMENT

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Finding 15 explored the fact that Monitoring & Evaluation systems related to the capacity development and institutionalisation strategy were weak, and in some cases, non-existent at the country level. The cornerstone of the assessment of the impact and success of a programme is ensuring that the correct information is available. This includes gathering baseline information about programme participants, follow-up monitoring to determine whether the knowledge obtained during the training is being translated into action and evaluation activities in order to assess the outcomes of the training to inform future strategies and programming. The information received during the five country case studies highlights the need for these types of rigorous mechanisms for follow-up, monitoring and evaluation; however, it is recognised that these mechanisms must be

contextualised, taking into consideration the specific challenges within each country and the human and material resources available to programme staff. To enhance the capacity at the national and sub-national levels and ensure sustainability of EPR/DRR initiatives in the long term, it is recommended that:

<b>Recommendation 15: Ensure that follow-up monitoring &amp; evaluation mechanisms are included and implemented in future capacity building initiatives.</b>	
R15.1	Design and incorporate rigorous, yet realistic, follow-up monitoring & evaluation mechanisms into initial programming design to ensure that on-going assessment and analysis can inform planning and strategy from the outset.
R15.2	Conduct regular short assessments of best practices and lessons learned in order to inform on-going programme activities.

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### **LESSON LEARNED 16: PRIORITISING THE NEEDS OF VULNERABLE GROUPS IN PROGRAMMING HAS A POSITIVE IMPACT**

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Finding 16 showed that there is a high level of awareness of the different challenges that girls and women face during emergencies. Indeed, the training materials specifically highlighted the need to address these challenges directly and the training materials used by UNICEF and SC national trainers was explicit about ensuring equal gender representation in the training itself and in exploring mitigating measures to put in place during emergency response to assist female pupils. In light of the findings relating to the challenges faced by female responders more attention could be paid in the trainings to what could be done to address these challenges too, although there is already an awareness in the training material of the importance of female representation and leadership. Generally, there is a high level of focus on gender issues, driven in part by the MDGs and other development programming priorities. This information has made its way from the national policy level to the local level. The amount of attention paid to gender issues in the EPR/DRR strategy and the great awareness surrounding gender-specific challenges in emergencies is highly commendable.

In addition to paying close attention to differences due to gender, future training should provide participants with tools to address the vulnerability of children whose life opportunities are unequally affected due to their differences. It is not the disasters which discriminate but the discrimination already faced by marginalized groups can multiply the impact of the crisis and this can be addressed in order to lessen the different challenges faced by children. Although only gender was addressed in the online survey, other excluded groups such as children with disabilities are addressed in the training and evidence from elsewhere strongly suggests that emergencies impact on them negatively and thus are likely to do so in ESAR.<sup>245</sup>

A specific example from an ESAR country, Lesotho, indicates that this is the case. Teachers observed that severe weather affected children with disabilities more severely than the other children in their class. Some of the differences they observed were that children with disabilities were more fearful than the other children in the class, that some lost their possessions while running home scared, that some had a harder time getting to school due to their mobility issues, and that some missed school altogether and did not return after the emergency ended, all of which impacted negatively on

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<sup>245</sup> Peek, L. and Stough, L. (2010) *Children With Disabilities in the Context of Disaster: A Social Vulnerability Perspective*. Child Development, July/August 2010, Vol.18, N.4; and (2003) *Education in Emergencies: Save the Children Policy Paper*. Save the Children.

their education.<sup>246</sup> These types of differences should be considered and incorporated into future programming, which should specifically address these types of vulnerable groups.

All children have a right to education, even in emergencies, and thus future evaluations should look into what impact the capacity building training has had on the inclusion of excluded groups and what progress needs to be made. This is especially important as emergencies have the potential for positive change and could be used as an opportunity to promote greater inclusion.<sup>247</sup>

<b>Recommendation 16: Ensure that future programming continues to specifically address the needs of vulnerable groups, including women, girls, disabled children, and displaced.</b>	
R16.1	If current EPR/DRR national plans do not specifically address the needs of vulnerable groups, advocate with national authorities to include relevant measures to ensure assistance during emergencies.
R16.2	Gather information about vulnerable and excluded groups of children in the baselines and use the information to help ensure their inclusion in education.
R16.3	Following on from the successful inclusion of gender issues, ensure that relevant information about vulnerable groups, particularly disabled children, is incorporated into future interventions and trainings. This could include ensuring that school evaluation plans include measures to help disabled children and that a buddy system is in place in schools for particularly vulnerable children.
R16.4	Distribute copies of the INEE Pocket Guide to Supporting Learners with Disabilities and the INEE Pocket Guide to Inclusive Education to provide teachers with a practical resource.
R16.5	Identify national, sub-national, and local organizations and actors who are actively working with vulnerable groups and explore ways to collaborate with them on future programming and strategies to ensure that the needs of their beneficiaries are appropriately addressed. Work with these groups to raise awareness and on advocacy campaigns that tackle the discrimination which leads to greater vulnerability for these groups.
R16.6	Use the opportunity provided by the changes caused by emergencies to include previously excluded children.
R16.7	Include practical advice on how to overcome the challenges faced by teachers and responders from these excluded groups in the trainings as well.

## 5.2. CONCLUSION

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The present report has examined the ESARO capacity development in EPR/DRR initiative, with a view to assessing the effectiveness of the training programme in improving participants' knowledge and practices related to EPR/DRR; examining the impact of the programme upon the institutionalisation of EPR/DRR practices within target countries; and providing recommendations to guide future strategy. The study involved several research phases, including an extensive desk review of relevant documentation; field visits to five sample countries, namely Burundi, Comoros, Madagascar, Malawi

<sup>246</sup> Internal UNICEF Lesotho document (2011) *Draft Education Sector Chapter for the Lesotho Post-Disaster Needs Assessment*. UNICEF/World Bank/ Ministry of Education Lesotho.

<sup>247</sup> Interview with Valerie Scherrer by Atlas Alliansen. Available at <http://www.youtube.com/user/AtlasAlliansen#/c/0/sxp47kfuKKE>. Accessed 1 August 2011.

and Rwanda; and an Online Survey in which participants from all 21 ESAR countries were invited to share their thoughts on the EPR/DRR capacity development programme.

The study found that in many cases, significant progress had been made towards improving individual training participants' knowledge and practices, and that promising steps had been taken in many target countries towards institutionalising EPR/DRR within education sector policy and planning. In numerous cases, co-ordination between key EiE partners had been significantly strengthened as a result of the training. Further, policy and planning within organisations targeted had been subsequently improved to incorporate key elements of the EPR/DRR capacity development training. At this early stage, training had largely benefitted national and regional-level actors; however there were some examples of positive impact at the very lowest levels: communities and schools.

Despite the above successes, the evaluation found that there have been several challenges to the success of the initiative across various countries involved with the evaluation. The first of these challenges was the use of a cascade training model, which in many cases has led to the dilution of knowledge and practices at lower levels. This dilution has been exacerbated by a lack of baselines, follow-up, monitoring and evaluation activities, which have made it difficult for regional and national-level actors to measure the effectiveness of capacity development trainings, and resulted in a lack of strategic thinking on how best to improve and progress with the initiative. Financial, technical and operational capacity of national government ministries and mechanisms—including weak early warning and disaster impact assessment systems—have been a further challenge, with many countries unable to maintain EPR/DRR initiatives in the short to medium term without sustained and/or enhanced support from UNICEF and partners. Co-ordination of key actors working on EiE has additionally proven to be a challenge, with co-ordination mechanisms in need of strengthening across all levels, and research demonstrating that more civil society input was needed from partners at the sub-national levels, including I/NGO organisations such as the Red Cross, faith-based networks, PTA/SMC committees and local leaders. A final challenge has been promoting the inclusivity of programmes to ensure that girls, boys, women, men, and disadvantaged groups such as those with disabilities are equally able to benefit from EPR/DRR initiatives.

The fact that the current cycle of Dutch funding to the EEPCT programme is ending, poses an important challenge to future programming initiatives in this area. In order to build upon and strengthen the achievements of the EPR/DDR capacity building and institutionalisation strategy, alternative funding must be identified. A possible solution to this challenge could be to require that Education in Emergencies is mainstreamed into education sector programming plans in order to qualify for funds from the Global Partnership for Education. In this way, special funding for EiE programmes would not have to be identified and secured. Additionally, where financial resources are limited, UNICEF could focus its programming activities in support of high-risk/low-capacity countries.

In some countries, such as Madagascar, programme impact had reached the vital community level, and had led to tangible improvements in the disaster preparation and response of local Ministry of Education staff, teachers, and learners. Such cases are nascent examples of the EPR/DRR capacity development programme contributing to what this report terms 'building a culture of resilience'—a combination of ten key elements identified by the present evaluation as necessary for promoting successful EPR/DRR programmes. These elements, outlined in Section 5.3, along with the more extensive recommendations in Chapter 5 of this report, should be incorporated into future strategy planning in order to strengthen and ensure the sustainability of EPR/DRR programmes and build upon recent successes across ESAR.

The achievements of the EPR/DRR capacity development and institutionalisation initiative are particularly significant in view of the relatively limited financial, technical and material resources allocated to the programme. These commendable achievements must now be expanded upon and supported with additional resources, as outlined in this evaluation, to ensure that programming contributes to building the culture of resilience necessary to ensure that all girls and boys, including disadvantaged groups, can benefit from their right to education before, during, and after crises. Because of UNICEF's role as policy advocate and technical advisor, the organisation is well-placed to champion Education in Emergency programming with the goal of supporting national governments and other stakeholders in the region in their efforts to build a locally owned and led sustainable culture of resilience.

### 5.3. INTRODUCTION TO THE KEY ELEMENTS FOR FUTURE STRATEGY, THE LOGICAL FRAMEWORK OF THE EVALUATION, AND THE ROAD MAP FOR THE WAY FORWARD

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Based upon the analysis of the evidence gathered, the following pages synthesise the findings and recommendations contained within this evaluation in three tools which aim to assist UNICEF in delineating future strategies and programming activities in this sector. Described more thoroughly below, each outlines different aspects of key issues for consideration during the strategic planning process.

#### **Key Elements for Future Strategy**

The ten key elements for future strategy depicted in Section 5.4 highlight the fundamental aspects which need to be considered when building a culture of resilience with the goal to reduce vulnerability in the education sector and in the everyday lives of educators, students, and their communities. Drawing from aspects of social cognitive change theory, the findings of this evaluation point to the fact that the culture of resilience has the greatest opportunity for success when stakeholders employ a holistic approach that considers the elements surrounding and supporting the lessons of the training and institutionalisation strategy, as well as the strategy itself. To build upon the strategy's strengths and address current gaps in programming with the view to assist governments and other national stakeholders in building a culture of resilience that is prepared to respond to emergencies of all types, these key elements should be considered during the design process for future programming:

1. Additional EPR/DRR capacity development training.
2. Increased technical support and capacity development for EiE partners.
3. Enhanced coordination.
4. Inclusion of EPR/DRR in the national curriculum and teacher training.
5. Strengthened information gathering and sharing.
6. Focus on transforming knowledge into policy and action.
7. Development of comprehensive national EPR/DRR strategies.
8. Advocacy and awareness.
9. Rigorous follow-up and M&E mechanisms.
10. Lesson learning.

#### **The Logical Framework of the Evaluation**

The key elements outlined above and in Section 5.4 have emerged from an analysis of the findings, capacity gaps, lessons learned, and recommendations which are succinctly presented in the logical framework in Section 5.5. This logical framework clearly depicts in a table the rationale underpinning this report. Each segment of the logical framework is organized around the three areas of

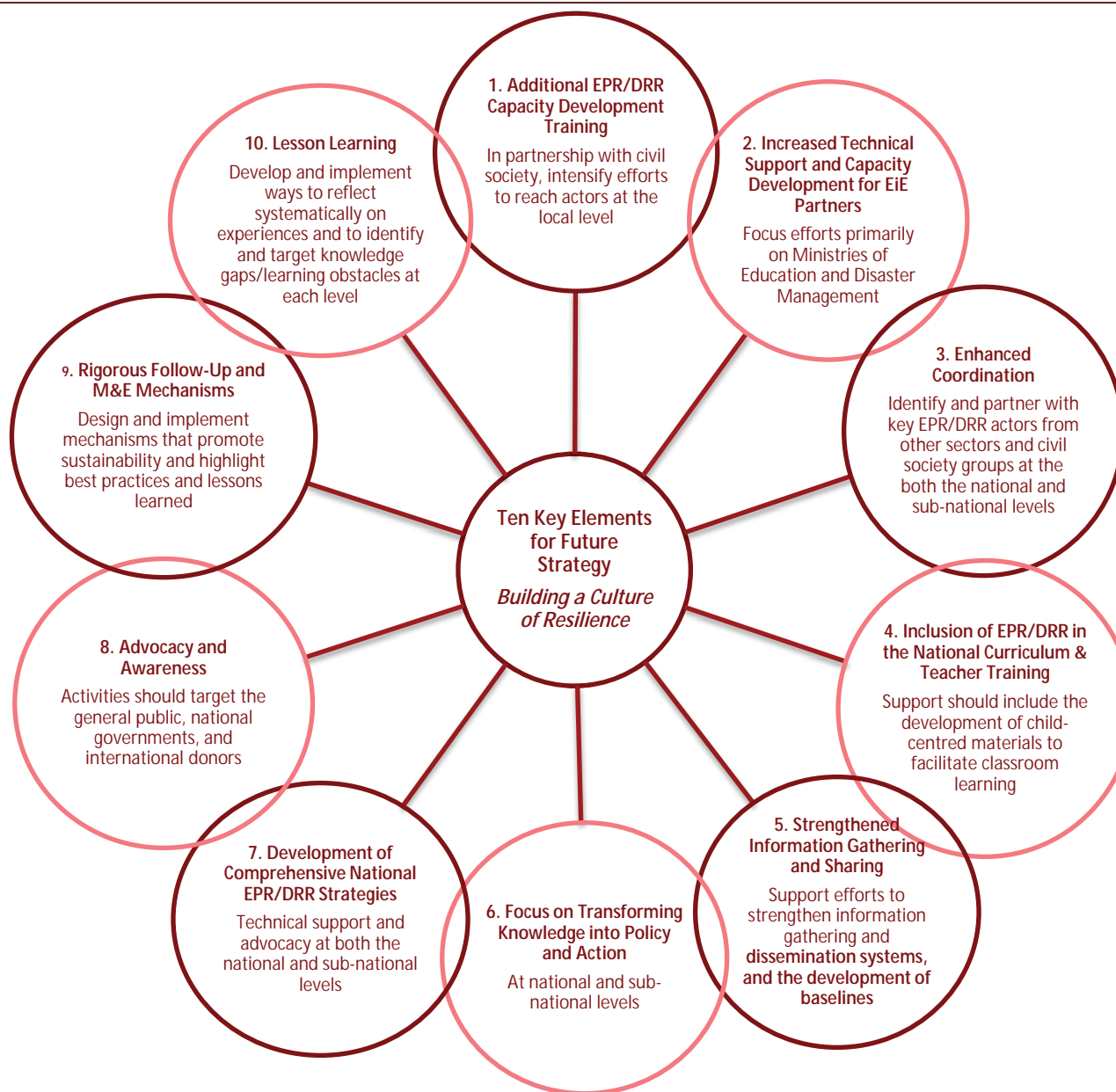
evaluation required in the Terms of Reference: (i) knowledge, (ii) practice, and (iii) institutionalization. Additionally, a fourth category has been included to address key cross-cutting issues correlating to each of the three areas. Each finding has a corresponding capacity gap, lessons learned, and recommendations to clearly identify the current status, where capacity gaps exist, what should be learnt from the outcome of previous programme activities, and recommended actions for future strategies. These categories and the structure of the logical framework are based on the original objectives of the evaluation to:

- To assess the EPR/DRR knowledge of individuals who attended the EPR/DRR trainings provided by UNICEF/partners since 2009.
- To assess the EPR/DRR practices of individuals who attended the EPR/DRR trainings provided by UNICEF/partners since 2009.
- To assess whether and how the capacity development strategy has contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and at sub-national level (as applicable) since its launch in 2009.
- To identify and recommend measures to address capacity in practice gaps and institutionalisation failures to inform future EPR/DRR capacity in ESAR and develop a clear road map and logical framework for the way forward.

### **Road Map for the Way Forward**

The recommendations presented in the logical framework and in greater detail in section 5 of the report, and the key elements for future strategy, lend themselves to the road map for the way forward. This outlines the short, mid- and long term actions which should be taken at the regional level, national, sub-national, and local levels, offering a succinct and prioritized overview of the recommendations emerging from the evaluation.

## 5.4. KEY ELEMENTS FOR FUTURE STRATEGY



## 5.5. LOGICAL FRAMEWORK

	Findings	Capacity Gaps	Lessons Learned	Recommendations
<b>Knowledge</b>	<p><i>Trained participants demonstrated increased knowledge of EPR/DRR principles which progressively diminished at successive levels of roll-out.</i></p>	<p><i>Key stakeholders at the local level do not have the same level of EPR/DRR knowledge as those at the national level.</i></p> <p><i>A high level of staff turnover exists in key ministries and organisations.</i></p> <p><i>This has proven to be a barrier to sustainability of EPR/DRR capacity development.</i></p>	<p><i>When employed in isolation, a cascade training model offers limited potential to improve EPR/DRR practices at the grassroots level.</i></p> <p><i>A strategic programming shift away from short-term workshops and the cascade training model towards school-based and cluster training would strengthen the impact and sustainability of EPR/DRR education sector initiatives, so as to equip teacher educators, school directors, education advisors and inspectors with the knowledge and skills to disseminate EPR/DRR at the school and cluster level.</i></p>	<p><i>Future programming should mitigate challenges inherent in the capacity development training model.</i></p> <ul style="list-style-type: none"> <li><i>The EPR/DRR capacity development programme should be revised to: establish baselines; target local-level actors in high risk areas; suit adult learning processes; promote key skills relevant to participants' level; include follow-up; promote regional and cluster co-ordination groups; and establish M&amp;E mechanisms.</i></li> <li><i>Advocate for an incentive programme for 1 teacher per school to become officially EPR/DRR certified.</i></li> <li><i>Sponsor a review of best practices in EPR/DRR knowledge transfer at national and sub-national levels.</i></li> <li><i>Support an audit of the national curriculum to identify EPR/DRR teaching. Based on this, incorporate an up-to-date EPR/DRR learning programme.</i></li> <li><i>Support and advocate for EPR/DRR awareness-raising days in schools.</i></li> <li><i>Identify entry points in national education programmes such as 'Education for All' strategies to ensure EPR/DRR follow-up and refresher trainings are incorporated into the long-term education sector planning.</i></li> </ul>

<p><b>Knowledge</b></p>	<p><i>The provision of basic EPR/DRR manuals and visual learning aids significantly improved knowledge transfer and retention.</i></p>	<p><i>There is a lack of school-level EPR/DRR teaching and learning aids.</i></p>	<p><i>A range of appropriate teaching and learning materials must be provided, and teachers must be trained on their use in the classroom in order for teachers and learners to benefit from EPR/DRR capacity building initiatives.</i></p>	<p><i>UNICEF and partners should include the development and wide distribution of teaching and learning materials in future capacity development strategy.</i></p> <ul style="list-style-type: none"> <li>• <i>Develop context-specific EPR/DRR teaching and learning aids. Materials could include EPR/DRR manuals for teachers and pupils, posters, and audio-visual aids where appropriate.</i></li> <li>• <i>Disseminate sufficient quantities of learning materials to schools nationwide, prioritising areas at highest risk.</i></li> <li>• <i>Incorporate teacher training on the use of student learning guides and other materials as classroom learning tools into future capacity building training strategies.</i></li> </ul>
<p><b>Knowledge</b></p>	<p><i>EPR/DRR initiatives do not sufficiently include civil society partners at the sub-national and local levels.</i></p>	<p><i>EPR/DRR initiatives often do not widely involve community-based civil society actors.</i></p>	<p><i>Strategic collaboration with community-based organisations and networks, such as the Red Cross/Red Crescent movement, offers increased potential to increase positive impact, build capacity, empower actors, and bring about sustainable change, particularly at the local level.</i></p>	<p><i>UNICEF and partners should strengthen existing partnerships and identify organisations for new collaboration, especially at the sub-national and local levels.</i></p> <ul style="list-style-type: none"> <li>• <i>Identify and assess the capacity of organisations suitable for partnership on EiE programmes, particularly at sub-national levels. Potential partners include the Red Cross/Red Crescent societies, INGOs, local/national NGOs, faith-based networks, school PTAs/SMCs, and traditional community leaders.</i></li> <li>• <i>Explore possibilities for co-ordination with such partners to determine how they can contribute to capacity development, empowerment, and sustainable change.</i></li> </ul>

<p><b>Knowledge</b></p>	<p><i>It is difficult to isolate the impact of this training programme on participants' knowledge, particularly at policy level, since many participants had other capacity development trainings.</i></p>	<p><i>There is a widespread lack of critical baseline data.</i></p>	<p><i>Baseline data on participants should be gathered at the beginning of the training initiative in future capacity development strategies.</i></p>	<p><i>UNICEF and partners should collect baseline information on existing capacities and gaps at national and sub-national levels during the initial phase of future capacity development initiatives.</i></p>
<p><b>Knowledge</b></p>	<p><i>Insufficient attention has been paid to emergencies linked to conflict, displacement, political unrest, and health epidemics.</i></p>	<p><i>EPR/DRR capacity development initiatives have not included information on key emergencies.</i></p>	<p><i>Future EPR/DRR programming must include all categories of relevant emergency, including those related to conflict, displacement, political unrest, and health epidemics.</i></p>	<p><i>UNICEF and partners should include information on all relevant crises in future EPR/DRR training.</i></p> <ul style="list-style-type: none"> <li>• <i>Revise and expand trainings to include learning on all relevant crises, including those related to conflict, displacement, political unrest, and health epidemics.</i></li> <li>• <i>Identify existing and future programmes within UNICEF and its partners that could serve as entry points for a broader discussion about EPR</i></li> <li>• <i>Link with UNICEF WCARO work on mainstreaming conflict and DRR in education sector planning.</i></li> </ul>
<p><b>Practices</b></p>	<p><i>Training participants showed significant improvement in their EPR/DRR practices, but there is inconsistency across countries and levels.</i></p>	<p><i>Sufficient follow-up activities have not occurred after the training.</i></p>	<p><i>Guidance and technical support is needed to ensure that knowledge gained is transformed into practice.</i></p>	<p><i>UNICEF and partners should incorporate follow-up activities and support structures for participants in future capacity building training strategies.</i></p> <ul style="list-style-type: none"> <li>• <i>Strategy should be informed by an analysis of behaviour change models for the national and sub-national level.</i></li> <li>• <i>Appropriate follow-up activities and resources should be incorporated into strategy. These could include:</i> <ul style="list-style-type: none"> <li>• <i>Technical guidance and support</i></li> <li>• <i>Regular preparedness reviews</i></li> <li>• <i>Regular contingency plan review</i></li> <li>• <i>Pre-disaster season guidance</i></li> <li>• <i>Refresher trainings</i></li> <li>• <i>Accountability mechanisms</i></li> <li>• <i>Level-specific co-ordination and support platforms/networks.</i></li> </ul> </li> </ul>

<b>Practices</b>	<i>The UNICEF/SC training initiative contributed to improved emergency response practices.</i>	<i>Local level responses to emergencies are impaired by lack of EPR/DRR knowledge.</i>	<i>EPR/DRR capacity development training can contribute significantly to improved emergency response.</i>	<p><i>UNICEF and partners should continue to roll out the EPR/DRR capacity development training, targeting sub-national and local actors.</i></p> <ul style="list-style-type: none"> <li>• <i>Ensure that key actors benefit, particularly at the grassroots level.</i></li> <li>• <i>Support the training initiatives with sufficient technical support and resources as the context requires.</i></li> </ul>
<b>Institutionalisation</b>	<i>Efforts to include EPR/DRR into education sector policy and planning have been made.</i>	<i>There is a disconnect in translating policy into practice.</i>	<i>Guidance and technical support is needed to ensure that policies are turned into action and knowledge is transformed into practice.</i>	<p><i>UNICEF should support and advocate for EIE to be integrated into all relevant national policy and planning</i></p> <ul style="list-style-type: none"> <li>• <i>Advocate, offer technical support and guidance for the incorporation of EIE into key national policy and planning.</i></li> <li>• <i>Offer guidance and support to ensure consistent implementation.</i></li> <li>• <i>Draw on the guidance provided by UNICEF WCARO for mainstreaming C/DRR in education sector planning.</i></li> </ul>
<b>Institutionalisation</b>	<i>A crucial achievement of the training programme has been closer co-ordination of relevant actors on EIE; significantly, greater progress has been achieved in countries where this has occurred.</i>	<i>Sector co-ordination mechanisms remain weak.</i>	<i>Broad and multi-sectoral collaboration offers the best chance of successful EPR/DRR capacity development</i>	<p><i>UNICEF and partners should establish and strengthen cross-level and multi-sectoral collaboration mechanisms.</i></p> <ul style="list-style-type: none"> <li>• <i>Identify and strengthen links with existing complimentary EPR/DRR initiatives.</i></li> <li>• <i>Conduct joint capacity and risk mapping exercises to identify education sector risks, resources, capacity gaps.</i></li> <li>• <i>Establish formalised joint action plans defining partners' responsibilities.</i></li> <li>• <i>Establish, strengthen, and formalise co-ordination for EIE at all levels.</i></li> <li>• <i>Establish and regularly test formal communication for early warning and response.</i></li> <li>• <i>Conduct cross-sectoral simulations</i></li> <li>• <i>Ensure emergencies supplies are stockpiled in decentralised locations</i></li> </ul>

<b>Institutionalisation</b>	<p><i>Both the Ministries of Education and Disaster Management (or equivalent) suffered from weak financial, technical, and operational capacity.</i></p>	<p><i>Relevant national ministries lack resources and capacity.</i></p>	<p><i>Strong national institutions are essential to the long-term success and sustainability of EPR/DRR initiatives. In their absence, UNICEF needs to be prepared to play a leading role in providing dedicated support to sectoral ERP/DRR co-ordination.</i></p>	<p><i>UNICEF should work with partners to provide the necessary technical support and financial resources to strengthen national institutions and promote long-term sustainability of EPR/DRR strategies.</i></p> <ul style="list-style-type: none"> <li>• <i>Conduct a capacity assessment of national partners, including Ministries of Education and Disaster Management (or equivalent) to identify capacity gaps/weaknesses.</i></li> <li>• <i>Based upon this, devise an action plan to continue EPR/DRR capacity development of national partners, including continued provision of technical support and financial resources as required.</i></li> </ul>
<b>Institutionalisation</b>	<p><i>Information gathering and dissemination systems remain extremely weak or non-existent (These systems and mechanisms include vulnerability and risk mapping, Early Warning Systems, Damage Impact Assessments, and EMIS.)</i></p>	<p><i>Information-gathering and dissemination systems are weak.</i></p>	<p><i>Robust and functioning information-gathering and dissemination systems are precursors to successful EPR/DRR programming.</i></p>	<p><i>UNICEF should support the development of nation-wide information-gathering and dissemination systems, particularly vulnerability and risk-mapping, Early Warning Systems, EMIS, and Damage Impact Assessment.</i></p> <ul style="list-style-type: none"> <li>• <i>Identify and form partnerships with relevant institutions and organisations working in information-gathering and meteorological/geological sectors.</i></li> <li>• <i>Conduct a capacity and needs assessment of the relevant national information-gathering and dissemination systems.</i></li> <li>• <i>Based upon the above, devise an action plan to establish and strengthen the national systems,</i></li> <li>• <i>Explore the opportunities and appropriateness of private-sector partnerships to support efforts to establish/ strengthen national systems.</i></li> </ul>

<b>Institutionalisation</b>	<p><i>A “one-size-fits-all” model is unsuitable for EPR/DRR capacity development due to varying country contexts and needs at different levels.</i></p>	<p><i>EPR/DRR programming lacks sufficient country-specific contextualisation.</i></p>	<p><i>To ensure the success of EPR/DRR interventions, capacity development programmes must be tailored to reflect risk vulnerability, needs and capacity at both national and sub-national levels.</i></p>	<p><i>UNICEF and partners should ensure future EPR/DRR capacity development training is tailored to be both country and level-specific</i></p> <ul style="list-style-type: none"> <li>• <i>Conduct participatory national and sub-national baseline studies to inform contextualisation of future programming and to identify existing capacities and gaps.</i></li> <li>• <i>Contextualise future EPR/DRR capacity building activities using the baseline information to promote greater engagement and ownership, particularly at sub-national and local levels.</i></li> </ul>
<b>Institutionalisation</b>	<p><i>A comprehensive, multi-sectoral strategy on EIE is lacking at the national level.</i></p>	<p><i>A co-ordinated national-level EPR/DRR strategy does not exist.</i></p>	<p><i>A multi-sectoral and comprehensive EPR/DRR strategy is necessary to ensure maximum impact, sustainability, and value for money.</i></p>	<p><i>UNICEF should support the development and implementation of national EPR/DRR strategies and plans.</i></p> <ul style="list-style-type: none"> <li>• <i>Where they do not exist, support the development of comprehensive, multi-sectoral national policies on EIE. These policies should include:</i> <ul style="list-style-type: none"> <li>• <i>Capacity building initiatives</i></li> <li>• <i>Physical infrastructure projects</i></li> <li>• <i>Advocacy for the integration EPR/DRR policies and practices into wider Education Sector planning</i></li> </ul> </li> <li>• <i>Provide technical support, guidance, and resources to ensure the successful implementation of EIE policies.</i></li> <li>• <i>Where financial resources are limited, UNICEF should focus its programming activities in support of high-risk/low-capacity countries.</i></li> <li>• <i>Where comprehensive policies are already in place, assess the degree of implementation and support activities that would strengthen weak areas</i></li> </ul>

				<ul style="list-style-type: none"> <li>• Support the development of contingency plans</li> <li>• Place future EPR/DRR activities within broader national EPR/DRR strategy (e.g. National Development Plan)</li> </ul>
<b>Institutionalisation</b>	<p><i>There is a lack of awareness of the need for EPR/DRR initiatives amongst the general population, government representatives, and the donors.</i></p>	<p><i>There is a general lack of awareness of the importance of education in emergencies.</i></p>	<p><i>Training should be viewed as only one necessary element in improving EPR/DRR capacity and creating a culture of resilience.</i></p>	<p><i>Promote a culture of resilience through multi-faceted EPR/DRR initiatives and advocacy efforts.</i></p> <ul style="list-style-type: none"> <li>• Ensure that future EPR/DRR programming strategies view training as only one mechanism to promote capacity development.</li> <li>• Accompany EPR/DRR initiatives with a wider-reaching advocacy programme to raise awareness and foster engagement on EPR/DRR amongst the general public, national governments, and international donors to build a culture of resilience.</li> <li>• Use the dissemination of the findings of this report as the opportunity to raise awareness amongst the general public, relevant government actors, and donor governments at all levels. Activities could include: <ul style="list-style-type: none"> <li>• A regional conference with key stakeholders and donors</li> <li>• country and sub-national level workshops.</li> <li>• Local-level activities that involve local stakeholders, including teachers, pupils, and community members</li> </ul> </li> <li>• With key stakeholders, identify existing relevant programme initiatives in which EPR/DRR could be readily be incorporated and would benefit from collaboration.</li> <li>• Collaboration and sharing of knowledge should extend through the development of a communications strategy that looks</li> </ul>

				<i>at the successful elements in different countries. The information gathered should then be used to raise awareness amongst donors and governments of the importance of EIE and the role of EPR/DRR in reducing vulnerability.</i>
<b>Institutionalisation</b>	<i>Follow-up activities and Monitoring &amp; Evaluation mechanisms remain weak or non-existent.</i>	<i>Rigorous monitoring &amp; evaluation mechanisms are weak or non-existent.</i>	<i>Rigorous follow-up and monitoring &amp; evaluation mechanisms are vital to ensuring the sustainability and improvement of EPR/DRR capacity development initiatives.</i>	<p><i>Ensure that follow-up monitoring &amp; evaluation mechanisms are included and implemented in future capacity building initiatives.</i></p> <ul style="list-style-type: none"> <li><i>Design and incorporate rigorous yet realistic, follow-up monitoring &amp; evaluation mechanisms into initial programming design to ensure that on-going assessment and analysis can inform planning and strategy from the outset.</i></li> <li><i>Conduct regular short assessments of best practices and lessons learned in order to inform on-going programme activities.</i></li> </ul>
<b>Cross-Cutting Issues</b>	<i>There is a high level of awareness of the different challenges faced by girls and women during emergencies.</i>	<i>The needs of particularly vulnerable groups, such as disabled children, are not fully addressed in current practice.</i>	<i>Addressing the needs of vulnerable groups raises the level of awareness and knowledge.</i>	<p><i>Ensure that future programming continues to specifically address the needs of vulnerable groups, including women, girls, the disabled, and displaced.</i></p> <ul style="list-style-type: none"> <li><i>Advocate for EPR/DRR national plans to specifically address the needs of vulnerable groups.</i></li> <li><i>Gather information about vulnerable and excluded groups of children in baselines and use the information to ensure their inclusion in education.</i></li> <li><i>Ensure that relevant information about vulnerable groups, particularly disabled children, and practical measures to help them is incorporated into future interventions and trainings.</i></li> </ul>

				<ul style="list-style-type: none"> <li>• <i>Distribute the INEE Pocket Guide to Supporting Learners with Disabilities and the INEE Pocket Guide to Inclusive Education to teachers.</i></li> <li>• <i>Identify national, sub-national, and local organizations actively working with vulnerable groups and collaborate with them on future programming and strategies to ensure that the needs of their beneficiaries are appropriately addressed. Work with these groups to raise awareness and on advocacy that tackles the discrimination which leads to greater vulnerability.</i></li> <li>• <i>Use the opportunity provided by the changes caused by emergencies to include previously excluded children.</i></li> <li>• <i>Include practical advice on how to overcome the challenges faced by teachers and responders from these excluded groups in the trainings.</i></li> </ul>
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## 5.6. ROAD MAP FOR THE WAY FORWARD

### Short Term Actions

#### 1A. ESA Regional Level:

1A.1: Revise the EPR/DRR capacity building programme incorporating key elements such as all relevant crises, follow-up activities, M&E mechanisms, vulnerable groups, and activities to complement the training.

1A.2: Identify entry points in national education programmes to more easily incorporate EPR/DRR initiatives into long-term sector planning (e.g. UNDAF, UNICEF Country Programmes, National Development Plans, etc.)

1A.3: Identify existing complimentary EPR/DRR initiatives and strengthen the links between them.

1A.4: Develop and distribute context-specific EPR/DRR teaching and learning aids.

1A.5: Accompany future strategies with a concerted advocacy effort amongst the relevant regional organizations and donor communities.

#### 1B. National Level:

1B.1: Sponsor a review of best practices in EPR/DRR knowledge transfer at national and sub-national levels.

1B.2: Advocate and support national strategy of school EPR/DRR awareness days

1B.3: Collect baseline data as part of future training initiatives, including on vulnerable groups.

1B.4: Establish and strengthen coordination mechanisms.

1B.5: Accompany future strategies with a concerted advocacy effort amongst national governments, and donor communities.

### Mid-Term Actions

#### 2A. ESA Regional Level:

2A.1: Conduct analysis of behaviour change models for national and sub-national level.

2A.2: Conduct joint capacity and risk-mapping exercises to identify education sector risks and capacity gaps.

2A.3: Using teams from different countries, conduct regular short assessments of best practices and lessons learned in order to inform on-going programme activities and transfer best practices within the region and collate them in a regional database.

#### 2B. National Level:

2B.1: Advocate and work with MoEs for cost-effective and context-relevant incentive programme for teachers' EPR/DRR certification.

2B.2: Support an audit of the national curriculum to determine where EPR/DRR practices can be incorporated.

2B.3: Conduct appropriate follow-up activities and monitoring & evaluation after training.

2B.4: Establish and test communication systems for early warning and response.

2B.5: Conduct cross-sector simulation exercises.

2B.6: Conduct capacity and needs assessment of national information-gathering and dissemination systems and establish action plan with partners to strengthen them as needed.

### Long-Term Actions

#### 3A. ESA Regional Level:

3A.1: Explore possibilities for coordination with partners across sectors for long-term capacity development and sustainable change. This includes appropriate private sector partners.

3A.2: Establish formalized joint action plans with partners.

3A.3: Ensure UNICEF and partners decentralize stockpiles of emergency supplies.

3A.4: Develop a long-term action plan for EPR/DRR capacity development of national partners.

3A.5: Support the development of comprehensive, multi-sectoral national EIE policies and provide technical support, guidance and financial resources as needed to assist with their implementation.

#### 3B. National Level:

3B.1: Advocate with national government for decentralization and stockpiling of emergency supplies and reconstruction materials.

3B.2: Conduct capacity assessments of national partners.

3B.3: Support the development and implementation of contingency plans.

## Short Term Actions

### 1C. Sub-National Level:

1C.1: Establish and strengthen coordination mechanisms.

1C.2: Roll-out training targeting key sub-national actors, particularly in high-risk areas, who have not yet participated in the training programme.

1C.3: Increase sub-national coordination and develop the ability to deploy a surge of capacity from one area to another.

### 1D. Local Level:

1D.1: Roll-out training targeting key local actors, particularly in high-risk areas, who have not yet participated in the training programme.

1D.2: Disseminate learning materials to schools and engage with students directly, prioritizing high-risk areas.

1D.3: Incorporate teacher training on student learning guides and other tools.

1D.4: Establish and strengthen coordination mechanisms.

1D.5 Accompany future strategies with a concerted advocacy effort amongst schools and the general public.

## Mid-Term Actions

### 2C. Sub-National Level:

2C.1: Conduct appropriate follow-up activities and monitoring & evaluation after training.

2C.2: Establish and test communication systems for early warning and response.

2C.3: Conduct regular short assessments of best practices and lessons learned in order to inform on-going programme activities.

### 2D. Local Level:

2D.1: Advocate and work with MoEs for cost-effective and context-relevant incentive programme for EPR/DRR certification for teachers.

2D.2: Conduct appropriate follow-up activities and monitoring & evaluation after training.

2D.3: Conduct regular short assessments of best practices and lessons learned in order to inform on-going programme activities.

2D.4: Establish and test communication systems for early warning and response.

## Long-Term Actions

### 3C. Sub-National Level:

3C.1: Support the development and implementation of contingency plans.

3C.2: Conduct cross-sector simulation exercises.

### 3D. Local Level:

3D.1: Support the development and implementation of contingency plans in schools, targeting high-risk areas first.

3D.2: Conduct cross-sector simulation exercises.

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# ANNEXES

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## ANNEX A: METHODOLOGY OF THE EVALUATION

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This annex outlines the technical approach and methodology employed during the course of this evaluation. In the Inception Report, the evaluation team proposed a methodological approach that utilised six separate and inter-related research methods: (i) a document analysis and literature review; (ii) semi-structured interviews; (iii) focus group discussions; (iv) field visits; (v) a skills audit; and (vi) an online survey. These methods and their composition were selected to enable the collection of primary and secondary data that has sufficient depth and breadth. The methods were designed to be interdependent, in order to allow the evaluation team to triangulate the data to produce a verifiable body of evidence.

In the first section of this annex, the evaluation design is discussed, followed by a section describing the sampling strategy. The third section explains in detail the data collection process, while the fourth provides information on the evaluation team's approach to the data analysis. Finally, in the final section, the challenges and limitations to the proposed methodology and the steps taken to mitigate them are examined.

### 1.1. THE EVALUATION DESIGN

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During the evaluation design process, the team relied upon a participatory approach, enabling the programme stakeholders to play an active role in shaping the design of the methodology.<sup>248</sup> Close consultation with UNICEF staff and programme participants, particularly at the country level, was not only essential during the data collection process, but the evaluation team consulted with them at key stages to verify the most appropriate methods to be used, the areas to be explored, and the questions to be asked. This inclusive, participatory approach continued throughout the evaluation with the provisions for feedback and reporting following each country visit in order to disseminate the findings and build consensus among stakeholders. The evaluation team also recognised the importance of ensuring the inclusion of both the participants in the capacity development workshops and those who have yet to complete the training, as well as other key partners at regional, national, and sub-national levels. Their involvement was especially significant in the creation of a complete account of the impact and effectiveness of the capacity building and institutionalisation of EPR/DRR at each level. By utilising participatory research methods and including a stratified sample of course participants and a matched 'control' group made up of people who have not yet completed the training, the team sought to ensure that a good cross-section of data was generated.

It was important to ensure that strong qualitative and quantitative data was collected during the evaluation in order to offset one of the more challenging aspects in measuring and ascribing impact to the EPR/DRR capacity development training and institutionalisation programme: the absence of baseline data. In addition to the cross-section of data, a theory-based approach to the evaluation design was adopted to respond to the lack of a baseline. The theory-based approach utilised by the

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<sup>248</sup> See, for example, Barakat, S., Chard, M., Jacoby, T., Lume, W. (2002) 'The Composite Approach: Research Design in the Context of War and Armed Conflict', *Third World Quarterly*, Vol. 23, No. 5, pp. 991-1003; Connolly, D. (2010) 'Participatory Research in Programme Evaluation: the Mid-term Evaluation of the National Solidarity Programme in Afghanistan', in R. Bowd and A. Ozerdem (eds) *Participatory Research Methodologies in Development and Post-Disaster/Conflict Reconstruction*, London: Ashgate.

evaluation team was strongly rooted in existing practices and sought to investigate the underlying intervention logic in the design of the EPR/DRR capacity development strategy so as to understand the impact of the intervention.

Finally, the evaluation team created an analytical framework that speaks to the specific issues and purposes addressed in this evaluation. In developing this analytical framework, the evaluation team drew upon the relevant academic literature and best practice guidance on capacity development in EPR/DRR. The analytical framework also incorporates information gathered from the Core Commitments for Children (CCC) in Humanitarian Action, UNICEF’s studies of the Education in Emergencies and Post-Crisis Transition (EEPCT) Programme, UNICEF’s DRR Programme Guidance, OECD-DAC Criteria for Evaluating Development Assistance, The Hyogo Framework for Action, and the 2010 INEE Minimum Standards for Education in Emergencies. The framework was intended to provide clear and concise quality markers against which to judge the extent to which the capacity development is supporting EPR/DRR institutionalisation, preparedness and resilience in ESAR. This framework guided the development and refinement of the data collection tools, as well as their use during the field visits. The questions posed in semi-structured interviews, the topics included in focus group discussions at the sub-national and community level, and the questions asked in the online survey were drawn from this framework. This framework also provided the basis on which the data was analysed and synthesised.

EPR/DRR Goal	Indicator
<ul style="list-style-type: none"> <li>○ <b>Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation</b></li> </ul>	<ul style="list-style-type: none"> <li>1.1 EPR/DRR institutional mechanisms (i.e. national platforms) are in place and have designated responsibilities.</li> <li>1.2 EPR/DRR is part of education sector development policies and planning.</li> <li>1.3 Legislation supporting EPR/DRR has been enacted by national and/or sub-national assemblies.</li> <li>1.4 Responsibilities and resources are decentralised.</li> <li>1.5 Human resources and capacity has been, and is regularly, assessed.</li> <li>1.6 Political commitment to EPR/DRR practices is fostered.</li> <li>1.7 Communities and schools participate in EPR/DRR activities.</li> <li>1.8 There are co-ordination mechanisms in place for stakeholders in the education sector; these mechanisms provide guidance on common standards and strategies, and help partners identify and address gaps and vulnerabilities without duplication.</li> <li>1.9 Responsibilities of UNICEF and its partners regarding education in humanitarian situations are clarified (CCC)</li> </ul>

EPR/DRR Goal	Indicator
<ul style="list-style-type: none"> <li>○ <b>Identify, assess, and monitor disaster risks and enhance early warning systems.</b></li> </ul>	<ul style="list-style-type: none"> <li>2.1. Risk assessment has been conducted. These risk assessments address both natural and man-made disasters relevant to the context.</li> <li>2.2. Maps of risks have been created. These maps should identify risks of both natural and man-made disasters relevant to the context.</li> <li>2.3. Regional and emerging risks have been identified.</li> <li>2.4. DRR and vulnerability indicators have been identified.</li> <li>2.5. A people-centred early warning system is in place.</li> <li>2.6. Emergency/disaster information systems are in place.</li> <li>2.7. Data and statistical loss information is easily available.</li> <li>2.8. Early warning systems incorporate scientific and technological developments, including space-based earth observation, climate modelling and forecasting.</li> <li>2.9. Data is shared between key EPR/DRR actors and between EPR/DRR actors and communities.</li> </ul>
<ul style="list-style-type: none"> <li>○ <b>Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.</b></li> </ul>	<ul style="list-style-type: none"> <li>3.1. EPR/DRR information is shared and co-operation exists at all levels (national, sub-national, and community). This information should address principles and practices that are relevant to both natural and man-made disasters relevant to the context.</li> <li>3.2. Networks and dialogue exists across sectors and regions.</li> <li>3.3. Actors at all levels understand and use standard EPR/DRR terminology.</li> <li>3.4. EPR/DRR has been included in school curricula, both in formal and informal education.</li> <li>3.5. Training and learning on EPR/DRR exists at the school and community level and there is equal access to this training.</li> <li>3.6. Research capacity exists to identify multi-factor risks, socio-economic impact, and practical application.</li> <li>3.7. A public awareness campaign is in place.</li> <li>3.8. Media outlets (TV, radio, newspaper) at every level (national, sub-national and community) are part of the public awareness campaign and EPR/DRR plans.</li> </ul>
<ul style="list-style-type: none"> <li>○ <b>Reduce the underlying risk factors.</b></li> </ul>	<ul style="list-style-type: none"> <li>4.1. Sustainable ecosystems and environmental management systems are in place.</li> <li>4.2. EPR/DRR strategies are integrated with climate change adaptation.</li> <li>4.3. Potential trigger points for man-made disasters in four main sectors (security, political, economic, and social) are identified and addressed by policy and procedures.</li> <li>4.4. Food security for resilience is addressed by policy and procedures.</li> <li>4.5. Protection of critical public facilities during a disaster or emergency is integrated into national</li> </ul>

EPR/DRR Goal	Indicator
	<p>and sub-national plans.</p> <p>4.6. Recovery schemes and social safety-nets exist.</p> <p>4.7. Diversified income opportunities exist for vulnerability reduction.</p> <p>4.8. Financial risk-sharing mechanisms are in place.</p> <p>4.9. Public-private partnerships exist.</p> <p>4.10. Land use planning and building codes for school construction are responsive to EPR/DRR best practices for context-specific risks.</p> <p>4.11. School construction standards that are responsive to multi-hazards relevant to the country context are in place and adherence to the standards is monitored and enforced.</p> <p>4.12. At-risk schools are retrofitted in keeping with construction standards.</p> <p>4.13. Mechanisms exist whereby damaged schools are quickly rebuilt and reopened.</p> <p>4.14. Educational supplies are pre-positioned in disaster-prone areas.</p> <p>4.15. EPR/DRR are factored into rural development plans.</p> <p>4.16. The most vulnerable groups, such as children with disabilities, very young children, and girls are identified and special attention given to reducing their vulnerability.</p>
<p>○ <b>Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).</b></p>	<p>5.1 Disaster management capacities (policy, technical, and institutional) have been identified and there are procedures in place to strengthen them.</p> <p>5.2 Dialogue, co-ordination, and information exchange occurs between disaster managers and development sectors.</p> <p>5.3 Regional approaches to EPR/DRR exist and are focused on risk-reduction.</p> <p>5.4 Teacher training curriculum includes a strong EPR/DRR component relevant to the country context. Distance-learning opportunities exist and are encouraged for active teachers.</p> <p>5.5 National, sub-national and local plans are in place whereby schools can be reopened quickly after a disaster or emergency.</p> <p>5.6 Local education sector actors, such school management committees, have received EPR/DRR training.</p> <p>5.7 Education sector emergency/disaster response plans incorporate health, nutritional, and psychological interventions.</p> <p>5.8 Response plans at each level (national, sub-national, local, and school) clearly identify gender-specific risks that occur during emergencies/disasters and provisions are made to mitigate these risks.</p> <p>5.9 Regular drills of safety measures are conducted at the school and community level, especially in</p>

EPR/DRR Goal	Indicator
	<p>disaster-prone areas.</p> <p>5.10 All schools in high-risk areas have first aid kits, pre-stocked emergency life-support supplies and education materials for students and teachers.</p> <p>5.11 Special attention is given in each school to the needs of those identified as most vulnerable due to factors such as gender, age, or disability.</p>

## 1.2. SAMPLING

The first level of sampling occurred at the regional level, where the countries hosting the evaluation team’s field visits were selected. Originally, six countries were identified by ESARO staff and participation was on a voluntary basis determined by the availability and work load of the UNICEF staff. These countries were Burundi, Comoros, Ethiopia, Madagascar, Malawi, and Rwanda. Unfortunately, due to constraints brought about by the urgent famine crisis in the Horn of Africa, Ethiopia was ultimately unable to take part in the evaluation.

At the country level, the evaluation team sought to employ a multi-layered sampling technique consisting first of a stratified sampling of stakeholders in order to ensure proper inter-sectoral representation, particularly protection, health, and WASH. At the first level, the sample consisted of four main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant education ministries, UN agencies, and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the case study country and/or have relevant knowledge of the EEPCT programme; (ii) participants in the training; (iii) field visits to communities who have benefited from education interventions in response to conflict or natural disaster; and (iv) a control group of individuals who are working in education and/or disaster response who have not yet participated in the training. The second level refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants composed of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

A final cluster which the sampling strategy focused on was the two levels of training, namely, those who received the training from UNICEF in the workshops and those to whom the training was cascaded, such as school teachers, students, parents, and community members. Evaluating the level of understanding of EPR/DRR concepts and responses is fundamental to understanding the impact of the training at the local/community level and will provide insight into how well the first category of trainees understood and absorbed the information they received in the workshops.

The overall rationale for using this combined stratified/clustered sampling strategy was to maximise insight and learning, while ensuring regional and country-level coverage of the ESAR education sector. The sampling strategy could not to address completely all significant variations within each context, and the number of respondents varied slightly by country; however, the team set a goal of interviewing at least 10% of the training participants in each country and was able to achieve this in 4 of the 5 countries visited.

### 1.3. DATA COLLECTION

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Data was collected in two stages utilising a number of research methods. The phases of the data collection process were on-going and concurrent throughout the evaluation period. During the first phase, a desk review was conducted targeting literature on the issues surrounding EPR/DRR, as well as the background of the five case study countries focusing on their risks of natural and man-made disasters. The information garnered through this first period of data collection informed the evaluation's conceptual framework and the design of the field research tools. During the second, field-based phase of data collection, qualitative and quantitative data was gathered through a variety of methods which will be more thoroughly detailed throughout the subsequent subsections.

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#### 1.3.1 DESK RESEARCH

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An initial desk review was conducted at the University of York and an initial background synthesis paper was drafted based on information uncovered during the review.<sup>249</sup> The objectives of the initial document review were to identify: a) country-specific background information relevant to supporting the education sector in each of the six countries; b) current international best practices in EPR/DRR; and c) already validated lessons learned based on good programme design, monitoring, and evaluations. The synthesis of previous approaches to education evaluations, together with the systematisation of existing information and materials from education sector development within ESAR provided the evaluation team with an initial review of how the capacity training in EPR/DRR has improved the quality of provision. It also offered information about the extent to which conclusions and lessons learned have been integrated, and can be integrated more fully, in future phases of UNICEF support to EPR/DRR in the education sector.

The results of each of these areas of inquiry were supplemented by the field research and a review of other documentation as it was made available to the evaluation team throughout the field research period.

- **Contextual analysis of the countries to be visited:** This element provided the evaluation team with a more nuanced understanding of the situational context of the education systems of the five case study countries, from both a contemporary and historical perspective. The existing academic and 'grey' (professional and governmental) literature regarding education and crisis/disaster management systems was gathered and examined at the outset of the evaluation. Information regarding the existing provisions currently in place to respond effectively to an emergency was also researched. The goal of this portion of the review was to fully understand the level of risk in the five countries.
- **UNICEF support to EPR/DRR in ESAR:** The evaluation team also undertook a thorough examination of the training documents provided by UNICEF regional staff at the beginning of the evaluation. The evaluation team also collected and examined all relevant documents related to UNICEF support to EPR/DRR in ESAR throughout the evaluation period, with a goal to better understand the relevance of the UNICEF training within the context of the five case study countries. The information in all of the documents reviewed was analysed and summarised, ultimately becoming part of the final evaluation.

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<sup>249</sup> The background synthesis paper was included as Annex A to the Inception Report.

- **Efforts of other actors supporting EPR/DRR:** The final element examined the efforts of other actors to support and develop capacity in EPR/DRR. At the beginning of the evaluation, the evaluation team compiled and consolidated basic information about the efforts of other organisations (Save the Children, Red Cross, local NGOs, Disaster Management bodies, education ministries, other relevant government ministries and departments, community-based organisations, and other UN agencies) in support of EPR/DRR in the education sector.

In addition to the relevant academic literature, the documents gathered during the desk review period included all programme and policy-related documents and other relevant existing programme information (internal and confidential where possible). Specific documents/reports consist of internal programme reviews, external reports, programme documents and other relevant internal documentation made available by UNICEF staff. Other international agency and Ministry of Education (MOE) documentation related to education sector support in each of the five case study countries was consulted as it was made available.

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### 1.3.2 FIELD RESEARCH

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The field research in the five countries provided the evaluation team with the opportunity to observe and assess first-hand the implementing conditions and operating environment. It also afforded the chance to document the preliminary data gathered in the desk review period in greater depth and to apply tools developed during the documentation phase.

The field research portion of the evaluation included three distinct levels in order to investigate and attribute the impact that the EPR/DRR training has had on the knowledge and practices of the participating individuals and institutions. The first stage involved interviews and focus group discussions with key informants, participants, and non-participants. During the second stage, the evaluation team conducted field visits and observation of institutions and schools. The final stage consisted of an online survey to elicit information from stakeholders throughout the region.

**Semi-structured interviews:** The team conduct 117 semi-structured interviews with key informants at the country level. These primary-level interviews concentrated on the degree to which the training in EPR/DRR has improved capacity at the national, sub-national, and community levels. Interviewees also included key stakeholders within the education ministries, other relevant government agencies, UNICEF, its partners, and other NGOs. Secondary-level interviews with stakeholders from relevant UN agencies and other organisations providing support to the education sector were conducted in order to cross-validate and triangulate the information provided in the interviews with the primary respondents. Key stakeholders were also invited to provide input into the evaluation and reflect upon their experience of UNICEF support to the education system from the EPR/DRR perspective. These stakeholders included, but are not limited to the following:

- UNICEF personnel, both in ESARO and COs, who have been instrumental in setting and implementing policy and programmes in support of EPR/DRR.
- The leadership and project-level personnel at the relevant government ministries of education
- The staff and representatives of UNICEF's key partners in the education sector.
- Key representatives from district and community-level governmental organisations with responsibility for the education sector.

- Intergovernmental and non-governmental organisations also involved in providing support to the education sector, including Save the Children.
- Local civil society groups involved in education issues.
- EEPCT programme beneficiaries and their communities.

In addition to these stakeholders, the evaluation team aimed to conduct in-depth interviews with at least 10% of the training participants in each of the five case study countries. A range of questions from which the evaluation team drew are included as Annex B.

**Focus group discussions:** In addition to the interviews with key informants, the evaluation team conducted 22 focus group discussions with the following groups of individuals:

- Capacity building training participants;
- Individuals who are active in the education and emergencies sectors who have not participated in the training;
- Schools and communities who have been affected by disasters and emergencies; and
- Members of communities and institutions that have implemented EPR/DRR practices, as identified by UNICEF and/or MoE staff.

4 of the focus groups were conducted with school children, and there were 210 total participants in the focus group discussions, and over 100 of them were children. The template for the focus group discussions has been included in this report as Annex C.

**Field visits:** The evaluation team also conducted field visits to institutions and education projects that have either implemented EPR/DRR practices and/or benefited from education interventions following conflict or natural disasters. The number of field visits and the targeted interventions were identified and selected through a participatory process in consultation with UNICEF field staff. During the selection process, the evaluation team sought to ensure a diverse sampling of rural and urban communities, remote and non-remote locations, and a variety of ethnicities and languages. The visits included interviews and focus group discussions with stakeholders and beneficiaries and direct observation of schools and the communities they serve.

Originally in the plan for the field visits, the evaluation team proposed to include visits to institutions/schools that have been identified as “best practice” examples of programmes that have successfully implemented EPR/DRR activities, while also conducting visits to institutions that either have not yet put EPR/DRR principles into action or have not been as successful in their implementation as the “best practice” institution. The evaluation team intended to use these visits as a way to evaluate their capacity to respond in an emergency in order to pinpoint potential gaps in EPR/DRR institutionalisation and compare experiences between institutions/schools with different levels of knowledge and practices. However, once the field visits began, it became apparent that it would be difficult to identify explicitly “best practice” cases. In the end, the team conducted field visits to schools and institutions that fell along a wide spectrum of EPR/DRR institutionalisation, which afforded a better opportunity to examine the capacity of a wider variety of organisations and offered a more nuanced view of the current state of EPR/DRR practices in the five country case studies.

**Online Survey:** An online questionnaire survey of those working in EPR/DRR at both the country and regional levels in ESAR beyond the 5 countries visited was also a key part of the primary data collection. It was distributed to 100 individuals throughout ESAR who work in government ministries, UNICEF, key partner organisations such as Save the Children, and other relevant organisations in the education sector. 50 participants responded to the survey.

#### 1.4. DATA ANALYSIS

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The primary and secondary data will be analysed progressively over five main stages:

1. As previously described, the first stage of the data collection consisted of a desk review of the academic literature, grey literature, and the policy documents supplied by UNICEF, as well as an initial informational distance briefing with two members of the Reference Group.<sup>250</sup> During this period, the team analysed the information received in the distance briefing and the data gathered in the desk review. This analysis was incorporated into the first draft of the Inception Report.
2. Following the Reference Group's feedback on the Inception Report, the evaluation team refined the preliminary analysis prior to the start of the country visits.
3. The third stage took place at the end of each country visit. The evaluation team conducted a preliminary analysis of the data collected from interviews and focus groups with key informants during each of the country visits. This initial analysis was summarised in a Country Debriefing Note submitted to the UNICEF Country Office and ESARO staff. Feedback from the Country Office staff was then incorporated into this level of analysis.
4. The evaluation team then conducted a comparative meta-analysis of the data and information collected during the five country case studies and from the online survey, identifying common themes and special contextual differences in the experience of the training and institutionalisation strategy. This analysis was the basis for the findings and recommendations outlined in this Final Report, as well as the Road Map for Future Strategies included in Section 4.3.
5. After the completion and presentation of the first draft of the Final Report, the final analysis will occur following the feedback with the Reference Group in Nairobi. The comments and recommendations of the UNICEF staff will be synthesised and incorporated into the conclusions and recommendations in the final version of the report.

Throughout the four stages of analyses, the country data was cross-checked with and, where possible, against the secondary data from the document review, ensuring that any inconsistencies in the opinions expressed during interviews or focus groups was identified.

#### 1.5. CHALLENGES AND LIMITATIONS

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The methodology allowed the evaluation team to collect the data and information necessary to identify key strengths and challenges in the capacity development training and institutionalisation strategy and to make actionable recommendations to strengthen and expand future strategies and programming efforts. Nevertheless, there were a few challenges throughout the evaluation period

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<sup>250</sup> The Reference Group includes the following staff members from UNICEF ESARO: the Regional Education Adviser, the Regional Chief for Monitoring and Evaluation, the DRR Specialist, and the Education Specialist for Emergency and DRR.

that required the team to take steps to address or adjust as necessary. These challenges fell into three categories: methodological, technical, and operational.

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### 1.5.1 METHODOLOGICAL CHALLENGES

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The first challenge to the evaluation's methodology was country case study selection. As mentioned previously, the countries were identified by UNICEF ESARO staff and selection was on a voluntary basis. Resultantly, the geographical selection of countries was not as representative as it could have been. This was, in part, due to the famine crisis in the Horn of Africa, where the heavy work load precluded the participation of Ethiopia. Additionally, the country selection did not include many countries at high risk for conflict, therefore, the focus of the evaluation turned toward natural disasters, although the evaluation team attempted to draw out as much information as possible about conflict awareness, management structures, and mechanisms in each country visited. It is recommended that future evaluations include a wider range of countries within the region, as well as a greater number of conflict-affected countries.

Secondly, there was no baseline by which to compare the results of the training and institutionalization strategy, thereby enabling the evaluation to attribute impact. This challenge was already known at the onset—acknowledged in the Terms of Reference which guided the evaluation.<sup>251</sup> Because baseline data were not collected prior to the implementation of the capacity development training and institutionalization strategy, it was very difficult to accurately assess the impact of the strategy or to identify critical gaps and recommend appropriate responses to them. The evaluation team attempted to address the lack of baseline data by including questions in semi-structured interviews and focus group discussions that asked participants to compare and contrast their knowledge and practice prior to and after their participation in the training. Additionally, the online survey also incorporated similar questions. The lack of baseline data, however, is an on-going problem and it is recommended that future interventions include activities that would allow for the gathering of such information prior to the start of any programme activities.

Thirdly, the methodology proposed in the Inception Report included a skills audit, which was designed to measure and record the differences in EPR/DRR skills and knowledge at an individual and group level for training participants. It was also supposed that a control group of individuals working in the education and emergency preparedness sectors who have not participated in the training would receive the skills audit. The skills audit plan included questions regarding the risks faced in each country, questions probing the appropriate responses to those risks, and disaster and emergency scenarios in which EPR/DRR practices needed to be applied. When completed, the results were to have been aggregated to obtain a statistical view of existing skills and knowledge in order to identify the gaps, if they existed, between the skill required by those working in EPR/DRR and existing skills. Upon commencing the country visits, the evaluation team found that there were two main challenges to conducting the skills audit. First, time with the training participants was very limited, often with just enough time allotted to conduct the interview or focus group discussion, leaving no time to conduct the audit. Secondly, the exact skills required at each level—whether local, sub-national, or national—varied by context and the type of job the respondent held.

To mitigate these challenges, the evaluation team attempted to include the questions from the skills audit in the interviews and focus group discussions. After the first two country studies (Malawi and Burundi), the responses to these questions were then compiled and quantified in a database. Unfortunately, the information from this exercise was limited in usefulness. Instead, the evaluation team continued to include the skills audit questions in interviews and focus groups in the three

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<sup>251</sup> See Section 2.2 of the Terms of Reference, attached as Annex K to this report.

remaining country visits. Therefore, the information was gathered, analysed, and included in the Final Report; however, it is not in quantitative form. The evaluation team recognises that a skills audit would be a very useful tool to assess the requirements for future capacity building training, but unfortunately it fell outside the time frame and scope of this evaluation. It is recommended that a skills audit be undertaken as a separate evaluation, or that future evaluations of the capacity building training strategy allow more time during interviews and focus groups to conduct the skills audit.

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### 1.5.2 TECHNICAL CHALLENGES

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As part of the evaluation team, a local consultant was to be hired on a short-term contract in each country to facilitate the evaluation team's field visit and data collection process. While the support of a local consultant was not required in the first two country visits, during one of the other country visits a local consultant would have been very useful, but due to a change in the UNICEF financial management system, the identified consultant, who was willing and ready to begin work, was unable to be contracted. It is recommended that for future evaluations, while the local consultant may be identified by the UNICEF Country Office, that person could be contracted and paid by the evaluation team, avoiding difficulties with administrative and financial systems. In this way, additional burdens will not be placed on UNICEF Country Office staff to ensure that the country visits and field data collection runs smoothly. Additionally, it would have been beneficial to have a longer lead time working with the local consultant—preferably at least a month prior to the country visit. This time would be used to familiarise the local consultant with the evaluation objectives and methodology and to gain valuable insights into the country context which could be incorporated into the initial data analysis and Inception Report.

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### 1.5.3 OPERATIONAL CHALLENGES

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Finally, there were a few operational challenges during the data collection. The evaluation team conducted the country visit in Madagascar during the category 4 Cyclone Giovanna, which struck the country in mid-February, killing at least 16 and affected over 351,000 people, with 66,000 children in need of emergency education response.<sup>252</sup> Due to the cyclone, the evaluation team was not able to conduct the full range of field visits to the districts as originally planned. Despite these restrictions, the team was able to witness first-hand cyclone preparations at schools and the disaster response mechanisms in place throughout the country. Their observations and experience provided a more nuanced understanding of the country context and the capacity of the education sector in Madagascar to respond to emergencies.

Likewise, the evaluation team experienced operational challenges during their visit to Malawi. Currently, Malawi is experiencing economic difficulties due to a severe lack of foreign exchange, resulting, among other things, in a dramatic fuel shortage and increased fuel prices. Although the Ministry of Education provided a vehicle and driver for the data collection at the district and local levels, and although the vehicle was outfitted with additional fuel tanks, during the visits to the districts it was necessary to refuel the vehicle several times. This required the driver to attempt to purchase black market fuel, which was the only fuel available in some locations, for an extremely high price. There was often the concern that the vehicle would run out of fuel before additional fuel could be located and purchased. It was only because of the diligence and hard work of the driver

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<sup>252</sup> Preventionweb.net. 2011. *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>.

that this never occurred. This experience highlighted very plainly the difficulties that the district officers and primary education advisors have in visiting the schools on a regular basis with fuel being in such short supply.

## ANNEX B: SEMI-STRUCTURED INTERVIEW TOOL

The following lists contain some of the relevant questions from which the evaluation team drew during semi-structured interviews. The questions are organised according to the analytical framework goals and indicators in an effort to extract the most relevant information to respond to the evaluation’s overall research question and stated objectives.

<b>Questions for Stakeholders and Actors in Education and Disaster Preparedness Sectors (UNICEF, MOE, MOI, NGOs, Sub-national and Community Focal Points)</b>			
EPR/DRR Goals	Indicators		Potential Questions
<b>1. Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation</b>	1.1	EPR/DRR institutional mechanisms (i.e. national platforms) are in place and have designated responsibilities	1. Is there a national/sub-national EPR/DRR plan?
	1.2	EPR/DRR is part of education sector development policies and planning.	2. Is the MoE a member of the national DRR Platform?
	1.3	Legislation supporting EPR/DRR has been enacted by national and/or sub-national assemblies.	3. Does the sectoral plan include emergency and DRR provisions?
	1.4	Responsibilities and resources are decentralized.	4. Who would lead the Education Cluster in DRR and EPR? What training and experience do they have in responding to emergencies?
	1.5	Human resources and capacity has been, and is regularly, assessed.	5. Has EPR/DRR legislation been enacted?
	1.6	Political commitment to EPR/DRR practices is fostered.	6. Are communities encouraged to participate in EPR/DRR activities and do they have the resources to respond to emergencies?
	1.7	Communities and schools participate in EPR/DRR activities.	7. What kind of financing tools would you use in an emergency? (e.g. Flash Appeal, Central Emergency Response Fund, Consolidated Appeal Process)
<b>2. Identify, assess, and monitor disaster risks and enhance early</b>	2.1.	Risk assessment has been conducted.	8. What kinds of early warning tools are in place at the national, sub-national, community and school level?
	2.2.	Maps of risks have been created.	9. Is there a Response Information Management

<p><b>warning systems.</b></p>	<p>2.3. Regional and emerging risks have been identified.</p> <p>2.4. EPR/DRR and vulnerability indicators have been identified.</p> <p>2.5. A people-centered early warning system is in place.</p> <p>2.6. Emergency/disaster information systems are in place.</p> <p>2.7. Data and statistical loss information is easily available.</p> <p>2.8. Early warning systems incorporate scientific and technological developments, including space-based earth observation, climate modeling and forecasting.</p> <p>2.9. Data is shared between key EPR/DRR actors and between EPR/DRR actors and communities.</p>	<p>System in place? If so, how is it co-ordinated?</p> <p>10. Is there co-ordination and information sharing for key EPR/DRR actors and communities at each level?</p>
<p><b>3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.</b></p>	<p>3.1. EPR/DRR information is shared and co-operation exists at all levels (national, sub-national, and community).</p> <p>3.2. Networks and dialogue exists across sectors and regions.</p> <p>3.3. Actors at all levels understand and use standard EPR/DRR terminology.</p> <p>3.4. EPR/DRR has been included in school curricula, both in formal and informal education.</p>	<p>11. What education standards would you use in an emergency? (MoE, INEE, combination of the two)?</p> <p>12. Does the curriculum include EPR/DRR? As a separate subject or integrated with other subjects?</p> <p>13. How would you recruit staff to respond to an emergency?</p> <p>14. What are the main challenges in recruiting teachers during an emergency?</p> <p>15. Are EPR/DRR terms understood and used in the education sector?</p> <p>16. How does the EPR/DRR teaching in the schools</p>

	<ul style="list-style-type: none"> <li>3.5. Training and learning on EPR/DRR exists at the community level and there is equal access to this training.</li> <li>3.6. Research capacity exists to identify multi-factor risks, socio-economic impact, and practical application.</li> <li>3.7. A public awareness campaign is in place.</li> <li>3.8. Media outlets (TV, radio, newspaper) at every level (national, sub-national and community) are part of the public awareness campaign and EPR/DRR plans.</li> </ul>	<p>impact the communities? (Do children share their knowledge with their parents, etc.)</p>
<p><b>4. Reduce the underlying risk factors.</b></p>	<ul style="list-style-type: none"> <li>4.1. Sustainable ecosystems and environmental management systems are in place.</li> <li>4.2. EPR/DRR strategies are integrated with climate change adaptation.</li> <li>4.3. Food security for resilience is addressed by policy and procedures.</li> <li>4.4. EPR/DRR is integrated into the education sector and safe schools.</li> <li>4.5. EPR/DRR is integrated into the health sector and safe hospitals.</li> <li>4.6. Protection of critical public facilities during a disaster or emergency is integrated into national and sub-national plans.</li> <li>4.7. Recovery schemes and social safety-</li> </ul>	<p>17. Are schools build to appropriate codes and responsive to EPR/DRR best practices?</p>

- nets exist.
- 4.8. Diversified income opportunities exist for vulnerability reduction.
- 4.9. Financial risk-sharing mechanisms are in place.
- 4.10. Public-private partnerships exist.
- 4.11. Land use planning and building codes are responsive to EPR/DRR best practices for context-specific risks.
- 4.12. EPR/DRR are factored into rural development plans.

**5. Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).**

- 5.1 Disaster management capacities (policy, technical, and institutional) have been identified and there are procedures in place to strengthen them.
- 5.2 Dialogue, co-ordination, and information exchange occurs between disaster managers and development sectors.
- 5.3 Regional approaches to EPR/DRR exist and are focused on risk-reduction.
- 18. How would you recruit staff to respond to an emergency?
- 19. What kind of emergency supplies are currently in place to respond to an emergency?
- 20. Is there a supply procurement and distribution plan in place?
- 21. What are the main challenges in recruiting teachers during an emergency?
- 22. What education standards would you use in an emergency? (MoE, INEE, combination of the two)?
- 23. How would you respond to the need for Temporary Learning Spaces (TLS) in the event of an emergency?
- 24. What are the main factors to take into consideration when organizing TLS?

## Questions for Capacity Building Training Participants and Control Group

EPR/DRR Goals	Indicators	Potential Questions
<b>1. Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation</b>	1.1 EPR/DRR institutional mechanisms (i.e. national platforms) are in place and have designated responsibilities	1. What is your organization's role in the country's EPR/DRR plan?
	1.2 EPR/DRR is part of education sector development policies and planning.	2. What is your organization's individual EPR/DRR plan?
	1.3 Legislation supporting EPR/DRR has been enacted by national and/or sub-national assemblies.	3. What is your own role in the EPR/DRR plan?
	1.4 Responsibilities and resources are decentralized.	
	1.5 Human resources and capacity has been, and is regularly, assessed.	
	1.6 Political commitment to EPR/DRR practices is fostered.	
	1.7 Communities and schools participate in EPR/DRR activities.	
<b>2. Identify, assess, and monitor disaster risks and enhance early warning systems.</b>	2.1. Risk assessment has been conducted.	4. What are the disaster risks facing your country/region/community?
	2.2. Maps of risks have been created.	5. Are you/is your organization part of the country's early warning system? If so, what is your role?
	2.3. Regional and emerging risks have been identified.	
	2.4. EPR/DRR and vulnerability indicators have been identified.	
	2.5. A people-centered early warning system is in place.	
	2.6. Emergency/disaster information systems are in place.	

- 2.7. Data and statistical loss information is easily available.
- 2.8. Early warning systems incorporate scientific and technological developments, including space-based earth observation, climate modeling and forecasting.
- 2.9. Data is shared between key EPR/DRR actors and between EPR/DRR actors and communities.

**3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.**

- 3.1. EPR/DRR information is shared and co-operation exists at all levels (national, sub-national, and community).
- 3.2. Networks and dialogue exists across sectors and regions.
- 3.3. Actors at all levels understand and use standard EPR/DRR terminology.
- 3.4. EPR/DRR has been included in school curricula, both in formal and informal education.
- 3.5. Training and learning on EPR/DRR exists at the community level and there is equal access to this training.
- 3.6. Research capacity exists to identify multi-factor risks, socio-economic impact, and practical application.
- 3.7. A public awareness campaign is in place.

- 6. Do you regularly communicate and share information with other people working in education and EPR/DRR?
- 7. Prior to the training you received from UNICEF, what was your understanding of EPR/DRR?
- 8. What is your understanding now? Did the training increase your knowledge of EPR/DRR practices?
- 9. How has the training you received impacted your work?
- 10. Do you use the INEE Minimum standards for education?
- 11. Has this training increased your ability to prepare for and respond to an emergency or disaster?
- 12. Have you been able to introduce the EPR/DRR concepts learned in the training to your organization or community?

3.8. Media outlets (TV, radio, newspaper) at every level (national, sub-national and community) are part of the public awareness campaign and EPR/DRR plans.

**4. Reduce the underlying risk factors.**

- 4.1. Sustainable ecosystems and environmental management systems are in place.
- 4.2. EPR/DRR strategies are integrated with climate change adaptation.
- 4.3. Food security for resilience is addressed by policy and procedures.
- 4.4. EPR/DRR is integrated into the education sector and safe schools.
- 4.5. EPR/DRR is integrated into the health sector and safe hospitals.
- 4.6. Protection of critical public facilities during a disaster or emergency is integrated into national and sub-national plans.
- 4.7. Recovery schemes and social safety-nets exist.
- 4.8. Diversified income opportunities exist for vulnerability reduction.
- 4.9. Financial risk-sharing mechanisms are in place.
- 4.10. Public-private partnerships exist.
- 4.11. Land use planning and building codes are responsive to EPR/DRR

13. Does your school/organization incorporate EPR/DRR into its curriculum?

14. Is your school responsive to EPR/DRR best practices and the risk-appropriate building codes?

	best practices for context-specific risks.	
	4.12. EPR/DRR are factored into rural development plans.	
<b>5. Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).</b>	5.1 Disaster management capacities (policy, technical, and institutional) have been identified and there are procedures in place to strengthen them.	15. Are there procedures in place that help you and your organization strengthen your capacity to respond to emergencies and disasters?
	5.2 Dialogue, co-ordination, and information exchange occurs between disaster managers and development sectors.	
	5.3 Regional approaches to EPR/DRR exist and are focused on risk-reduction.	

## ANNEX C: FOCUS GROUP DISCUSSION TOOL

These lists provide some of the relevant questions from which the evaluation team drew when creating the agenda for focus group discussions.

<b>Potential Questions for Focus Group Discussions with Community Members</b>		
<b>EPR/DRR Goals</b>	<b>Indicators</b>	<b>Potential Questions</b>
<b>1. Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation</b>	1.1 EPR/DRR institutional mechanisms (i.e. national platforms) are in place and have designated responsibilities	1. Are you informed of the national/regional EPR/DRR plan?
	1.2 EPR/DRR is part of education sector development policies and planning.	2. Does your community and school participate in EPR/DRR activities?
	1.3 Legislation supporting EPR/DRR has been enacted by national and/or sub-national assemblies.	3. Is there a contingency plan in place in your community to respond to an emergency?
	1.4 Responsibilities and resources are decentralized.	4. How is the community involved in the contingency plan? Are there local committees with different roles and responsibilities?
	1.5 Human resources and capacity has been, and is regularly, assessed.	
	1.6 Political commitment to EPR/DRR practices is fostered.	
	1.7 Communities and schools participate in EPR/DRR activities.	
<b>2. Identify, assess, and monitor disaster risks and enhance early warning systems.</b>	2.1. Risk assessment has been conducted.	5. What are the disaster risks facing your country/region/community?
	2.2. Maps of risks have been created.	6. Does an early-warning system exist in your community or region?
	2.3. Regional and emerging risks have been identified.	7. What do you think would be the main impact of an emergency on your community?
	2.4. EPR/DRR and vulnerability indicators	

	<p>have been identified.</p> <p>2.5. A people-centered early warning system is in place.</p> <p>2.6. Emergency/disaster information systems are in place.</p> <p>2.7. Data and statistical loss information is easily available.</p> <p>2.8. Early warning systems incorporate scientific and technological developments, including space-based earth observation, climate modeling and forecasting.</p> <p>2.9. Data is shared between key EPR/DRR actors and between EPR/DRR actors and communities.</p>	
<p><b>3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.</b></p>	<p>3.1. EPR/DRR information is shared and co-operation exists at all levels (national, sub-national, and community).</p> <p>3.2. Networks and dialogue exists across sectors and regions.</p> <p>3.3. Actors at all levels understand and use standard EPR/DRR terminology.</p> <p>3.4. EPR/DRR has been included in school curricula, both in formal and informal education.</p> <p>3.5. Training and learning on EPR/DRR exists at the community level and there is equal access to this training.</p>	<p>8. Does the community's school incorporate EPR/DRR into its curriculum?</p> <p>9. Has the community received any training in school-level risk assessment for responding to an emergency</p> <p>10. Have children been involved in any level of the training? If so, how have they been involved?</p> <p>11. Is the community connected to regional/national DRR/EPR focal points?</p>

- 3.6. Research capacity exists to identify multi-factor risks, socio-economic impact, and practical application.
- 3.7. A public awareness campaign is in place.
- 3.8. Media outlets (TV, radio, newspaper) at every level (national, sub-national and community) are part of the public awareness campaign and EPR/DRR plans.

**4. Reduce the underlying risk factors.**

- 4.1. Sustainable ecosystems and environmental management systems are in place.
- 4.2. EPR/DRR strategies are integrated with climate change adaptation.
- 4.3. Food security for resilience is addressed by policy and procedures.
- 4.4. EPR/DRR is integrated into the education sector and safe schools.
- 4.5. EPR/DRR is integrated into the health sector and safe hospitals.
- 4.6. Protection of critical public facilities during a disaster or emergency is integrated into national and sub-national plans.
- 4.7. Recovery schemes and social safety-nets exist.
- 4.8. Diversified income opportunities exist for vulnerability reduction.
- 12. Is your school responsive to EPR/DRR best practices and the risk-appropriate building codes?
- 13. What kinds of actions would you implement at community level if there was an emergency tomorrow?
- 14. What are the critical components for ensuring the safety of your community?

- 4.9. Financial risk-sharing mechanisms are in place.
- 4.10. Public-private partnerships exist.
- 4.11. Land use planning and building codes are responsive to EPR/DRR best practices for context-specific risks.
- 4.12. EPR/DRR are factored into rural development plans.

**5. Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).**

- 5.1 Disaster management capacities (policy, technical, and institutional) have been identified and there are procedures in place to strengthen them.
- 5.2 Dialogue, co-ordination, and information exchange occurs between disaster managers and development sectors.
- 5.3 Regional approaches to EPR/DRR exist and are focused on risk-reduction.

15. Are there procedures in place that help your community and your school strengthen your capacity to respond to emergencies and disasters?

## Potential Questions for Focus Group Discussions with Schools

EPR/DRR Goals	Indicators	Potential Questions
<b>1. Ensure that EPR/DRR is a national, sub-national, and local priority with a strong institutional basis for implementation</b>	<ul style="list-style-type: none"> <li>1.1 EPR/DRR institutional mechanisms (i.e. national platforms) are in place and have designated responsibilities</li> <li>1.2 EPR/DRR is part of education sector development policies and planning.</li> <li>1.3 Legislation supporting EPR/DRR has been enacted by national and/or sub-national assemblies.</li> <li>1.4 Responsibilities and resources are decentralized.</li> <li>1.5 Human resources and capacity has been, and is regularly, assessed.</li> <li>1.6 Political commitment to EPR/DRR practices is fostered.</li> <li>1.7 Communities and schools participate in EPR/DRR activities.</li> </ul>	<ul style="list-style-type: none"> <li>1. Does your school participate in EPR/DRR activities?</li> <li>2. Is there a contingency plan in place in your school to respond to an emergency?</li> <li>3. How is the school involved in the contingency plan? Are there groups with different roles and responsibilities?</li> </ul>
<b>2. Identify, assess, and monitor disaster risks and enhance early warning systems.</b>	<ul style="list-style-type: none"> <li>2.1. Risk assessment has been conducted.</li> <li>2.2. Maps of risks have been created.</li> <li>2.3. Regional and emerging risks have been identified.</li> <li>2.4. EPR/DRR and vulnerability indicators have been identified.</li> <li>2.5. A people-centered early warning system is in place.</li> <li>2.6. Emergency/disaster information systems are in place.</li> </ul>	<ul style="list-style-type: none"> <li>4. What are the disaster risks where you live?</li> <li>5. Is there an early warning system in place in your school to respond to an emergency?</li> <li>6. What do you think would be the main impact of an emergency on your school?</li> </ul>

- 2.7. Data and statistical loss information is easily available.
- 2.8. Early warning systems incorporate scientific and technological developments, including space-based earth observation, climate modeling and forecasting.
- 2.9. Data is shared between key EPR/DRR actors and between EPR/DRR actors and communities.

**3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.**

- 3.1. EPR/DRR information is shared and co-operation exists at all levels (national, sub-national, and community).
  - 3.2. Networks and dialogue exists across sectors and regions.
  - 3.3. Actors at all levels understand and use standard EPR/DRR terminology.
  - 3.4. EPR/DRR has been included in school curricula, both in formal and informal education.
  - 3.5. Training and learning on EPR/DRR exists at the community level and there is equal access to this training.
  - 3.6. Research capacity exists to identify multi-factor risks, socio-economic impact, and practical application.
  - 3.7. A public awareness campaign is in
- 7. Does the community's school incorporate EPR/DRR into its curriculum?
  - 8. Do textbooks and teaching materials include DRR messages?
  - 9. Has the school received any training in school-level risk assessment for responding to an emergency?
  - 10. Have children been involved in any level of the training? If so, how have they been involved?
  - 11. Is the school connected to regional/national DRR/EPR focal points?

place.

3.8. Media outlets (TV, radio, newspaper) at every level (national, sub-national and community) are part of the public awareness campaign and EPR/DRR plans.

**4. Reduce the underlying risk factors.**

4.1. Sustainable ecosystems and environmental management systems are in place.

4.2. EPR/DRR strategies are integrated with climate change adaptation.

4.3. Food security for resilience is addressed by policy and procedures.

4.4. EPR/DRR is integrated into the education sector and safe schools.

4.5. EPR/DRR is integrated into the health sector and safe hospitals.

4.6. Protection of critical public facilities during a disaster or emergency is integrated into national and sub-national plans.

4.7. Recovery schemes and social safety-nets exist.

4.8. Diversified income opportunities exist for vulnerability reduction.

4.9. Financial risk-sharing mechanisms are in place.

4.10. Public-private partnerships exist.

12. Is your school responsive to EPR/DRR best practices and the risk-appropriate building codes?

13. What kinds of actions would you implement at school if there was an emergency tomorrow?

14. What are the critical components for ensuring the safety of your school?

- 4.11. Land use planning and building codes are responsive to EPR/DRR best practices for context-specific risks.
- 4.12. EPR/DRR are factored into rural development plans.

**5. Strengthen disaster preparedness for effective response at all levels (national, sub-national, and community).**

- 5.1 Disaster management capacities (policy, technical, and institutional) have been identified and there are procedures in place to strengthen them.
- 5.2 Dialogue, co-ordination, and information exchange occurs between disaster managers and development sectors.
- 5.3 Regional approaches to EPR/DRR exist and are focused on risk-reduction.

15. Are there procedures in place that help your school strengthen your capacity to respond to emergencies and disasters?

## ANNEX D: ONLINE SURVEY

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### BACKGROUND TO THE SURVEY

This survey is part of an independent evaluation conducted by a team from the University of York led by Professor Sultan Barakat of the Post-war Reconstruction & Development Unit (PRDU) and Professor Frank Hardman of the Institute for Effective Education (IEE). The evaluation assesses the impact of the capacity development training and institutionalization programme implemented through UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme. The goal of this evaluation is to investigate the extent to which the capacity development training has strengthened national emergency preparedness and response (EPR) in the education sector.

The evaluation team is conducting this survey in order to gather additional information on the themes and topics identified during field work in five ESAR countries: Burundi, Comoros, Madagascar, Malawi, and Rwanda. Responses from training participants and other education stakeholders in the region are invaluable in forming a more nuanced understanding of the outcomes of the training and subsequent developments. The information you provide will also help to inform future UNICEF programming strategy. Thank you for your participation.

### HOW TO USE THIS SURVEY

In order to proceed through the survey, use the NEXT and PREVIOUS (PREV) buttons. Please click these buttons only once, and allow time for the next page to appear on the screen. Clicking these buttons multiple times may result in information being lost or pages of the survey being missed.

This survey should take approximately 30 minutes to complete. If you are unable to complete this survey in one session, do not click "Exit the Survey" or close the survey window (or tab). You may leave the survey open on your screen and return to it at a later time without losing any of the information which you had previously entered. Note, however, that some systems may experience difficulties if your computer goes into "sleep" mode or if you log off.

All survey respondents will remain anonymous. Confidentiality will be maintained, although information from this survey (including quotations of comments) will be utilised where appropriate WITHOUT identifying the source of the information. Such material will, however, only be drawn upon where it does not compromise the anonymity of survey respondents.

### WHAT IS THE EEPCT CAPACITY BUILDING TRAINING PROGRAMME?

The Eastern and Southern Africa Region (ESAR) experiences some of the highest recurrences of emergencies in the world, including natural disasters, conflict, political unrest, economic turmoil, and displacement. These emergencies dramatically impact the education sector.

With its partners, UNICEF is working to minimize the impact that emergencies have on learners throughout the region. As part of its broader Emergency in Education strategy, the UNICEF Eastern and Southern Africa Regional Office (ESARO) launched a capacity building and institutionalization programme in partnership with Save the Children supported by the IASC Education Cluster in May 2009. One of the major components of the capacity building and institutionalization strategy was the provision of training to frontline education sector responders in each ESAR country. Training participants were drawn from the staff of the Ministries of Education and other national authorities, UN agencies, as well as international, national, and local NGOs.

The first stage of the capacity building training began with two regional “Training of Trainers” (ToT) workshops held in Nairobi in April and May 2009 in which country teams made up of education officers from UNICEF, Save the Children, Ministries of Education, and NGOs were trained on the technical components of education in emergencies. Over an eighteen month period, these country teams then implemented capacity building and institutionalization initiatives and activities in their countries with the technical and financial support of UNICEF ESARO.

To date, over 2,800 frontline responders from the region have participated in capacity development training sessions and other activities through the EiE training programme, with 80% of the training participants coming from positions within the government at both the national and local levels.

## Section A: Respondent Information

Please note that respondent confidentiality will be maintained, and identifying information regarding respondents will not be disclosed.

<b>A1</b>	Name (Optional)	
<b>A2</b>	Country	
<b>A3</b>	Gender	<ul style="list-style-type: none"> <li>▪ Male</li> <li>▪ Female</li> <li>▪ Prefer Not to Disclose</li> </ul>
<b>A4</b>	Organisational Affiliation	<ul style="list-style-type: none"> <li>▪ Ministry of Education</li> <li>▪ Other government ministry/department</li> <li>▪ International Organization (Please Identify)</li> <li>▪ Non-Governmental Organization (Please Identify)</li> <li>▪ Other (Please Specify)</li> </ul>
<b>A5</b>	How would you describe your position?	<ul style="list-style-type: none"> <li>▪ Senior-Level</li> <li>▪ Mid-Level</li> <li>▪ Entry-Level</li> <li>▪ Other (Please Specify)</li> </ul>
<b>A6</b>	At which level do you work?	<ul style="list-style-type: none"> <li>▪ Local/School</li> <li>▪ District</li> <li>▪ Provincial</li> <li>▪ National</li> <li>▪ Regional (e.g. Eastern and Southern Africa)</li> <li>▪ Other (Please Specify)</li> </ul>
<b>A7</b>	Which of the following best characterises your role/position?	<ul style="list-style-type: none"> <li>▪ School Teacher</li> <li>▪ School Administrator or Principal</li> <li>▪ District Administrator/Education Officer</li> <li>▪ Education Advisor/Inspector</li> <li>▪ Policymaker</li> <li>▪ Programme Officer</li> <li>▪ EPR/DRR Trainer</li> <li>▪ Other (Please Specify)</li> </ul>

## Section B: UNICEF/SC EPR/DRR Capacity Building Training

This section contains questions directly related to the UNICEF/SC Emergency Preparedness and Response (EPR)/Disaster Risk Reduction (DRR) capacity building training programme. Survey respondents who did not participate in the training will be directed to Section C following question B2a.

<b>B1a</b>	Have you ever participated in capacity building training related to EPR/DRR delivered by another organization?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> </ul>
<b>B1b</b>	Which organization conducted the training?	
<b>B1c</b>	Where and when (month/year) did you participate in the training?	
<b>B2a</b>	What is your level of participation in or awareness of the UNICEF/SC capacity building training?	<ul style="list-style-type: none"> <li>▪ I have participated in UNICEF/SC's Education in Emergencies capacity building training.</li> <li>▪ I was aware of the training, but did not participate in it. (You will be directed to Section C.)</li> <li>▪ I am not aware of UNICEF/SC's Education in Emergencies capacity building training. (You will be directed to Section C.)</li> </ul>
<b>B2b</b>	Where and when (month/year) did you participate in the training?	
<b>B3</b>	How satisfied or unsatisfied were you with the UNICEF/SC EPR/DRR training?	<ul style="list-style-type: none"> <li>▪ Very satisfied</li> <li>▪ Satisfied</li> <li>▪ Neutral/Neither Satisfied nor Unsatisfied</li> <li>▪ Unsatisfied</li> </ul>
<b>B4</b>	To what extent do you agree or disagree with the following statement?  <i>The UNICEF/SC capacity building training increased my knowledge of EPR/DRR policies and practices.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> <li>▪ Do Not Know</li> </ul>
<b>B5</b>	To what extent do you agree or disagree with the following statement?  <i>I have been able to apply what I learned in the UNICEF/SC capacity building training to my professional duties.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> <li>▪ Do Not Know</li> </ul>
<b>B6</b>	To what extent do you agree or disagree with the following statement?  <i>The knowledge I received from the UNICEF/SC capacity building training has been shared with key staff in my organization.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> <li>▪ Do Not Know</li> </ul>

<b>B7</b>	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>The knowledge I received from the UNICEF/SC capacity building training has been shared at the community and school level.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> <li>▪ Do Not Know</li> </ul>
<b>B8</b>	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>EPR/DRR policies and practices have been incorporated into my organization or into my organisation's policies and practices as a result of the UNICEF/SC capacity building training I received.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> <li>▪ Do Not Know</li> </ul>
<b>IMPACT</b>		
<b>B9</b>	<p>Which of the following implementation tools did you receive as part of the UNICEF/SC training?</p>	<p>Please select all that apply:</p> <ul style="list-style-type: none"> <li>▪ Participant's Workbook</li> <li>▪ Education in Emergency Toolkit which includes the Assessment Checklist</li> <li>▪ CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book</li> <li>▪ INEE Minimum Standards Handbook</li> <li>▪ Other INEE tool (please identify)</li> <li>▪ Handout of Capacity Mapping Tool</li> <li>▪ Other (Please Describe):</li> </ul>
<b>B10a</b>	<p>Which of the tools have you used to help you incorporate EPR/DRR policies and practices in your professional duties?</p>	<p>Please select all that apply:</p> <ul style="list-style-type: none"> <li>▪ Participant's Workbook</li> <li>▪ Education in Emergency Toolkit which includes the Assessment Checklist</li> <li>▪ CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book</li> <li>▪ INEE Minimum Standards Handbook</li> <li>▪ Other INEE tool (please identify)</li> <li>▪ Handout with Capacity Mapping Tool</li> <li>▪ Other (Please Describe):</li> </ul>
<b>B10b</b>	<p>Please briefly describe how you utilized the tools.</p>	<ul style="list-style-type: none"> <li>▪ Participant's Workbook:</li> <li>▪ Education in Emergency Toolkit which includes the Assessment Checklist:</li> <li>▪ CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book:</li> <li>▪ INEE Minimum Standards Handbook</li> <li>▪ Other INEE tool (please identify)</li> <li>▪ Handout with Capacity Mapping Tool</li> <li>▪ Other (Please Describe):</li> </ul>

<b>B11</b>	What have you found to be the most useful aspect of the training? (Please select only one.)	<ul style="list-style-type: none"> <li>▪ The training increased my knowledge of EPR/DRR issues in the education sector.</li> <li>▪ The training has strengthened my ability to respond to emergencies.</li> <li>▪ The training has enhanced my organization's emergency response capacity.</li> <li>▪ The training allowed me to network with other people working in ERP/DRR in the education sector.</li> <li>▪ Other (Please Specify):</li> </ul>
<b>B12</b>	As a result of UNICEF/SC's capacity building training, has there been some reduction of risk that the education sector faces in emergencies at your level of involvement?	<ul style="list-style-type: none"> <li>▪ Yes. Please briefly explain how:</li> <li>▪ No. Please briefly explain why:</li> </ul>
<b>B13</b>	What were two aspects of the UNICEF/SC capacity building training that you found most useful?	<ol style="list-style-type: none"> <li>1.</li> <li>2.</li> </ol>
<b>B14</b>	What were two aspects of the UNICEF/SC capacity building training that you did not find useful?	<ol style="list-style-type: none"> <li>1.</li> <li>2.</li> </ol>
<b>B15</b>	Please provide a short example of how you have applied what you learned in the UNICEF/SC capacity building training.	
<b>B16</b>	Have you participated in any follow-up to the initial training?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> </ul>
<b>B17</b>	Have you organized any follow-up training?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> </ul>

### Section C: Knowledge and Understanding

As professionals who work in education, you have extensive first-hand experience and knowledge about the challenges facing the sector throughout the region due to natural/man-made disasters and other emergencies. In an effort to learn more about the way the education sector prepares for and responds to emergencies, this section asks questions about how you apply your experience and knowledge of Emergency Preparedness and Response (EPR)/Disaster Risk Reduction (DRR) policies and practices. Your responses will inform future programming recommendations.

<b>C1</b>	What level of risk for natural and man-made disasters does your country face?	<ul style="list-style-type: none"> <li>▪ High Risk</li> <li>▪ Medium Risk</li> <li>▪ Low Risk</li> <li>▪ No Risk</li> </ul>
<b>C2</b>	From the following list, please select the three natural and man-made disasters to which your country is most at risk: <ul style="list-style-type: none"> <li>▪ Cyclones</li> <li>▪ Disease Epidemics (Cholera, HIV/AIDS,</li> </ul>	List the risks beginning with the highest: <ul style="list-style-type: none"> <li>▪ 1:</li> <li>▪ 2:</li> <li>▪ 3:</li> </ul>

	<p>malaria, etc.)</p> <ul style="list-style-type: none"> <li>▪ Displacement of people on large scale</li> <li>▪ Drought</li> <li>▪ Economic Instability</li> <li>▪ Flooding</li> <li>▪ Earthquakes</li> <li>▪ Heavy Rain/Wind Storms</li> <li>▪ Political Unrest</li> <li>▪ Volcanoes</li> <li>▪ Violence/Conflict</li> <li>▪ Other (Please Identify):</li> </ul>	<ul style="list-style-type: none"> <li>▪ 4:</li> </ul>
<b>C3</b>	<p>How frequently were you required to respond to an emergency or a disaster as part of your professional duties in the past 3 years?</p>	<ul style="list-style-type: none"> <li>▪ 1-2 times</li> <li>▪ 3-4 times</li> <li>▪ 5 or more times</li> <li>▪ I have never been required to respond to an emergency or disaster</li> </ul>
<b>C4</b>	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>I feel confident that I have the knowledge to know how to conduct a conflict or disaster risk mapping exercise in my community or for my organization.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>
<b>C5</b>	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>I feel confident that I have the knowledge to know how to help my community or organization develop an emergency action plan.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>
<b>C6</b>	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>I feel confident that I could identify organizations in my country that are working on EPR/DRR issues in the education sector.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>
<b>C7a</b>	<p>How useful do you find the following frameworks for EPR/DRR in the education sector in your work? Please rank them from most to least useful.</p>	<ul style="list-style-type: none"> <li>▪ Hyogo Framework for Action</li> <li>▪ Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards</li> <li>▪ UNICEF's Core Commitments for Children in Humanitarian Action (CCC)</li> <li>▪ None of the Above</li> <li>▪ Other (Please Identify)</li> </ul>
<b>C7b</b>	<p>Thinking about your first choice, why do you find it useful?</p>	
<b>C8a</b>	<p>Have you observed differences between girls and boys in the challenges they face after an emergency?</p>	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> </ul>
<b>C8b</b>	<p>If yes, what are they?</p>	

<b>C9a</b>	Do female and male first responders encounter different challenges in an emergency?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> </ul>
<b>C9b</b>	If yes, what are they?	
<b>C10</b>	If you were conducting a rapid education assessment at the community level after a disaster, which of the following items would you include? (Please select all that apply.)	<ul style="list-style-type: none"> <li>▪ An assessment of past disasters and future risks</li> <li>▪ Local health facilities</li> <li>▪ Nearby water points</li> <li>▪ Number of schools damaged or destroyed</li> <li>▪ Physical risks to the learning spaces</li> <li>▪ Types of space and materials available for sports/play</li> </ul>
<b>C11</b>	If a school was going to develop an emergency action plan, which of the following items should it include in the plan? (Please select all that apply.)	<ul style="list-style-type: none"> <li>▪ Alternative schooling sites</li> <li>▪ An assessment of past disasters and future risks</li> <li>▪ Building and site evacuation plans</li> <li>▪ Buddy system for students and teachers</li> <li>▪ Distribution points for humanitarian aid</li> <li>▪ Safe assembly points</li> <li>▪ School and neighbourhood maps</li> </ul>
<b>C12a</b>	To what extent do you agree or disagree with the following statement?  <i>It is acceptable to use undamaged schools as distribution points for aid during an emergency.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>
<b>C12b</b>	Please explain when it could be acceptable to use an undamaged school as a distribution point for aid during an emergency.	
<b>C13</b>	To what extent do you agree or disagree with the following statement?  <i>There is very little that communities and schools can do to prevent emergencies from disrupting classes.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>
<b>C14</b>	To what extent do you agree or disagree with the following statement?  <i>In emergencies, it is possible to continue with classes even if resources like textbooks and buildings have been destroyed.</i>	<ul style="list-style-type: none"> <li>▪ Agree</li> <li>▪ Neutral/Neither Agree nor Disagree</li> <li>▪ Disagree</li> </ul>

## Section D: EPR/DRR Practices

The questions in this section relate to the level to which Emergency Preparedness and Response (EPR) and Disaster Risk Reduction (DRR) practices have been adopted by individuals and institutions.

MAPPING AND PLANNING		
D1	Does the national government in your country have a national emergency response plan?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D2	Does your organization have an emergency response plan?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D3	Do schools in your area have emergency response plans?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D4	Have you or your organization conducted risk and capacity mapping exercise as part of EPR/DRR activities?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D5	Have risk and capacity mapping exercises been conducted at the community and school level?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D6	Have students and community members been involved in the development of an emergency response plan at the school and community level?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Don't Know/I Am Not Aware</li> </ul>
CO-ORDINATION		
D7	Has a working group that focuses on EPR/DRR in the education sector been set up at your level?	<ul style="list-style-type: none"> <li>▪ Yes (please specify)</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D8	If such a working group exists, how frequently does it meet?	<ul style="list-style-type: none"> <li>▪ Once a year</li> <li>▪ Once every six months</li> <li>▪ Quarterly</li> <li>▪ Monthly</li> <li>▪ More than once a month</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D9	Do you or someone from your organization participate in the working group?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D10	Which civil society organizations (e.g. the Red Cross/Red Crescent) that deal with emergency response or disaster risk reduction are active in your country? (If you are unaware of the organizations, please indicate "I am unaware".)	<ul style="list-style-type: none"> <li>▪</li> </ul>
D11	Are these civil society organizations involved in government emergency and disaster planning and response?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D12	What is the level of co-ordination between the relevant EPR/DRR organizations and partners in the education sector at the community level?	<ul style="list-style-type: none"> <li>▪ There is a high level of co-ordination.</li> <li>▪ There is a low level of co-ordination.</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>

D13	What is the level of co-ordination between the relevant DRP/DRR organizations and partners in the education sector at the community and district or sub-national levels?	<ul style="list-style-type: none"> <li>▪ There is a high level of co-ordination.</li> <li>▪ There is a low level of co-ordination.</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D14	What is the level of co-ordination between the relevant DRP/DRR organizations and partners in the education sector at the district or sub-national level and national levels?	<ul style="list-style-type: none"> <li>▪ There is a high level of co-ordination.</li> <li>▪ There is a low level of co-ordination.</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D15	How frequently do you discuss or share information with colleagues from other organizations regarding DRR/EPR in education?	<ul style="list-style-type: none"> <li>▪ Once a year</li> <li>▪ Once every six months</li> <li>▪ Quarterly</li> <li>▪ Monthly</li> <li>▪ More than once a month</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
<b>PREPARATION &amp; RESPONSE</b>		
D16a	Do schools and communities conduct disaster and emergency drills?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D16b	If yes, how frequently are the drills conducted? (One time per year, etc.)	<ul style="list-style-type: none"> <li>▪ Monthly</li> <li>▪ Four times a year</li> <li>▪ Twice a year</li> <li>▪ Once a year</li> <li>▪ Less than once a year (e.g. once every 2-3 years)</li> <li>▪ Other (please specify)</li> </ul>
D17	Have students and community members been trained in how to respond to emergencies that may occur in their region?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D18a	Do clubs or other organizations, such as the Scouts, exist at the school and community level?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D18b	Do these clubs and organizations carry out disaster preparedness activities or discuss emergency preparedness?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D18c	What sort of EPR/DRR activities or discussions do these clubs and organizations undertake?	
D19	Is the government taking steps to ensure that schools are built according to standards to minimize damage during natural disasters?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D20	Do communities and schools have access to early warning systems for natural disasters or civil unrest?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D21	Have DRR/EPR principles and best practices been incorporated into the national curriculum?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>

D22	Are new teachers trained in DRR/EPR principles and practices?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D23	Are EPR/DRR training materials for teachers available?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>
D24	Are there mechanisms in place to monitor EPR/DRR activities at the district and school level?	<ul style="list-style-type: none"> <li>▪ Yes</li> <li>▪ No</li> <li>▪ Do Not Know/I Am Not Aware</li> </ul>

## Section E: Addressing Gaps and the Direction of Future Programming

The short answer questions in this section provide you with the opportunity to identify achievements and challenges related to EPR/DRR in the education sector of your country and/or organization. The information you provide in this section will be used to refine and direct the evaluation's recommendations for future programming efforts in this area.

Please provide short answers to the following questions. Feel free to be honest and open but to ensure that information or claims are supported, where feasible, by observations or examples.

E1	Has EPR/DRR been incorporated into the education sector at your level of involvement? For example, an emergency focal point has been appointed or the education sector planning integrated EPR/DRR issues? If YES, please describe how. If NOT, please describe what factors have prevented incorporation of EPR/DRR.	
E2	Provide an example of an achievement or best practice of EPR/DRR in the education sector in your country and/or organization.	
E3	Provide an example of a challenge or lesson learned in EPR/DRR in the education sector in your country and/or organization.	
E4	What are the main three challenges that prevent of EPR/DRR policies and practices from being integrated in the education sector in your country? Please rank them starting from the biggest challenge.	<ul style="list-style-type: none"> <li>▪ Capacity</li> <li>▪ Co-ordination</li> <li>▪ Knowledge</li> <li>▪ Low priority of EPR/DRR issues in education sector</li> <li>▪ Remoteness of communities</li> <li>▪ Resources</li> <li>▪ Training</li> <li>▪ Other (Please explain):</li> </ul>
E5a	How useful would you find a web-based platform (such as a Google group) that would connect stakeholders working in EPR/DRR in the education sector	<ul style="list-style-type: none"> <li>▪ I would find it useful and I would probably participate frequently.</li> <li>▪ I would find it useful and I would probably participate occasionally.</li> </ul>

	throughout the region and offer the opportunity for members to pose and respond to questions, post blog entries, and share resources/knowledge with each other?	<ul style="list-style-type: none"> <li>▪ I would find it useful, but I would probably not participate. (please specify why)</li> <li>▪ I would not find it useful.</li> </ul>
E5b	Could you please share the reasons why you would not participate in the web-based platform?	
E6	What would be an alternative to the web-based platform for EPR/DRR information sharing?	
E7	What would you recommend for a future strategy or programme to increase EPR/DRR knowledge and practices in your country and ESAR?	
E8	What would you recommend to improve future EPR/DRR capacity building training in the future?	
E9	Please use this box to provide any final comments or to emphasize important points reflected elsewhere in this survey.	

### THANK YOU FOR COMPLETING THE SURVEY

The evaluation team from the University of York would like to thank you for your contribution to this evaluation. The information you provided will be utilised to inform the conclusions and recommendations in the evaluation's final report and other outputs.

If you would be willing for University of York evaluation team members to contact you in order to seek additional information regarding your responses to the survey which you just completed, please type your e-mail address into the box below.



## ANNEX E: ONLINE SURVEY DATA

### Section A: Respondent Information

The respondents to the online survey came from 16 different countries throughout ESAR, including: Burundi, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Republic of South Sudan, Rwanda, Somalia, Swaziland, Tanzania, Uganda, Zambia, and Zimbabwe.

### Respondent by Gender

	Composite	Participant	Non-participant
Male	72.5%	82.9%	50.0%
Female	25.5%	14.3%	50.0%

Q#	Question	Response Options	Composite	Participant	Non-participant	Female
A4	Organisational Affiliation	▪ Ministry of Education	35.3%	37.1%	28.6%	38.5%
		▪ Other government ministry/department	3.9%	2.9%	7.1%	0.0%
		▪ International Organization	29.4%	28.6%	28.6%	23.1%
		▪ Non-Governmental Organization	15.7%	17.1%	14.3%	15.4%
		▪ Other	15.7%	14.3%	21.4%	23.1%
A5	How would you describe your position?	▪ Senior-Level	31.4%	20.0%	57.1%	23.1%
		▪ Mid-Level	60.8%	68.6%	42.9%	76.9%
		▪ Entry-Level	7.8%	11.4%	0.0%	0.0%
		▪ Other	0.0%	0.0%	0.0%	0.0%
A6	At which level do you work?	▪ Local/School	2.0%	0.0%	7.1%	7.7%
		▪ District	25.5%	37.1%	0.0%	15.4%
		▪ Provincial	3.9%	5.7%	0.0%	0.0%
		▪ National	62.7%	51.4%	85.7%	76.9%
		▪ Regional (e.g. Eastern and Southern Africa)	3.9%	2.9%	7.1%	0.0%
		▪ Other	2.0%	2.9%	0.0%	0.0%

<b>A7</b>	Which of the following best characterises your role/position?	▪ School Teacher	0.0%	0.0%	0.0%	0.0%
		▪ School Administrator or Principal	0.0%	0.0%	0.0%	0.0%
		▪ District Administrator/Education Officer	17.6%	25.7%	0.0%	15.4%
		▪ Education Advisor/Inspector	0.0%	0.0%	0.0%	0.0%
		▪ Policymaker	5.9%	0.0%	21.4%	15.4%
		▪ Programme Officer	49.0%	45.7%	50.0%	61.5%
		▪ EPR/DRR Trainer	3.9%	2.9%	7.1%	0.0%
		▪ Other	23.5%	25.7%	21.4%	7.7%

## Section B: UNICEF/SC EPR/DRR Capacity Building Training

Q#	Question	Response Options	Composite	Participant	Non-participant	Female
<b>B1a</b>	Have you ever participated in capacity building training related to EPR/DRR delivered by another organization?	▪ Yes	56.0%	65.7%	28.6%	41.7%
		▪ No	44.0%	34.3%	71.4%	58.3%
<b>B2a</b>	What is your level of participation in or awareness of the UNICEF/SC capacity building training?	▪ I have participated in UNICEF/SC's Education in Emergencies capacity building training.	71.4%	100%	0.0%	41.7%
		▪ I was aware of the training, but did not participate in it.	24.5%	0.0%	85.7%	50.0%
		▪ I am not aware of UNICEF/SC's Education in Emergencies capacity building training.	4.1%	0.0%	14.3%	8.3%
<b>B3</b>	How satisfied or unsatisfied were you with the UNICEF/SC EPR/DRR training?	▪ Very satisfied	62.9%	62.9%	0.0%	80.0%
		▪ Satisfied	37.1%	37.1%	0.0%	20.0%
		▪ Neutral/Neither Satisfied nor Unsatisfied	0.0%	0.0%	0.0%	0.0%
		▪ Unsatisfied	0.0%	0.0%	0.0%	0.0%

B4	To what extent do you agree or disagree with the following statement?  <i>The UNICEF/SC capacity building training increased my knowledge of EPR/DRR policies and practices.</i>	▪ Agree	100%	100.0%	0.0%	100.0%
		▪ Neutral/Neither Agree nor Disagree	0.0%	0.0%	0.0%	0.0%
		▪ Disagree	0.0%	0.0%	0.0%	0.0%
		▪ Do Not Know	0.0%	0.0%	0.0%	0.0%
B5	To what extent do you agree or disagree with the following statement?  <i>I have been able to apply what I learned in the UNICEF/SC capacity building training to my professional duties.</i>	▪ Agree	91.4%	91.4%	0.0%	100.0%
		▪ Neutral/Neither Agree nor Disagree	8.6%	8.6%	0.0%	0.0%
		▪ Disagree	0.0%	0.0%	0.0%	0.0%
		▪ Do Not Know	0.0%	0.0%	0.0%	0.0%
B6	To what extent do you agree or disagree with the following statement?  <i>The knowledge I received from the UNICEF/SC capacity building training has been shared with key staff in my organization.</i>	▪ Agree	88.6%	88.6%	0.0%	80.0%
		▪ Neutral/Neither Agree nor Disagree	5.7%	5.7%	0.0%	20.0%
		▪ Disagree	5.7%	5.7%	0.0%	0.0%
		▪ Do Not Know	0.0%	0.0%	0.0%	0.0%
B7	To what extent do you agree or disagree with the following statement?  <i>The knowledge I received from the UNICEF/SC capacity building training has been shared at the community and school level.</i>	▪ Agree	51.4%	51.4%	0.0%	40.0%
		▪ Neutral/Neither Agree nor Disagree	14.3%	14.3%	0.0%	40.0%
		▪ Disagree	28.6%	28.6%	0.0%	20.0%
		▪ Do Not Know	5.7%	5.7%	0.0%	0.0%
B8	To what extent do you agree or disagree with the following statement?  <i>EPR/DRR policies and</i>	▪ Agree	71.4%	71.4%	0.0%	80.0%
		▪ Neutral/Neither Agree nor Disagree	25.7%	25.7%	0.0%	20.0%
		▪ Disagree	0.0%	0.0%	0.0%	0.0%

	<i>practices have been incorporated into my organization or into my organisation's policies and practices as a result of the UNICEF/SC capacity building training I received.</i>	<ul style="list-style-type: none"> <li>▪ Do Not Know</li> </ul>	2.9%	2.9%	0.0%	0.0%
<b>IMPACT</b>						
<b>B9</b>	Which of the following implementation tools did you receive as part of the UNICEF/SC training?	Please select all that apply:	80.0%	80.0%	0.0%	80.0%
		<ul style="list-style-type: none"> <li>▪ Participant's Workbook</li> </ul>				
		<ul style="list-style-type: none"> <li>▪ Education in Emergency Toolkit which includes the Assessment Checklist</li> </ul>	80.0%	80.0%	0.0%	60.0%
		<ul style="list-style-type: none"> <li>▪ CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book</li> </ul>	51.4%	51.4%	0.0%	60.0%
		<ul style="list-style-type: none"> <li>▪ INEE Minimum Standards Handbook</li> </ul>	65.7%	65.7%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ Other INEE tool</li> </ul>	14.3%	14.3%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ Handout of Capacity Mapping Tool</li> </ul>	48.6%	48.6%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ I did not receive any implementation tool as part of the UNICEF/SC training</li> </ul>	2.9%	2.9%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ Other</li> </ul>	11.4%	11.4%	0.0%	20.0%
<b>B10 a</b>	Which of the tools have you used to help you incorporate EPR/DRR policies and practices in your professional duties?	Please select all that apply:	64.7%	64.7%	0.0%	60.0%
		<ul style="list-style-type: none"> <li>▪ Participant's Workbook</li> </ul>				
		<ul style="list-style-type: none"> <li>▪ Education in Emergency Toolkit which includes the Assessment Checklist</li> </ul>	76.5%	76.5%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ CD containing IRC Psychosocial Teacher Guide and Psychosocial Play and Activity Book</li> </ul>	41.2%	41.2%	0.0%	40.0%

		<ul style="list-style-type: none"> <li>▪ INEE Minimum Standards Handbook</li> </ul>	58.8%	58.8%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ Other INEE tool</li> </ul>	11.8%	11.8%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ Handout with Capacity Mapping Tool</li> </ul>	35.3%	35.3%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ I have not used any of the tools</li> </ul>	2.9%	2.9%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ Other:</li> </ul>	8.8%	8.8%	0.0%	20.0%
<b>B11</b>	What have you found to be the most useful aspect of the training? (Please select only one.)	<ul style="list-style-type: none"> <li>▪ The training increased my knowledge of EPR/DRR issues in the education sector.</li> </ul>	37.1%	37.1%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ The training has strengthened my ability to respond to emergencies.</li> </ul>	28.6%	28.6%	0.0%	20.0%
		<ul style="list-style-type: none"> <li>▪ The training has enhanced my organization's emergency response capacity.</li> </ul>	14.3%	14.3%	0.0%	0.0%
		<ul style="list-style-type: none"> <li>▪ The training allowed me to network with other people working in ERP/DRR in the education sector.</li> </ul>	20.0%	20.0%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ Other</li> </ul>	0.0%	0.0%	0.0%	0.0%
<b>B12</b>	As a result of UNICEF/SC's capacity building training, has there been some reduction of risk that the education sector faces in emergencies at your level of involvement?	<ul style="list-style-type: none"> <li>▪ Yes.</li> </ul>	74.3%	74.3%	0.0%	40.0%
		<ul style="list-style-type: none"> <li>▪ No.</li> </ul>	25.7%	25.7%	0.0%	60.0%
<b>B16</b>	Have you participated in any follow-up to the initial training?	<ul style="list-style-type: none"> <li>▪ Yes</li> </ul>	39.4%	39.4%	0.0%	25.0%
		<ul style="list-style-type: none"> <li>▪ No</li> </ul>	60.6%	60.6%	0.0%	75.0%
<b>B17</b>	Have you organized any follow-up training?	<ul style="list-style-type: none"> <li>▪ Yes</li> </ul>	42.4%	42.4%	0.0%	50.0%
		<ul style="list-style-type: none"> <li>▪ No</li> </ul>	57.6%	57.6%	0.0%	50.0%

## Section C: Knowledge & Understanding

Q#	Question	Response Options	Composite	Participant	Non-Participant	Female
C1	What level of risk for natural and man-made disasters does your country face?	■ High Risk	40.0%	30.3%	66.7%	30.0%
		■ Medium Risk	51.1%	57.6%	33.3%	70.0%
		■ Low Risk	8.9%	12.1%	0.0%	0.0%
		■ No Risk	0.0%	0.0%	0.0%	0.0%
C2	From the following list, please select the three natural and man-made disasters to which your country is most at risk: <ul style="list-style-type: none"> <li>■ Cyclones</li> <li>■ Disease Epidemics (Cholera, HIV/AIDS, malaria, etc.)</li> <li>■ Displacement of people on large scale</li> <li>■ Drought</li> <li>■ Economic Instability</li> <li>■ Flooding</li> <li>■ Earthquakes</li> <li>■ Heavy Rain/Wind Storms</li> <li>■ Political Unrest</li> </ul>	List the risks beginning with the highest: <ul style="list-style-type: none"> <li>■ 1:</li> <li>■ 2:</li> <li>■ 3:</li> <li>■ 4:</li> </ul>	1 <sup>st</sup> : 37.5% 2 <sup>nd</sup> : 25.0% 3 <sup>rd</sup> : 37.5% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 42.9% 2 <sup>nd</sup> : 14.3% 3 <sup>rd</sup> : 42.9% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 100.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
			1 <sup>st</sup> : 31.0% 2 <sup>nd</sup> : 31.9% 3 <sup>rd</sup> : 20.7% 4 <sup>th</sup> : 17.2%	1 <sup>st</sup> : 31.8% 2 <sup>nd</sup> : 31.8% 3 <sup>rd</sup> : 18.2% 4 <sup>th</sup> : 18.2%	1 <sup>st</sup> : 28.6% 2 <sup>nd</sup> : 28.6% 3 <sup>rd</sup> : 28.6% 4 <sup>th</sup> : 14.3%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 16.7% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 16.7%
			1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> : 37.5% 4 <sup>th</sup> : 12.5%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> : 50.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> : 25.0% 4 <sup>th</sup> : 25.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 66.7% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 33.3%
			1 <sup>st</sup> : 16.1% 2 <sup>nd</sup> : 25.8% 3 <sup>rd</sup> : 41.9% 4 <sup>th</sup> : 16.1%	1 <sup>st</sup> : 13.0% 2 <sup>nd</sup> : 30.4% 3 <sup>rd</sup> : 43.5% 4 <sup>th</sup> : 13.0%	1 <sup>st</sup> : 25.0% 2 <sup>nd</sup> : 12.5% 3 <sup>rd</sup> : 37.5% 4 <sup>th</sup> : 25.0%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 16.7% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 16.7%
			1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 22.2% 3 <sup>rd</sup> : 11.1% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 37.5% 2 <sup>nd</sup> : 25.0% 3 <sup>rd</sup> : 12.5% 4 <sup>th</sup> : 25.5%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%	1 <sup>st</sup> : 100.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
			1 <sup>st</sup> : 31.4% 2 <sup>nd</sup> : 31.4% 3 <sup>rd</sup> : 20.0% 4 <sup>th</sup> : 17.1%	1 <sup>st</sup> : 32.0% 2 <sup>nd</sup> : 32.0% 3 <sup>rd</sup> : 16.0% 4 <sup>th</sup> : 20.0%	1 <sup>st</sup> : 30.0% 2 <sup>nd</sup> : 30.0% 3 <sup>rd</sup> : 30.0% 4 <sup>th</sup> : 10%	1 <sup>st</sup> : 10.0% 2 <sup>nd</sup> : 40.0% 3 <sup>rd</sup> : 30.0% 4 <sup>th</sup> : 20.0%
			1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%
			1 <sup>st</sup> : 23.8% 2 <sup>nd</sup> : 19.0% 3 <sup>rd</sup> : 28.6% 4 <sup>th</sup> : 28.6%	1 <sup>st</sup> : 26.7% 2 <sup>nd</sup> : 13.2% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 16.7% 2 <sup>nd</sup> : 33.3% 3 <sup>rd</sup> : 16.7% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 20.0% 2 <sup>nd</sup> : 20.0% 3 <sup>rd</sup> : 20.0% 4 <sup>th</sup> : 40.0%
			1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 16.7% 4 <sup>th</sup> : 50.0%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 66.7%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 66.7%

	<ul style="list-style-type: none"> <li>▪ Volcanoes</li> </ul>		1 <sup>st</sup> : 20.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 80.0%	1 <sup>st</sup> : 25.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 75.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
	<ul style="list-style-type: none"> <li>▪ Violence/Conflict</li> </ul>		1 <sup>st</sup> : 41.7% 2 <sup>nd</sup> : 8.3% 3 <sup>rd</sup> : 16.7% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 28.6% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 14.3% 4 <sup>th</sup> : 57.1%	1 <sup>st</sup> : 60.0% 2 <sup>nd</sup> : 20.0% 3 <sup>rd</sup> : 20.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 75.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 25.0% 4 <sup>th</sup> : 0.0%
	<ul style="list-style-type: none"> <li>▪ Other</li> </ul>		1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 25.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 75.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 33.3% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 66.7%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
C3	How frequently were you required to respond to an emergency or a disaster as part of your professional duties in the past 3 years?	▪ 1-2 times	46.7%	60.6%	8.3%	50.0%
		▪ 3-4 times	20.0%	18.2%	25.0%	0.0%
		▪ 5 or more times	26.7%	18.2%	50.0%	40.0%
		▪ I have never been required to respond to an emergency or disaster	6.7%	3.0%	16.7%	10.0%
C4	To what extent do you agree or disagree with the following statement?  <i>I feel confident that I have the knowledge to know how to conduct a conflict or disaster risk mapping exercise in my community or for my organization.</i>	▪ Agree	64.4%	63.6%	66.7%	40.0%
		▪ Neutral/Neither Agree nor Disagree	22.2%	27.3%	8.3%	0.0%
		▪ Disagree	13.3%	9.1%	25.0%	60.0%
C5	To what extent do you agree or disagree with the following statement?  <i>I feel confident that I have the knowledge to know how to help my community or organization develop an emergency action plan.</i>	▪ Agree	80.0%	81.8%	75.0%	50.0%
		▪ Neutral/Neither Agree nor Disagree	11.1%	12.1%	8.3%	10.0%
		▪ Disagree	8.9%	6.1%	16.7%	40.0%
C6	To what extent do you agree or disagree with the following statement?  <i>I feel confident that I could identify organizations in my country that are working on EPR/DRR issues in the education sector.</i>	▪ Agree	86.7%	90.9%	75.0%	70.0%
		▪ Neutral/Neither Agree nor Disagree	8.9%	9.1%	8.3%	20.0%
		▪ Disagree	4.4%	0.0%	16.7%	10.0%

C7a	Which of the following frameworks for EPR/DRR in the education sector have you found most useful in your work?	<ul style="list-style-type: none"> <li>▪ Hyogo Framework for Action</li> </ul>	24.4%	21.1%	33.3%	10.0%
		<ul style="list-style-type: none"> <li>▪ Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards</li> </ul>	44.4%	45.5%	41.7%	40.0%
		<ul style="list-style-type: none"> <li>▪ UNICEF's Core Commitments for Children in Humanitarian Action (CCC)</li> </ul>	26.7%	30.3%	16.7%	30.0%
		<ul style="list-style-type: none"> <li>▪ None of the Above</li> </ul>	0.0%	0.0%	0.0%	0.0%
		<ul style="list-style-type: none"> <li>▪ Other</li> </ul>	4.4%	3.0%	8.3%	20.0%
C8a	Have you observed differences between girls and boys in the challenges they face after an emergency?	<ul style="list-style-type: none"> <li>▪ Yes</li> </ul>	84.1%	81.8%	90.9%	90.0%
		<ul style="list-style-type: none"> <li>▪ No</li> </ul>	15.9%	18.2%	9.1%	10.0%
C9a	Do female and male first responders encounter different challenges in an emergency?	<ul style="list-style-type: none"> <li>▪ Yes</li> </ul>	75.0%	75.8%	72.7%	70.0%
		<ul style="list-style-type: none"> <li>▪ No</li> </ul>	25.0%	24.2%	27.3%	30.0%
C10	If you were conducting a rapid education assessment at the community level after a disaster, which of the following items would you include? (Please select all that apply.)	<ul style="list-style-type: none"> <li>▪ An assessment of past disasters and future risks</li> </ul>	65.1%	68.8%	54.5%	70.0%
		<ul style="list-style-type: none"> <li>▪ Local health facilities</li> </ul>	74.4%	75.0%	72.7%	70.0%
		<ul style="list-style-type: none"> <li>▪ Nearby water points</li> </ul>	83.7%	84.4%	81.8%	70.0%
		<ul style="list-style-type: none"> <li>▪ Number of schools damaged or destroyed</li> </ul>	100.0%	100.0%	100.0%	100.0%
		<ul style="list-style-type: none"> <li>▪ Physical risks to the learning spaces</li> </ul>	88.5%	87.5%	90.9%	100.0%
		<ul style="list-style-type: none"> <li>▪ Types of space and materials available for sports/play</li> </ul>	74.4%	81.3%	54.5%	60.0%
C11	If a school was going to develop an emergency action plan, which of the following items should it include in the plan? (Please select all that apply.)	<ul style="list-style-type: none"> <li>▪ Alternative schooling sites</li> </ul>	90.7%	90.6%	90.0%	80.0%
		<ul style="list-style-type: none"> <li>▪ An assessment of past disasters and future risks</li> </ul>	72.1%	65.6%	90.0%	90.0%
		<ul style="list-style-type: none"> <li>▪ Building and site evacuation plans</li> </ul>	79.1%	81.3%	72.7%	70.0%
		<ul style="list-style-type: none"> <li>▪ Buddy system for students and teachers</li> </ul>	60.5%	62.5%	54.5%	70.0%

		<ul style="list-style-type: none"> <li>▪ Distribution points for humanitarian aid</li> </ul>	74.4%	75.0%	72.7%	70.0%
		<ul style="list-style-type: none"> <li>▪ Safe assembly points</li> </ul>	90.7%	87.5%	100.0%	100.0%
		<ul style="list-style-type: none"> <li>▪ School and neighbourhood maps</li> </ul>	93.0%	93.8%	90.0%	90.0%
C12a	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>It is acceptable to use undamaged schools as distribution points for aid during an emergency.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> </ul>	37.2%	34.4%	45.5%	30.0%
		<ul style="list-style-type: none"> <li>▪ Neutral/Neither Agree nor Disagree</li> </ul>	14.0%	12.5%	18.2%	10.0%
		<ul style="list-style-type: none"> <li>▪ Disagree</li> </ul>	48.8%	53.1%	36.4%	60.0%
C13	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>There is very little that communities and schools can do to prevent emergencies from disrupting classes.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> </ul>	16.3%	21.9%	0.0%	10.0%
		<ul style="list-style-type: none"> <li>▪ Neutral/Neither Agree nor Disagree</li> </ul>	14.0%	15.6%	9.1%	10.0%
		<ul style="list-style-type: none"> <li>▪ Disagree</li> </ul>	69.8%	62.5%	90.9%	80.0%
C14	<p>To what extent do you agree or disagree with the following statement?</p> <p><i>In emergencies, it is possible to continue with classes even if resources like textbooks and buildings have been destroyed.</i></p>	<ul style="list-style-type: none"> <li>▪ Agree</li> </ul>	90.7%	90.6%	90.9%	90.0%
		<ul style="list-style-type: none"> <li>▪ Neutral/Neither Agree nor Disagree</li> </ul>	4.7%	3.1%	9.1%	0.0%
		<ul style="list-style-type: none"> <li>▪ Disagree</li> </ul>	4.7%	6.3%	0.0%	10.0%

## Section D: EPR/DRR Practices

Q#	Question	Response Options	Composite	Participant	Non-Participant	Female
<b>MAPPING AND PLANNING</b>						
D1	Does the national government in your country have a national emergency response plan?	Yes	81.4%	87.5%	63.6%	70.0%
		No	11.6%	3.1%	36.4%	30.0%
		Do Not Know/I Am Not Aware	7.0%	9.4%	0.0%	0.0%
D2	Does your organization have an emergency response plan?	Yes	83.7%	87.5%	72.7%	70.0%
		No	9.3%	6.3%	18.2%	20.0%
		Do Not Know/I Am Not Aware	7.0%	6.3%	9.1%	10.0%

D3	Do schools in your area have emergency response plans?	Yes	11.6%	15.6%	0.0%	0.0%
		No	55.8%	59.4%	45.5%	60.0%
		Do Not Know/I Am Not Aware	32.6%	25.0%	54.5%	40.0%
D4	Have you or your organization conducted risk and capacity mapping exercise as part of EPR/DRR activities?	Yes	69.8%	78.1%	45.5%	40.0%
		No	20.9%	15.6%	36.4%	40.0%
		Do Not Know/I Am Not Aware	9.3%	6.3%	18.2%	20.0%
D5	Have risk and capacity mapping exercises been conducted at the community and school level?	Yes	32.6%	37.5%	18.2%	20.0%
		No	39.5%	40.6%	36.4%	30.0%
		Do Not Know/I Am Not Aware	27.9%	21.9%	45.5%	50.0%
D6	Have students and community members been involved in the development of an emergency response plan at the school and community level?	Yes	25.6%	25.0%	27.3%	10.0%
		No	44.2%	46.9%	36.4%	50.0%
		Do Not Know/I Am Not Aware	30.2%	28.1%	36.4%	40.0%
<b>CO-ORDINATION</b>						
D7	Has a working group that focuses on EPR/DRR in the education sector been set up at your level?	Yes	72.1%	81.3%	45.5%	60.0%
		No	16.3%	15.6%	18.2%	20.0%
		Do Not Know/I Am Not Aware	11.6%	3.1%	36.4%	20.0%
D8	If such a working group exists, how frequently does it meet?	Once a year	6.7%	8.0%	0.0%	0.0%
		Once every six months	0.0%	0.0%	0.0%	0.0%
		Quarterly	30.0%	36.0%	0.0%	20.0%
		Monthly	46.7%	40.0%	80.0%	60.0%
		More than once a month	13.3%	12.0%	20.0%	0.0%
		Do Not Know/I Am Not Aware	3.3%	4.0%	0.0%	20.0%
D9	Do you or someone from your organization participate in the working group?	Yes	96.7%	96.0%	100%	83.3%
		No	3.3%	4.0%	0.0%	16.7%
		Do Not Know/I Am Not Aware	0.0%	0.0%	0.0%	0.0%
D11	Are these civil society organizations involved in	Yes	85.7%	87.5%	80.0%	77.8%
		No	7.1%	6.3%	10.0%	11.1%

	government emergency and disaster planning and response?	Do Not Know/I Am Not Aware	7.1%	6.3%	10.0%	11.1%
D12	What is the level of coordination between the relevant EPR/DRR organizations and partners in the education sector at the community level?	There is a high level of coordination.	38.1%	31.3%	60.0%	55.6%
		There is a low level of coordination.	52.4%	59.4%	30.0%	22.2%
		Do Not Know/I Am Not Aware	9.5%	9.4%	10.0%	22.2%
D13	What is the level of coordination between the relevant DRP/DRR organizations and partners in the education sector at the community and district or sub-national levels?	There is a high level of coordination.	33.3%	28.1%	50.0%	44.4%
		There is a low level of coordination.	59.5%	65.6%	40.0%	44.4%
		Do Not Know/I Am Not Aware	7.1%	6.3%	10.0%	11.1%
D14	What is the level of coordination between the relevant DRP/DRR organizations and partners in the education sector at the district or sub-national level and national levels?	There is a high level of coordination.	33.3%	31.3%	40.0%	55.6%
		There is a low level of coordination.	57.1%	59.4%	50.0%	33.3%
		Do Not Know/I Am Not Aware	9.5%	9.4%	10.0%	11.1%
D15	How frequently do you discuss or share information with colleagues from other organizations regarding DRR/EPR in education?	Once a year	9.5%	12.5%	0.0%	11.1%
		Once every six months	7.1%	6.3%	10.0%	11.1%
		Quarterly	26.2%	31.3%	10.0%	0.0%
		Monthly	31.0%	31.3%	30.0%	44.4%
		More than once a month	9.5%	3.1%	30.0%	0.0%
		I haven't yet discussed or shared EPR/DRR information with colleagues from other organizations	14.3%	12.5%	20.0%	22.2%
		Do Not Know/I Am Not Aware	2.4%	3.1%	0.0%	11.1%
<b>PREPARATION &amp; RESPONSE</b>						
D16 a	Do schools and communities conduct disaster and emergency drills?	Yes	16.7%	15.6%	20.0%	0.0%
		No	59.5%	62.5%	50.0%	55.6%
		Do Not Know/I Am Not Aware	23.8%	21.9%	30.0%	44.4%
D16 b	If yes, how frequently are the drills conducted? (One time per year, etc.)	Monthly	0.0%	0.0%	0.0%	0.0%
		Four times a year	20.0%	33.3%	0.0%	0.0%
		Twice a year	0.0%	0.0%	0.0%	0.0%
		Once a year	80.0%	66.7%	100.0%	0.0%
		Less than once a year (e.g. once every 2-3 years)	0.0%	0.0%	0.0%	0.0%
D17	Have students and community members been trained in how to respond	Yes	35.7%	34.4%	40.0%	11.1%
		No	33.3%	34.4%	30.0%	33.3%

	to emergencies that may occur in their region?	Do Not Know/I Am Not Aware	31.0%	31.3%	30.0%	55.6%
D18 a	Do clubs or other organizations, such as the Scouts, exist at the school and community level?	Yes	73.8%	75.0%	70.0%	66.7%
		No	14.3%	18.8%	0.0%	0.0%
		Do Not Know/I Am Not Aware	11.9%	6.3%	30.0%	33.3%
D18 b	Do these clubs and organizations carry out disaster preparedness activities or discuss emergency preparedness?	Yes	45.2%	50.0%	28.6%	33.3%
		No	16.1%	16.7%	14.3%	16.7%
		Do Not Know/I Am Not Aware	38.7%	33.3%	57.1%	50.0%
D19	Is the government taking steps to ensure that schools are built according to standards to minimize damage during natural disasters?	Yes	71.4%	78.1%	50.0%	55.6%
		No	21.4%	15.6%	40.0%	22.2%
		Do Not Know/I Am Not Aware	7.1%	6.3%	10.0%	22.2%
D20	Do communities and schools have access to early warning systems for natural disasters or civil unrest?	Yes	45.2%	43.8%	50.0%	44.4%
		No	33.3%	31.3%	40.0%	33.3%
		Do Not Know/I Am Not Aware	21.4%	25.0%	10.0%	22.2%
D21	Have DRR/EPR principles and best practices been incorporated into the national curriculum?	Yes	26.2%	28.1%	20.0%	33.3%
		No	50.0%	50.0%	50.0%	22.2%
		Do Not Know/I Am Not Aware	23.8%	21.9%	30.0%	44.4%
D22	Are new teachers trained in DRR/EPR principles and practices?	Yes	14.3%	18.8%	0.0%	11.1%
		No	57.1%	62.5%	40.0%	44.4%
		Do Not Know/I Am Not Aware	28.6%	18.8%	60.0%	44.4%
D23	Are EPR/DRR training materials for teachers available?	Yes	28.6%	31.3%	20.0%	33.3%
		No	47.6%	53.1%	30.0%	33.3%
		Do Not Know/I Am Not Aware	23.8%	15.6%	50.0%	33.3%
D24	Are there mechanisms in place to monitor EPR/DRR activities at the district and school level?	Yes	45.2%	50.0%	30.0%	33.3%
		No	38.1%	40.6%	30.0%	33.3%
		Do Not Know/I Am Not Aware	16.7%	9.4%	40.0%	33.3%

## Section E: Addressing Gaps and the Direction of Future Programming

Q #	Question	Response Options	Composite	Participant	Non-Participant	Female
E4	What are the main three challenges that prevent EPR/DRR policies and practices from being integrated in the education sector in your country? Please rank them starting from the biggest challenge.	Capacity	1 <sup>st</sup> : 30.0% 2 <sup>nd</sup> :23.3% 3 <sup>rd</sup> :23.3% 4 <sup>th</sup> :23.3%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 23.8% 3 <sup>rd</sup> : 23.8% 4 <sup>th</sup> : 19.0%	1 <sup>st</sup> : 22.2% 2 <sup>nd</sup> : 22.2% 3 <sup>rd</sup> : 22.2% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 28.6% 2 <sup>nd</sup> :14.3% 3 <sup>rd</sup> : 28.6% 4 <sup>th</sup> : 28.6%
		Co-ordination	1 <sup>st</sup> : 25.0% 2 <sup>nd</sup> : 35.7% 3 <sup>rd</sup> : 21.4% 4 <sup>th</sup> : 17.9%	1 <sup>st</sup> : 23.8% 2 <sup>nd</sup> : 42.9% 3 <sup>rd</sup> : 19.0% 4 <sup>th</sup> : 14.3%	1 <sup>st</sup> : 28.6% 2 <sup>nd</sup> : 14.3% 3 <sup>rd</sup> : 28.6% 4 <sup>th</sup> : 28.6%	1 <sup>st</sup> : 37.5% 2 <sup>nd</sup> : 37.5% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 25.0%
		Knowledge	1 <sup>st</sup> : 12.5% 2 <sup>nd</sup> : 31.3% 3 <sup>rd</sup> : 37.5% 4 <sup>th</sup> : 18.8%	1 <sup>st</sup> : 10.0% 2 <sup>nd</sup> : 40.0% 3 <sup>rd</sup> : 40.0% 4 <sup>th</sup> : 10.0%	1 <sup>st</sup> : 16.7% 2 <sup>nd</sup> : 16.7% 3 <sup>rd</sup> : 33.3% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 14.3% 2 <sup>nd</sup> : 28.6% 3 <sup>rd</sup> : 42.9% 4 <sup>th</sup> : 14.3%
		Low priority of EPR/DRR issues in education sector	1 <sup>st</sup> : 30.0% 2 <sup>nd</sup> : 15.0% 3 <sup>rd</sup> : 35.0% 4 <sup>th</sup> : 20.0%	1 <sup>st</sup> : 35.3% 2 <sup>nd</sup> : 11.8% 3 <sup>rd</sup> : 41.2% 4 <sup>th</sup> : 11.8%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 33.3% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 66.7%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> : 50.0% 4 <sup>th</sup> : 0.0%
		Remoteness of communities	1 <sup>st</sup> : 18.2% 2 <sup>nd</sup> : 18.2% 3 <sup>rd</sup> : 45.5% 4 <sup>th</sup> : 18.2%	1 <sup>st</sup> : 22.2% 2 <sup>nd</sup> : 11.1% 3 <sup>rd</sup> : 55.6% 4 <sup>th</sup> : 11.1%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 50.0%	1 <sup>st</sup> : 100.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
		Resources	1 <sup>st</sup> : 41.4% 2 <sup>nd</sup> : 20.7% 3 <sup>rd</sup> : 17.2% 4 <sup>th</sup> : 20.7%	1 <sup>st</sup> : 35.0% 2 <sup>nd</sup> : 20.0% 3 <sup>rd</sup> : 15.0% 4 <sup>th</sup> : 30.0%	1 <sup>st</sup> : 55.6% 2 <sup>nd</sup> : 22.2% 3 <sup>rd</sup> : 22.2% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 25.0% 2 <sup>nd</sup> : 12.5% 3 <sup>rd</sup> : 25.0% 4 <sup>th</sup> : 37.5%
		Training	1 <sup>st</sup> : 7.1% 2 <sup>nd</sup> : 21.4% 3 <sup>rd</sup> : 7.1% 4 <sup>th</sup> : 64.3%	1 <sup>st</sup> : 8.3% 2 <sup>nd</sup> : 16.7% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 75.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 50.0% 3 <sup>rd</sup> :50.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 100.0%
		Other	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 33.3% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 33.3% 2 <sup>nd</sup> : 33.3% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 33.3%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%	1 <sup>st</sup> : 0.0% 2 <sup>nd</sup> : 0.0% 3 <sup>rd</sup> : 0.0% 4 <sup>th</sup> : 0.0%
E5 a	How useful would you find a web-based platform (such as a Google group) that would connect stakeholders working in EPR/DRR in the education sector throughout the region and offer the opportunity for members to pose and respond to questions, post blog entries, and share resources/knowledge with each other?	I would find it useful and I would probably participate frequently.	58.5%	58.1%	60.0%	88.9%
		I would find it useful and I would probably participate occasionally.	31.7%	35.5%	20.0%	0.0%
		I would find it useful, but I would probably not participate.	4.9%	6.5%	0.0%	0.0%
		I would not find it useful.	4.9%	0.0%	20.0%	11.1%



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ANNEX F:

# BURUNDI COUNTRY CASE STUDY

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## ACKNOWLEDGMENTS

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On behalf of the evaluation team, we would like to express our gratitude to the staff at UNICEF's Regional Office in Nairobi and Country Office in Burundi, particularly Pierre Willem, as well as Mr. Platin Havyarimana of the Ministry of Education for their assistance in facilitating this field study. We also wish to thank the people we met throughout Burundi who took the time to share their experiences with us.

### *Burundi Field Research Team*

Gianni Rufini

Nicoletta Antonini

*Cover Photo: Children in School constructed by UNICEF in Muriru  
Nicoletta Antonini, 2011.*

# 1 INTRODUCTION

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This report presents the main findings from the Burundi country visit, which is the second case study conducted by the evaluation team from the Institute for Effective Education (IEE) and the Post-war Reconstruction & Development Unit (PRDU) at the University of York (UK) on behalf of the United Nations Children's Fund (UNICEF) as part of the *Evaluation of Emergency Preparedness and Response and Disaster Risk Reduction Capacity Development in the Eastern and Southern Africa Region (ESAR)*.

The goal of this country case study was to examine how the capacity development (CD) training implemented through UNICEF's Education in Emergencies and Post-crisis Transition (EEPCT) Programme has impacted national emergency preparedness and response (EPR) in the education sector in Burundi. Specifically, the evaluation team aimed to assess the capacity of both individuals and institutions that have participated in the capacity development training and to measure the strategy's institutionalization at the local, provincial, and national levels.

The independent evaluation team conducted a field visit in Burundi from 3-16 December 2011. Their activities were facilitated by Mr. Pierre Willem, the UNICEF Burundi Country Office DRR Consultant and Mr. Platin Havyarimana, a General Advisor to the Direction of the Pedagogic Bureau of the Ministry of Education (MoE). The evaluation in Burundi assessed the EPR/DRR knowledge and practices of individuals who attended the EPR/DRR trainings. The evaluation team also explored whether and how the capacity development strategy contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and the sub-national level. Finally, the evaluation sought to identify and recommend measures to address capacity gaps.

The evaluation team explored if and how UNICEF's capacity building training and institutionalization programme helped the participants develop the knowledge, skills, and technical capacity of emergency preparedness and response within the education sector at the national, sub-national, district, and community levels. The results of their field research also helped determine if the capacity building training led to the creation of effective action plans for emergency preparedness at each level.

The results of the Burundi country case study outlined in this report aim to assist the UNICEF Burundi Country Office and the ESARO in Nairobi in identifying and understanding the achievements made by the capacity development/institutionalization efforts, as well as recognizing challenges to the programme's success. This report also presents recommendations to assist the country and regional offices in their decision-making processes and provide reliable evidence to aid UNICEF in its advocacy and fund-raising efforts. Finally, the evaluation will draw lessons for future EPR/DRR capacity development/institutionalization in the education sector, focusing particularly on recommendations for programme improvement, including the development of a robust monitoring & evaluation framework based upon the principles of effectiveness, adequacy, and sustainability.

## 2 CONTEXTUAL ANALYSIS

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The following analysis begins by briefly presenting the current situation in Burundi, introducing some of the key elements for EPR/DRR, at national and local level, exploring the natural disasters to which the country is subjected, the humanitarian situation and the impact of the previous two on the Education sector.

The purpose of this section is to not to provide a detailed account of the complex conflicts and broader fragility within Burundi but to establish the importance and the relevance of EPR/DRR in the Education sector, and how effectively these two elements can improve the situation and diminish the risk of a catastrophe.

### 2.1 BURUNDI COUNTRY CONTEXT

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Burundi is a very poor fragile country in transition from conflict to development. Decades of civil war, which ended in 2005, displaced over a million people (most of whom fled to Tanzania) and cost an estimated 300,000 lives. Located in the volatile Great Lakes region, and bordered by Rwanda, Tanzania and the Democratic Republic of Congo, it is in the bottom ten in the world for almost every economic and human development indicator.<sup>253</sup> Its stability is important for the stability of the whole Great Lakes region due to the interconnectedness of the different countries political situations. Today Burundi's political situation remains volatile, while deforestation, soil erosion and climate change contribute to the devastating impact of natural disasters.

Burundi faces a number of complex problems, including poor governance, corruption, instability, overpopulation, overreliance on agriculture, and a lack of infrastructure connecting it to regional or international networks.<sup>254</sup> It has one of the highest population densities in Africa (300 persons/km<sup>2</sup>). Only one in two children go to school, and approximately one in 15 adults has HIV/AIDS, one of the most heavily affected countries in Africa. Many children have lost one or both parents to war or as a result of HIV/AIDS. Food, medicine, and electricity remain in short supply. Less than 2% of the population has electricity in its homes.<sup>255</sup> Currently it is unlikely to meet most of the Millennium Development Goals. Burundi is heavily dependent on aid from bilateral and multilateral donors with foreign aid representing 42% of its national income, the second highest rate in Sub-Saharan Africa. In 2007 the delay of funds after a corruption scandal cut off bilateral aid, severely reduced the government's revenues and its ability to pay salaries.<sup>256</sup> However, Burundi is a relative donor orphan in comparison to its neighbours and to the needs of a post-conflict fragile state.<sup>257</sup> It faces potential problems with the withdrawal of bilateral aid from the UK (from 2012 onwards) and the impact this

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<sup>253</sup> This information available at: <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmintdev/1134/113404.htm>. Retrieved 14 February 2012.

<sup>254</sup> This information available at: <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmintdev/1134/113404.htm>. Retrieved 14 February 2012.

<sup>255</sup> This information available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/by.html>. Retrieved 14 February 2012.

<sup>256</sup> This information available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/by.html>. Retrieved 14 February 2012.

<sup>257</sup> This information available at: <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmintdev/1134/113405.htm>. Retrieved 14 February 2012.

may have on other donors and their work on ensuring that Burundi continues along the path of further development.

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### 2.1.1 WAR, POVERTY, AND HUMANITARIAN CRISES

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Burundi has been the scene of recurrent violence and protracted war since its independence in 1962. This was mainly as a result of widening social divisions and ethnic tensions between the majority Hutu (85 per cent of the population) and the minority Tutsi (15 per cent). A series of confrontations between the two groups after independence, including violent repressions of the Hutu population in 1965 and 1972, led to the break-out of civil war in 1993 between the Tutsi-dominated security forces and Hutu-dominated armed opposition groups. In that year, the assassination of Burundi's first democratically elected and first Hutu President, Melchior Ndadaye, after just four months in office, led to widespread ethnic violence that would last more than a decade and lead hundreds of thousands dead and many more displaced. The conflict pitted the government's army against various mainly Hutu rebel movements whose principal demand was the reform of the Tutsi-dominated army which was considered to be the true axis of power in Burundi. The civil war in Burundi was set in a broader regional context, both politically and militarily, and fighting and populations spilled over borders. Opposition forces in Rwanda and DRC were reportedly supporting Burundian armed groups, and vice versa, while each of the countries also hosted the other countries refugees.

After 13 years of civil war, the Government of Burundi signed a ceasefire agreement with the leaders of the last rebel group, the National Forces for Liberation (FNL) in September 2006. However the ceasefire proved fragile and inter-ethnic violence broke out on a regular basis. Finally on 21 April 2009, the FNL were disarmed and registered as a political party bringing hopes of real peace in Burundi. Burundi held a series of elections in 2010, Nkurunziza returned as president with a 91% of the vote, and his CNDD-FDD party occupies a majority position in the government. However events since the 2010 elections have raised fears of renewed conflict. The 2010 local election results in which the ruling party gained 64% of the vote were met with calls of 'massive electoral fraud' by the opposition, despite observers declaring the vote relatively free and fair. Their calls for boycotts of the further elections led to the overwhelming victory for the ruling party in the presidential and legislative elections. On the pretext of dealing with violent incidents during the elections, the security forces began arresting opposition members and many leaders fled abroad to avoid arrest. The leader of the FNL, Agathon Rwaswa went into hiding, and is rumoured to be reorganising his forces across the border in Eastern DR Congo. There have been a number of brutal killings in FNL strongholds by what the government call 'armed bandits' and murders of politicians and party activists on both sides. The most recent violent attack was on 18 September 2011 when 35 people were murdered in Gatumba, possibly by FNL<sup>258</sup>. Finally, the situation in the western part of the country will be potentially fragile depending on the lasting outcome of the DRC presidential elections in November 2012, due to possible violence across the border that could lead to population movements and potential attacks by the rebels.

As of end August 2011, there were still over 67,000 Burundian refugees in Tanzania. The vast majority of refugees who have not yet come back are reluctant to do so. Of the 67,000 refugees left in Tanzania, 38,000 are in one single camp and it is unlikely that deadlines for camp closure will be

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<sup>258</sup> This information available from: <http://www.fco.gov.uk/en/travel-and-living-abroad/travel-advice-by-country/sub-saharan-africa/burundi/>. Retrieved 6 October 2011.

met.<sup>259</sup> Burundi is also host to a population of Congolese refugees as well as over 150,000 IDPs.<sup>260</sup> Returns have occurred however, and these have the potential to put pressure on already weak existing social services and infrastructure. Most displaced persons face problems similar to those of all Burundians: food insecurity, lack of access to basic services, crime and banditry.<sup>261</sup> The density of the population and limited land mass means that conflicts over access to and ownership of land are an additional risk factor for the population.

Despite expectations of improvements, the political situation in Burundi has remained tense, and the population has continued to suffer from armed attacks. The tensions within society have moved from being more on inter-ethnic lines to being around political cleavages within the Hutu majority.<sup>262</sup> Human rights organizations and the media have reported arbitrary arrests, torture and extra-judicial killings. The tense security environment does not help an economy ravaged by high inflation and frequent scarcities of imported commodities.<sup>263</sup> The peace process depends on the ability of the current government to build strong institutions to foster democracy. However the extreme poverty, lack of law and order and human right violations still remain as barriers to stability. Additionally, the issue of the integration of former rebels into state institutions and security forces is unresolved.<sup>264</sup> Burundi is not near a return to full civil war, but by marginalising and repressing the opposition, the CNDD-FDD is in effect reinforcing a nascent rebellion and doing harm to democracy.<sup>265</sup> A recent report by the International Crisis Group also points out that despite the establishment of anti-corruption agencies, Burundi is facing a deepening corruption crisis that threatens to jeopardise a peace that is based on development and economic growth bolstered by the state and driven by foreign investment. The “neopatrimonialist” practices of the party in office since 2005 has relegated Burundi to the lowest governance rankings, reduced its appeal to foreign investors, damaged relations with donors; and contributed to social discontent. More worrying still, neopatrimonialism is undermining the credibility of post-conflict institutions, relations between former Tutsi and new Hutu elites and cohesion within the ruling party, whose leaders are regularly involved in corruption scandals.<sup>266</sup>

Economically, Burundi is one of the poorest nations in the world. It is ranked 185 in the Human Development Index, with two-thirds of the population living on less than \$1 USD per day<sup>267</sup> and with a per capita GDP of \$160 USD.<sup>268</sup> Burundi is a landlocked, resource-poor country with an underdeveloped manufacturing sector. The economy is predominantly agricultural which accounts

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<sup>259</sup> This information available at: <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmintdev/1134/113407.htm>. Retrieved 14 February 2012.

<sup>260</sup> This information is available at: <http://www.unhcr.org/pages/49e45c056.html>. Retrieved 6 June 2012.

<sup>261</sup> This information available at: <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e45c056>. Retrieved 14 February 2012.

<sup>262</sup> International Crisis Group, (2011) Burundi: From electoral boycott to political impasse, Africa Report N. 169.

<sup>263</sup> This information available at: <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e45c056>. Retrieved 14 February 2012.

<sup>264</sup> This information available at: <http://www.insightonconflict.org/conflicts/burundi/conflict-profile/>. Retrieved 14 February 2012.

<sup>265</sup> International Crisis Group, (2011) Burundi: From electoral boycott to political impasse, Africa Report N. 169

<sup>266</sup> This information available at: <http://www.crisisgroup.org/en/regions/africa/central-africa/burundi/185-burundi-la-crise-de-corruption.aspx>. Retrieved 23 March 2012.

<sup>267</sup> This information available at: <http://hdrstats.undp.org/en/countries/profiles/BDI.html>. Retrieved 6 October 2011.

<sup>268</sup> This information available at: <http://www.unicef.org/infobycountry/files/BurundiAR2010.pdf>. Retrieved 6 October 2011.

for just over 30% of GDP and employs more than 90% of the population.<sup>269</sup> Although Burundi is potentially self-sufficient in food production, overpopulation, and soil erosion have all contributed to the contraction of the economy by 25% in recent years. Burundi's export earnings—and its ability to pay for imports—rests primarily on weather conditions and international coffee and tea prices, making for a shaky economy.<sup>270</sup> In recent years China has been investing in Burundi's infrastructure, improving roads throughout the country. However, even with improvements to infrastructure, Burundi's economy and broader development are negatively affected by poor education and corruption. A better educated, more literate population is key to helping improve the country's economic and developmental situation.

Alongside poverty, food insecurity and consequently malnutrition are a significant problem for a large number of Burundians. Since the beginning of the civil war in 1993, food insecurity has persisted and in 2007 the food deficit was estimated at 38%, limiting the coverage of people's energy needs to only 75%. The most vulnerable are the children aged 12–59 months who are at high risk of malnutrition. Young people and pregnant/lactating women are also vulnerable. Chronic malnutrition stood at 46% in 2007, while the average acute malnutrition rate dropped from 7.5% in 2000 to 5.6% in 2007, although some provinces were peaking at 11.5%.<sup>271</sup>

## 2.1.2 NATURAL DISASTERS

It is worth mentioning that despite Burundi's history of complex emergencies related to political and ethnic crises, at this period in its history these issues do not appear to be major concerns and hopefully the political situation will not deteriorate once more. Rather, the main emergency and

**Table 1: Vulnerability and Risk to Natural Disasters in Burundi<sup>276</sup>**

	Vulnerability Index <sup>272</sup>	Risk Absolute <sup>273</sup>	Risk Relative <sup>274</sup>	Mortality Risk Index <sup>275</sup>
Multiple	Yellow	Green	Light Green	Light Green
Flood	Orange	Teal	Green	Green
Landslide	Red	Green	Green	Green
Earthquake	Blue	Dark Blue	White	Dark Blue

**Legend:**



<sup>269</sup> This information available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/by.html>. Retrieved 14 February 2012.

<sup>270</sup> This information available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/by.html>. Retrieved 14 February 2012.

<sup>271</sup> UNICEF (2009) Humanitarian Action Report.

<sup>272</sup> The Vulnerability Index is the estimated number of people killed per year, per million exposed.

<sup>273</sup> Risk Absolute is the average number of people killed per year.

<sup>274</sup> Risk Relative is the number of people killed per million per year.

<sup>275</sup> The Mortality Risk Index is the average of both indicators (RA+RR/2).

<sup>276</sup> Vulnerability and risk are defined as the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. This data is available at <http://www.preventionweb.net/english/countries/statistics/risk.php?cid=28>. Retrieved 15 February 2012.

disaster preparedness priority which the evaluation team found present across communities and the political establishment relates to environmental and natural disasters.

Burundi is a country subjected to droughts, flooding caused by heavy rain, hail over wide areas, violent winds, and landslides. It also presents a high risk of cholera in some areas, as well as other diseases like meningitis, measles, malaria etc. (Inter-Agency Contingency Plan of Burundi, 2011). Malaria is endemic in Burundi and constitutes the main cause of mortality and morbidity amongst women and children. Additionally, Burundi lies along the earthquake-prone Great Rift Valley and given the country's infrastructure, building quality and environmental situation, the potential for a large number of earthquake-related fatalities is quite high and needs to be taken very seriously. Finally, deforestation and climate change contribute to the numerous factors that could create an emergency in the case of a natural disaster. The high regional and international consumer food prices threaten the fragile socio-economical equilibrium, increase the vulnerability of the population and decrease their capacity to cope with natural disasters like droughts and floods.<sup>277</sup> It is also important to remember that Burundi remains a post-conflict state facing serious risk of renewed conflict due to political factors and to 'economic stagnation and exclusion.'<sup>278</sup>

**Table 2: Summary of Natural Disasters in Burundi 1980-2010<sup>279</sup>**

<b>N. of events</b>	<b>42</b>
<b>N. of people killed</b>	<b>908</b>
<b>Average killed per year</b>	<b>29</b>
<b>N. of people affected</b>	<b>4,568,742</b>
<b>Average affected per year</b>	<b>147,379</b>

## 2.2 IMPACT ON THE EDUCATION SECTOR IN BURUNDI

All of these issues place additional strains on the education system in Burundi. In Burundi, schooling is mandatory for children ages 7-13. The education system in Burundi is divided into primary education, secondary education (lower secondary and upper secondary), and higher or tertiary education. Primary education is compulsory for six years and free for all the country's children. Secondary education is divided into lower secondary and upper secondary (for a total of 7 years), and it can also be a technical secondary school, according to the kind of teaching pursued. Higher education is mainly provided by the University of Burundi. Largely financed by the State, it enjoys administrative and management autonomy. The President of the Republic seems to have a strong influence on the University's policy, appointing the Rector and the Governing Board. Four other private universities have been recently created.

However, the civil war destroyed over a quarter of schools and the country suffered extreme teacher shortages and a lack of access to educational resources. The destruction of schools means that

<sup>277</sup> UNICEF (2009). Humanitarian Action Report.

<sup>278</sup> Information available at: <http://www.publications.parliament.uk/pa/cm201012/cmselect/cmintdev/1134/113407.htm>. Retrieved 22 March 2013.

<sup>279</sup> Information available at: <http://www.preventionweb.net/english/countries/statistics/?cid=28>. Retrieved 22 March 2012.

many children are forced to walk several miles each day to the closest school. For many children, especially girls, attending school is out of the question, particularly for those living in poverty as their parents may remove them from school to work in order to be able to feed them. Reenrolling in schools also presented a huge challenge to Burundian child soldiers and child refugees.<sup>280</sup>

Since 2005, the government committed to offer free primary education to every child, simultaneously dramatically increasing the enrolment rate in the country and placing a great deal of pressure on a weak education system already coping with a lack of financial and human resources.<sup>281</sup> The abolition of primary school fees led to substantially increased net enrolment rates from 59 to 92 per cent between 2004/05 and 2009/10, and gross enrolment from 81 to 150 per cent over the same period. This especially benefited a large number of over-age children who dropped out of school during the war. However, improved access exacerbated major challenges to the quality of primary education, such as lack of qualified teachers, school infrastructure and learning materials, overcrowded classrooms (86 children per class), and reduced learning time (3.5 hours/day). This has resulted in high repetition rates of 33 per cent and low completion rate of 46.7 per cent in 2009.<sup>282</sup> Informal estimates provided by respondents to this evaluation report much higher figures of overcrowding in some provinces—some as high as 120 students per class. Crowded schools not only mean a higher rate of non-passes and of school drop-out, but also less security and greater vulnerability of the children and the teachers should a disaster occur.

**Table 3: Education statistics for Burundi<sup>283</sup>**

Education Indicator	%
Youth (15-24 years) literacy rate, 2004-2008* male	77
Youth (15-24 years) literacy rate, 2004-2008* female	75
Primary school enrolment ratio 2005-2009* gross, male	139
Primary school enrolment ratio 2005-2009* gross, female	132
Primary school enrolment ratio 2005-2009* net, male	100
Primary school enrolment ratio 2005-2009* net, female	99
Primary school attendance ratio 2005-2009* net, male	72
Primary school attendance ratio 2005-2009* net, female	70

<sup>280</sup> Information available from: <http://gccblogs.concernusa.org/2011/09/02/education-in-burundi/>. Retrieved 15 February 2012.

<sup>281</sup> In 2010, the government budgetary spending for education was 5.1 per cent of GDP, which is lower than the Dakar commitment of 7 per cent.

<sup>282</sup> Information available from: [http://216.197.119.113/jobman/publish/article\\_76827.shtml](http://216.197.119.113/jobman/publish/article_76827.shtml). Retrieved 15 February 2012.

<sup>283</sup> Source: UNICEF. Information available from: [http://www.unicef.org/infobycountry/burundi\\_statistics.html#77](http://www.unicef.org/infobycountry/burundi_statistics.html#77). Retrieved 14 February 2012.

Survival rate to last primary grade (%) 2005-2009* admin data	54
Survival rate to last primary grade (%) 2005-2009*, survey data	82
Secondary school enrolment ratio 2005-2009*, gross, male	21
Secondary school enrolment ratio 2005-2009*, gross, female	15
Secondary school enrolment ratio 2005-2009*, net, male	-
Secondary school enrolment ratio 2005-2009*, net, female	-
Secondary school attendance ratio 2005-2009*, net, male	8
Secondary school attendance ratio 2005-2009*, net, female	6

There are additional factors which impact on the capacity of the Burundian education system to respond to emergencies and disasters. Currently, the country is undergoing a shift from the humanitarian response to long-term development, which impacts on the amount and level of donor involvement and funding. Many aid organizations are downsizing their operations in the country and if more long-term development programmes are not established, there will be a dramatic reduction in the resources allocated to education. At this stage, the Ministry of Education does not have the necessary resources and capacity to address the country's educational needs, and further withdrawal of foreign assistance and support to the education sector could contribute to a deterioration of the whole school system. Currently there seem to be no plans from the government to include EPR/DRR in the school curriculum, which makes it harder to ensure that all children gain EPR/DRR training. Additionally, the evaluation team found a lack of interest by donors in DRR/EPR issues in education, with a focus instead on the quality of school buildings, increasing school hours, equal access, and outreach programmes for out-of-school children. While these are important, greater support to EPR/DRR in education is necessary, particularly when the risk of natural disasters, a resurgence of conflict within the country, or a sudden influx of refugees from neighbouring DRC exists and would impact destructively on the very issues that are donor priorities. Increased school hours cannot be achieved if classrooms are destroyed or if teachers are forced to do double shifts to meet the needs of displaced children. Decreasing the vulnerability of the education sector to disaster aids in ensuring quality basic education for all and EPR/DRR plays a large part in that.

## 3 STUDY METHODOLOGY

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This section and related subsections outline the technical approach and methodology which the evaluation team employed during the course of the field research in Burundi. A more detailed overview of the methodology used throughout all the field studies can be found in Annex A.

### 3.1 DATA COLLECTION

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The primary data was collected using a mix of qualitative and quantitative methods with a participatory approach. When meeting with individual government officials, NGO staff, and representatives from civil society groups the evaluation team used semi-structured interviews, while employing focus group discussions with larger groups of provincial representatives of teaching (DPEs), teachers, and school directors.

The secondary data was gathered with the help of UNICEF Burundi Education office staff and the staff at UNICEF ESARO in Nairobi. Additional material and documentation was collected prior to the field visit, consulting relevant websites and the appropriate literature.

The team approached the field research with a great degree of flexibility, conscious that the interview questions and tools would not remain rigid and that they would be modified as the study progressed, in order to conduct an evaluation that was relevant to the context.

### 3.2 SAMPLING

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The Burundi evaluation team employed a multi-layered sampling technique consisting first of a stratified sampling of stakeholders in order to ensure proper inter-sectoral representation, particularly health and WASH. At this stage, the sample consisted of three main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant education ministries, UN agencies, and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the country and/or have relevant knowledge of the EEPCT programme; (ii) participants in the training; (iii) civil society actors, who have not been part of the training (like the Boy Scouts and the Girl Guides) but that have some knowledge about the topic and actively take part in the rescue operations when a disaster or a conflict occurs. The evaluation team worked with UNICEF County Office staff, MoE officials, and the local consultant to identify individuals that fell into the control group, and to identify a good sample of participants in each region.

The second stage refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants comprised of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

This sampling strategy aimed to identify at least 20% of the training participants for inclusion in the evaluation. The goal was to identify potential participants in advance of the field visit and arrange

for their interviews and participation in focus group discussions. In this way, the evaluation team, working with the Local Consultant, was able to prepare and tailor the interview questions for each participant or focus group. (A list of questions from which the evaluation team drew during each interview and focus group is attached as Appendix C.)

The overall rationale for using this combined stratified/clustered sampling strategy was to maximize insight and learning, while ensuring regional and country-level coverage of the ESAR education sector.

A complete list of the stakeholders consulted during the field visit is attached as Appendix A.

### 3.3 LIMITATIONS AND CONSTRAINTS

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There have been 7 main limitations for the Evaluation Team overall:

1. The absence of any baseline data about the project and the needs of the communities;
2. The absence of a structured programme about DRR and EPR;
3. The absence of a focal point for DRR and EPR in the UNICEF Burundi Education Office;
4. The scarcity of relevant documentation about the project and about the training;
5. The time-frame of 10 working days in the field;
6. A small number of field team members for collecting the field-data; and
7. Maintaining the independence of the study while depending on UNICEF staff and vehicles to access most respondents and communicate with key stakeholders.

### 3.4 IMPLICATIONS

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Before arriving the research team was only partly aware of the above limitations and constraints, expecting to find more information and documentation while in Burundi. Unfortunately, due to the lack of documentation and the absence of a focal point following on from activities undertaken in 2009 and 2010, the team was only able to access second-hand information but this still was able to provide an impression of the context of EPR/DRR progress in the country.

The absence of baseline data was a constraint encountered across all countries visited. Without baselines on knowledge, capacity and needs prior to the EPR/DRR capacity development training, it is extremely difficult to assess the impact and effectiveness of the initiative. Researchers were forced to rely on anecdotal evidence on perceived improvement (or lack thereof) of EPR/DRR knowledge following training. In order to mitigate this issue, researchers met with as many sources at each level as possible and triangulated information from across such sources, focusing on drawing out trends highlighted by multiple stakeholders.

The time-frame of 10 working days allowed the research team to visit only some of the provinces that took part in the training, and it limited the range of visits that could have been organised if more time had been available. One example of a missed opportunity was that the research team was unable to visit schools that, according to the UNICEF November SitRep, had been damaged during the months of October and November. However, due to time constraints this was not possible. It would have been an interesting opportunity to monitor and evaluate how far down

EPR/DRR training had travelled in the Burundian education system and how well disaster reporting was functioning. Researchers made the utmost effort to mitigate problems posed by limited time in the field through; conducting intensive research on the country context, disaster risks and progress made on the capacity development initiative prior to the visit; meeting as many stakeholders as possible during the trip; and, where appropriate, following up with UNICEF staff members and other stakeholders after the trip was over.

Maintaining the independence of the study posed some difficulty during research trips, due to the fact that researchers were dependent on UNICEF staff and resources to carry out the evaluation. Researchers travelled in UNICEF cars, and in many cases where it was not possible to find a national consultant to accompany researchers, UNICEF staff filled this position. Research teams mitigated this to the best of their ability through clearly explaining that they were not affiliated with UNICEF, and that the evaluation was an independent venture, and through working with an independent national consultant where possible to reduce the potential for bias. However, it was not possible to fully mitigate this issue, and this must be taken into consideration when examining evaluation findings and conclusions.

## 4 FINDINGS: THE IMPACT OF THE UNICEF/SC EECPT CAPACITY BUILDING AND INSTITUTIONALIZATION PROGRAMME IN BURUNDI

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The following preliminary findings, conclusions, and recommendations are based upon (i) the team's review of documents provided by UNICEF before and during the field visit and their own desk research of background documents available from open sources; (ii) information provided by the respondents and obtained through informal discussions with UNICEF staff and MoE staff; and (iii) observations during the field visit.

### 4.1 FINDINGS: KNOWLEDGE

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#### FINDING 1: INCREASED AWARENESS OF DRR/EPR CONCEPTS AND RESPONSE

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Generally speaking, the training programme was found to have contributed to an increase in awareness and knowledge of DRR/EPR concepts and response amongst participants of the training.

#### FINDING 2: TRAINING HAS NOT REACHED COLLINE, SCHOOL, AND COMMUNITY LEVEL

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While the first stage of the training programme has involved a variety of stakeholders, including officials from the MoE, Provincial and Communal Inspectors, some teachers, other state and non-state personnel at National and Provincial level, as well as the members of DRR Provincial Platforms, it has not yet been rolled out to the Hill (Colline), school, or community level.

#### FINDING 3: LACK OF FOLLOW-UP ACTIVITIES

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After the training programme closed in 2010, there were no follow-up activities to ensure integration of the training concepts into the education system.

### 4.2 FINDINGS: PRACTICES

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#### FINDING 1: THERE IS INCREASED AWARENESS OF DRR/EPR PRINCIPLES, BUT PRACTICAL SKILLS ARE LACKING

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The training has resulted in an increased awareness of the theory behind DRR (policies, principles and lessons learnt), but few practical skills of immediate usability. The trainees have responded positively to the training and have shown, in interviews, a good understanding of problems and active interest in participating in more practical activities. A number have been carried out such as in a few communities where protective measures such as planting trees and putting up fences around the school yard have been taken by teachers and parents. However progress still needs to be made on developing practical EPR/DRR skills.

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## FINDING 2: FOCAL POINT AT THE MOE IS A POSITIVE OUTCOME

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A positive outcome of the training was the establishment of the Focal Point for DRR/EPR at the MoE, who receives continued support from and collaborates closely with UNICEF.

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## FINDING 3: ROTATING RESPONSIBILITIES FOR EMERGENCY RESPONSE AT THE UNICEF COUNTRY OFFICE IS PROBLEMATIC

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Since 2010, the responsibilities for emergency response in the UNICEF country office are attributed to the *Chefs de Section* and distributed amongst various officials on a monthly basis which has made a co-ordinated DRR/ERP response harder.

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## FINDING 4: DISRUPTIONS TO CLASSROOMS DUE TO EMERGENCIES LEADS TO FURTHER OVERCROWDING IN NON-AFFECTED SCHOOLS

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Temporary learning spaces are seldom used to provide temporary alternatives for the classrooms destroyed; instead, children are then distributed in other classrooms, thus increasing the already remarkable overcrowding (informally estimated by respondents as 80 to 120 pupils per class).

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### 4.3 FINDINGS: INSTITUTIONALISATION

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## FINDING 1: WHILE DRR POLICIES AND PLANS ARE IN PLACE AT THE MOE, THERE ARE LIMITED PRACTICAL IMPLICATIONS THUS FAR

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The Ministry of Education has integrated the DP/DRR approach in its policies and plan of action, but this has not yet had practical implications in terms of reduction of vulnerability and increased safety for the school communities. However there are already a number of areas where it could use systems already in place to reduce vulnerability such as the improved collaboration with the Civil Protection Police during peak hours in order to ensure the security of pupils and children on the road which could be expanded and developed to cope with disasters and help ensure the increased safety of children.

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## FINDING 2: SCARCITY OF MATERIALS FOR RECONSTRUCTION HAMPERS PREPOSITIONING EFFORTS

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Progress has been slow in the rehabilitation sector, particularly as it relates to the pre-positioning of emergency stocks of construction material, which is complicated by the scarcity of material available for reconstruction. Although each region has a Presidential Stock of material that can be used to build schools, this material is very difficult to access if needed for repairing damaged buildings as there is a long and complicated process before this stock can be accessed for emergency reconstruction work. UNICEF is in the process of identifying locations in which they could stockpile materials required for reconstruction, but at the time of the study these were not yet in place.

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## FINDING 3: MAIN DONORS DO NOT CONSIDER DRR/EPR A MAIN PRIORITY

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The main donor governments to the MoE (Belgium, UK, France, and Norway) do not consider DRR/EPR a priority for the Education system in Burundi, vis à vis the usual education outcome

indicators. [i.e. dramatic deficits in terms of success rate in the primary school (around 47.7%), teacher/pupils ratio (1:80 – 1:120), and number of education hours delivered (max. 600 hours against a minimum international standard of 1000)].

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#### FINDING 4: THERE IS LIMITED COMMUNITY INVOLVEMENT IN DRR ACTIVITIES

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The broader Disaster Mitigation and Preparedness picture at country level also contribute to a limited, mainly bureaucratic and theoretical, approach to the issue with little or no impact on safety and lack of participation from the communities so far.

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#### FINDING 5: GOOD LEVEL OF DECENTRALIZATION

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Burundi has a good level of decentralization, which is a favourable pre-condition for effective EPR/DRR.

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#### FINDING 6: PROVINCIAL PLATFORMS FOR DRR ARE ACTIVE, BUT THERE IS ROOM FOR GREATER PARTICIPATION AND OPERATIONAL GROWTH

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The establishment of Provincial Platforms for Disaster Risk Reduction has been completed under the auspices of the UNDP, with a good participation of the civil society, although their activity has been limited to a few meetings. Platforms do not enjoy yet an operational capacity.

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#### FINDING 7: CONTINGENCY PLANNING IS SLOW AND RESOURCES ARE SCARCE

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Contingency Plans have been (or are being) developed for all the Provinces, but the process is slowed by the unavailability of appropriate risk maps or lack of risk mapping exercises. Also the attribution of specific responsibilities within each platform seems to be unclear.

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#### FINDING 8: DECISION MAKING RESPONSIBILITIES ARE INADEQUATE FOR REACTING QUICKLY IN EMERGENCY SITUATIONS

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The decision making process in case of emergency appears to be inadequate. For example, Civil Protection can only intervene in response to disaster after a decision is made at Communal and Provincial Administration level resulting in delayed responses. It has no power over other public services in emergencies and therefore cannot respond holistically.

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#### FINDING 9: THERE ARE CAPACITIES AT THE COMMUNITY LEVEL THAT HAVE NOT YET BEEN EXPLORED AND SHOULD BE BROUGHT INTO THE DRR/EPR PLANNING AND ACTIVITY PROCESS

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At the provincial, Hill, and school level, there is a good presence of associations like the Scouts and the Guides who have a significant capacity in disaster response, along with the “Youth Sections” of the Burundi Red Cross, NGOs and International Agencies. Unfortunately, there are no effective activation and co-ordination mechanisms in place.

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**FINDING 10: NO EARLY WARNING SYSTEM EXISTS AND METEOROLOGICAL DATA NOT READILY AVAILABLE**

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There is no early warning system in place because of the weakened capacity of the Institut Géographique du Burundi and the absence of meteorological data. (There are only five meteor stations in Burundi).

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**FINDING 11: DATA IS INCONSISTENT AND NOT EASILY ACCESSIBLE**

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Data on the effects of disasters are scattered and inconsistent, and it was not possible to find exact figures on the impact of disasters on schools. For example, in a specific enquiry carried out by the team, the number of schools damaged in October and November 2011 ranged between 8 and 100, depending on the source.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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### 5.1 CONCLUSIONS

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Drawing upon the findings outlined in the previous section, this evaluation has identified several conclusions which can be taken into consideration for future programme planning and implementation:

1. The training was effective for direct participants; however, the cascade model employed by the capacity development training has weakened the impact for those who have not received direct training.
2. In general, the adoption of an exclusively top-down model has limited the impact to a non-operational level and prevented communities from participating actively in the process.
3. Given the dramatic constraints and difficult working conditions of the schools, the integration of EPR/DRR in the primary curriculum presents serious difficulties.
4. So far, the training initiative has not increased safety and reduced risks for the schools or the communities.
5. There exists the potential for a more integrated and participatory approach to EPR/DRR by making efficient use of existing resources in the institutions such as in civil society.

### 5.2 RECOMMENDATIONS FOR FUTURE STRATEGY AND INTERVENTIONS

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1. Efforts should be made to facilitate the incorporation of EPR/DRR activities at the grass-root level while the institutionalization process continues its course in the MoE, with the goal of strengthening impact and generating positive synergies amongst the various stakeholders.
2. The creation of Clubs and School Brigades, integrating the Red Cross Youth Sections, the Scouts, and the Guides would contribute to a well-organized immediate disaster response, particularly in relation to evacuation and crowd control, rescue, and first aid.
3. Effective activation and co-ordination mechanisms should be developed in the Provincial Platforms to ensure preparedness and prompt response by all the concerned actors in the affected area.
4. Risk mapping, identification of priorities, and contingency plans at communal and school levels must be urgently encouraged and supported in their implementation. To ensure local ownership and sustainability, they should be developed in collaboration with parents and local communities.
5. A meteorological risk early warning service for violent wind storms should be established, with information coming from international services and diffused to communities through Radio Scolaire and SMS.

6. A system to co-ordinate the delivery of DRR/EPR information and activities to students and teachers could take place during the "Journées Didactiques" in order to minimize the impact on normal curricular activities.
7. Efforts should be made to incorporate EPR/DRR pre-service training of teachers as quickly as is practical.
8. Given the weakened impact of the cascading model, UNICEF should consider mixed modes of training delivery for future training programmes, including workshops, face-to-face training, distance learning materials, and follow-up in schools and classrooms.
9. Teaching materials and teacher guides need to be developed and distributed to all schools in disaster prone areas.
10. All the school personnel and students should receive a vade mecum on what to do in case of disaster.
11. Building standards need to be systematically monitored by the technical unit of the Ministry of Education to ensure that schools are built to best withstand disasters and create a safe and conducive learning environment.
12. Monitoring of this programme and its impacts at the school and district level should be supported and strengthened.
13. Emergency response material should be both stockpiled and made easier to access and distribute in the aftermath of a disaster.

## APPENDIX A: STAKEHOLDERS CONSULTED

	Institution	Function	Location
1	UNICEF	Deputy Representative	Bujumbura
2	UNICEF	Chief of Sanitation Sector and Emergencies Focal Point	Bujumbura
3	UNICEF	Education Specialist	Bujumbura
4	UNICEF	Construction Engineer	Bujumbura
5	UNICEF	Chief of Education	Bujumbura
6	UNICEF	DRR Consultant	Bujumbura
7	Ministry of Primary and Secondary Education, Vocational Training and Alphabetisation (MEBSEMFPFA)	Emergencies Focal Point	Bujumbura
8	MEBSEMFPFA: General Inspection of Teaching	Inspector	Bujumbura
9	MEBSEMFPFA: General Direction of the Pedagogic Office	Adviser	Bujumbura
10	MEBSEMFPFA: Radio Scolaire	Journalist	Bujumbura
11	Action Plan for the Recovery of the Education System in Burundi (PARSEB)	Operational Executive Secretariat	Bujumbura
12	Concern Worldwide	Programme Co-ordinator	Bujumbura
13	Care International	Children Programme Officer	Bujumbura
14	National Office of Christian Education (BNEC)	Education Officer	Bujumbura
15	Handicap International France(HIF)	Urban Refugees Project	Bujumbura
16	Burundi Female Scouts Association	Representative	Bujumbura
17	Burundi Female Scouts Association	Commissioner	Bujumbura

	Institution	Function	Location
18	Burundi Scouts Association	Commissioner	Bujumbura
19	Burundi Scouts Association	Commissioner	Bujumbura
20	Burundi Red Cross	Secretary General	Bujumbura
21	UNDP	Responsible for Disaster Risk Management	Bujumbura
22	Belgian Technical Co-operation	Lead Technical and Financial Partner	Bujumbura
23	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Chief of Financial Services at DPE	Makamba
24	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Chief of Planning Service at DPE	Makamba
25	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Provincial Inspector of Primary Education	Makamba
26	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Kayogoro	Makamba
27	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Makamba	Makamba
28	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Vugizo	Makamba
29	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Mabanda	Makamba
30	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Nyanza-lac	Makamba
31	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Makamba	Communal Inspector in Kibago	Makamba
32	Red Cross Makamba	Red Cross Makamba	Makamba
33	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Gitega	Provincial Director of Teaching	Gitega
34	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Gitega	Chief of Financial Service	Gitega
35	MEBSEMFPFA: Provincial Direction of Teaching (DPE) of Gitega	Communal Inspector in Gitega	Gitega

	Institution	Function	Location
36	MEBSEMFP: Provincial Direction of Teaching (DPE) of Gitega	Director of Primary School Musinzira	Gitega
37	MEBSEMFP: Provincial Direction of Teaching (DPE) of Gitega	Director of Primary School Mushasha II	Gitega
38	MEBSEMFP: Provincial Direction of Teaching (DPE) of Gitega	Director of Primary School Mumuri	Gitega
39	MEBSEMFP: Provincial Direction of Teaching (DPE) of Gitega	President of CGE Mumuri	Gitega
40	Ministry of Interior	Socio-cultural Adviser of the Government	Gitega
41	MEBSEMFP: Provincial Direction of Teaching (DPE) of Muyinga	Chief of Planning Service at the DPE	Muyinga
42	MEBSEMFP: Provincial Direction of Teaching (DPE) of Muyinga	Communal Inspector in Muyinga	Muyinga
43	MEBSEMFP: Provincial Direction of Teaching (DPE) of Muyinga	Communal Inspector in Gasorwe	Muyinga
44	MEBSEMFP: Provincial Direction of Teaching (DPE) of Muyinga	Carte scolaire officer in Giteranyi Commune	Muyinga
45	MEBSEMFP: Provincial Direction of Teaching (DPE) of Ngozi	Provincial Director of Teaching	Ngozi
46	MEBSEMFP: Provincial Direction of Teaching (DPE) of Ngozi	Communal Inspector in Ngozi	Ngozi
47	MEBSEMFP: Provincial Direction of Teaching (DPE) of Kayanza	Chief of Staff Service at the DPE	Kayanza

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ANNEX G:

# COMOROS COUNTRY CASE STUDY

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## ACKNOWLEDGMENTS

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On behalf of the evaluation team, we would like to express our gratitude to the staff at UNICEF's Regional Office in Nairobi and Country Office in Comoros, particularly Djaffar Ladhati and Susan Ngongi, for their assistance in facilitating this field study. We also wish to thank our national consultant Saandi Maoulida, and the people we met throughout Comoros who took the time to share their experiences with us.

### *Comoros Field Research Team*

Gianni Rufini

Charlie Walker

Cover Photo: *Girls wash their faces in rainwater at a community school in Mohéli.*  
Charlie Walker, 2012.

# 1 INTRODUCTION

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This report presents the main findings from the Comoros country visit, which is the fifth and final case study conducted by the evaluation team from the Institute for Effective Education (IEE) and the Post-war Reconstruction & Development Unit (PRDU) at the University of York (UK) on behalf of the United Nations Children's Fund (UNICEF) as part of the *Evaluation of Emergency Preparedness and Response and Disaster Risk Reduction Capacity Development in the Eastern and Southern Africa Region (ESAR)*.

The goal of this country case study was to examine how the capacity development (CD) training implemented through UNICEF's Education in Emergencies and Post-crisis Transition (EEPCT) Programme has impacted national emergency preparedness and response (EPR) in the education sector in Comoros. Specifically, the evaluation team aimed to assess the capacity of both individuals and institutions that have participated in the capacity development training and to measure the strategy's institutionalization at the local, provincial, and national levels.

The independent evaluation team conducted a field visit in Comoros from 18-28<sup>th</sup> February 2012. Their activities were facilitated by Djaffar Ladhati, Education Specialist and UNICEF Comoros Country Office DRR/EPR Focal Point, and Saandi Maoulida, national consultant and former Monitoring and Evaluation specialist with UNICEF. The evaluation in Comoros assessed the EPR/DRR knowledge and practices of individuals who attended the EPR/DRR trainings. The evaluation team also explored whether and how the capacity development strategy contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and the sub-national level. Finally, the evaluation sought to identify and recommend measures to address capacity gaps.

The evaluation team explored if and how UNICEF's capacity building training and institutionalization programme helped the participants develop the knowledge, skills, and technical capacity of emergency preparedness and response within the education sector at the national, sub-national, district, and community levels. The results of their field research also helped determine if the capacity building training led to the creation of effective action plans for emergency preparedness at each level.

The results of the Comoros country case study outlined in this report aim to assist the UNICEF Comoros Country Office and the ESARO in Nairobi in identifying and understanding the achievements made by the capacity development/institutionalization efforts, as well as recognizing challenges to the programme's success. This report also presents recommendations to assist the country and regional offices in their decision-making processes and provide reliable evidence to aid UNICEF in its advocacy and fund-raising efforts. Finally, the evaluation will draw lessons for future EPR/DRR capacity development/institutionalization in the education sector, focusing particularly on recommendations for the development of a robust monitoring & evaluation framework based upon the principles of effectiveness, adequacy, and sustainability.

## 2 CONTEXT ANALYSIS

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The following analysis begins by briefly presenting the current situation in Comoros, introducing some of the key elements for EPR/DRR, at national and local level, and exploring the natural disasters to which the country is subjected, the humanitarian situation and the impact of the previous two on the Education sector.

The purpose of this section is to not to provide a detailed account of the complex conflicts and broader fragility within Comoros but to establish the importance and the relevance of EPR/DRR in the Education sector, and how effectively these two elements can improve the situation and diminish the risk of catastrophe

### 2.1 COMOROS COUNTRY CONTEXT

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The archipelago of Comoros, made up of the islands of Grande Comore, Anjouan, Mohéli and Mayotte (which is officially French territory and not part of the Union), is vulnerable to a compelling number of natural disasters and man-made emergencies with the potential for severe negative impacts upon teaching and learning.

Comoros is 98% Sunni Muslim and 2% Roman Catholic and has a mix of ethnic groups, with Arabic and French as official languages, although much of the population speaks Shikomoro (a blend of Swahili and Arabic). It has a largely rural population whose livelihoods are threatened by soil degradation and erosion resulting from crop cultivation on slopes without proper terracing, and deforestation.

Comoros is one of the world's poorest countries and is made up of three islands that have inadequate transportation links, a young and rapidly increasing population, and few natural resources. Its economy is mainly agricultural both in terms of exports and employment opportunities. The political instability that has characterised the Comoros Islands since independence; public finance difficulties; and an economy in recession have prevented any improvement in the population's social conditions, especially in rural areas.<sup>284</sup>

The country gained independence from France in 1975 and since then has endured more than 20 coups or attempted coups. In 1997, the islands of Anjouan and Moheli declared independence from Comoros. In 1999, military chief Col. Azali seized power in a bloodless coup, and helped negotiate the 2000 Fomboni Accords power-sharing agreement in which the federal presidency rotates among the three islands, and each island maintains its own local government. In 2007, Mohamed Bacar effected Anjouan's de-facto secession from the Union, refusing to step down in favor of fresh Anjouanais elections when Comoros' other islands held legitimate elections in July. The African Union (AU) initially attempted to resolve the political crisis by applying sanctions and a naval blockade on Anjouan, but in March 2008, AU and Comoran soldiers seized the island. The move was generally welcomed by the island's inhabitants.<sup>285</sup>

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<sup>284</sup> Information available from: [http://ec.europa.eu/development/icenter/repository/print\\_km\\_csp\\_en.pdf](http://ec.europa.eu/development/icenter/repository/print_km_csp_en.pdf). Retrieved 25 March 2012.

<sup>285</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/cn.html>. Retrieved 25 March 2012

The Government of Comoros, in collaboration with partner agencies including the United Nations, the National Red Crescent Society, NGOs and other civil society organisations, have identified 3 types of priority emergencies, notably: volcanic activity, tropical phenomena (tropical storms, cyclones), and cholera.

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### 2.1.1 WAR, POVERTY, AND HUMANITARIAN CRISES

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Although the Union of Comoros is currently a generally safe and stable country, without any major political turmoil, Comoros has been affected by an elevated number of serious political disturbances since its independence from France in 1975, during which time the country has experienced a number of separatist movements and over 20 coups or attempted coups. Most recently, political disturbance led to a military occupation of Anjouan in March 2008, when African Union Troops from Tanzania, Sudan and Senegal were called in to depose Mohamed Bacar, who refused to step down after declaring himself President of the island following elections denounced as illegal by the central government and the African Union.

Ikililou Dhoinine, from the island of Moheli and outgoing vice-president, was elected in December 2010 to succeed President Sambi and was sworn into office on 26 May 2011. As a result of its colonial history and the ongoing political debate regarding the separate status of Mayotte, there are regular reports of demonstrations and anti-French sentiment throughout Comoros,<sup>286</sup> but the risk of violence is relatively low.

The disasters—both natural and man-made—which Comoros faces are compounded by a number of economic and structural issues which adversely affect national disaster management. The Union of Comoros bases its economy mainly on agriculture, as well as fishing, hunting, and forestry, with 38.4% of the working population employed in the primary agrarian sector.<sup>287</sup> Export income is heavily reliant on the three main crops of vanilla, cloves and ylang-ylang and the export earnings are easily disrupted by disasters such as fires. The country however is not self-sufficient in food production. The low educational level of the labour force contributes to a subsistence level of economic activity, high unemployment, and a heavy dependence on foreign grants and technical assistance.<sup>288</sup> There's a very high population density, as much as 1,000 people per square kilometer. GDP per capita amounted to \$802 USD in 2008 and the country was ranked 163 out of 187 countries in the Human Development Index in 2011.<sup>289</sup> The government, which is hampered by internal political disputes, lacks a comprehensive strategy to attract foreign investment and is struggling to upgrade education and technical training, privatize commercial and industrial enterprises, improve health services, diversify exports, promote tourism, and reduce the high population growth rate. Political problems have inhibited growth, which averaged only about 1% in 2006-09, but more than 2% per year in 2010-11. Remittances from 150,000 Comorans abroad help supplement GDP.<sup>290</sup>

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<sup>286</sup> Information available from: <http://www.fco.gov.uk/en/travel-and-living-abroad/travel-advice-by-country/sub-saharan-africa/comoros#politicalsituation>. Retrieved 6 October 2011.

<sup>287</sup> Information available from: [http://siteresources.worldbank.org/INTPRS1/Resources/Comoros\\_IPRSP%28Oct2005%29.pdf](http://siteresources.worldbank.org/INTPRS1/Resources/Comoros_IPRSP%28Oct2005%29.pdf). Retrieved 6 October 2011.

<sup>288</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/cn.html>. Retrieved 25 March 2012.

<sup>289</sup> Information available from: [http://hdr.undp.org/en/media/HDR\\_2011\\_EN\\_Tables.pdf](http://hdr.undp.org/en/media/HDR_2011_EN_Tables.pdf). Retrieved 25 March 2012.

<sup>290</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/cn.html>. Retrieved 25 March 2012.

Transport infrastructure remains poor in all three islands, with access to many areas made difficult due to a poor road network, with insufficient coverage and maintenance of paved roads and dirt tracks impassable for much of the rainy season. Perhaps most challenging for disaster response in terms of transport however, is the physical separation of the three isles, which makes transport impossible during tropical storms and slow under normal conditions. This is made a particularly serious issue due to the centralisation of human and material emergency resources in Moroni. Whilst in recent years there have been some initiatives to decentralise supplies and disaster response structures, notably the creation of regional disaster management offices (CROSEP) and the pre-positioning of emergency supplies on Anjouan and Mohéli by the National Red Crescent Society and UNICEF, these remain insufficient. All of the above jeopardise disaster preparedness and response activities, particularly for the islands of Anjouan and Mohéli.<sup>291</sup>

Further structural issues which adversely affect DRR/EPR efforts within the education sector are the lack of institutional capacity for disaster management within the national government, a lack of clarity regarding the responsibilities of actors involved in EiE, and the relative weakness of co-ordination structures in place to deal with crises. Responsibility for managing DRR/EPR has recently been transferred from the Ministry of Defence (MoD), which had previously assumed this responsibility due to political upheaval, to the Interior Ministry. Since disaster management is a new area for this Ministry, its expertise and capacity to deal with crises remains extremely weak. As a result, the *Centre des Opérations de Secours et de la Protection Civile* (COSEP), which also suffers from a lack of financial, material and human resources, has been effectively managing the ensemble of DRR/EPR decision-making, co-ordination and activities. The prominence of military actors in disaster management (MoD, COSEP) has resulted in the area being characterised by an imbalanced level of military / civilian involvement, an issue which has negatively impacted on co-ordination and collaboration on disaster preparedness and response within the education sector. More generally, the legislation regulating the sector is not sufficiently developed yet, and the institutional prerogatives of the Ministry of Interior in its relations with other concerned bodies need further definition.<sup>292</sup>

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## 2.1.2 NATURAL DISASTERS

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The risk of cyclones during the rainy season (December-April) is relatively high and volcano activity affects some areas. In addition the country is also affected by heavy rains, floods, landslides, earthquakes, tidal waves and cholera epidemics.

**Table 1: Summary of Natural Disasters in Comoros from 1980-2010<sup>293</sup>**

<b>N. of events</b>	<b>14</b>
<b>N. of people killed</b>	<b>148</b>
<b>Average killed per year</b>	<b>5</b>
<b>N. of people affected</b>	<b>409,614</b>
<b>Average affected per year</b>	<b>13,213</b>

<sup>291</sup> Interviews with COSEP employees; Red Crescent volunteers and employees; Observation, Comoros, 18-28 February 2012.

<sup>292</sup> Interview with Commissioner General, National Plan Commission, Comoros, 27 February 2012.

<sup>293</sup> Information available from: <http://www.preventionweb.net/english/countries/statistics/?cid=38>. Retrieved 2 March 2012.



## 2.2 IMPACT ON EDUCATION IN COMOROS

In the Comoros, almost all children attend two or three years of Quranic School, starting at the age of 3, where they learn the rudiments of the Islamic faith and some classical Arabic. For their formal education, Comoros follows the French system put in place during the colonization.

Primary education is compulsory; it lasts six years and is free for all the country's children. Secondary education is divided into 1<sup>st</sup> and 2<sup>nd</sup> cycle, and continues for a total of seven years. Higher education is very new in the Union; the first and only University of the Comoros opened in 2003.

**Table 3: Education statistics for Comoros<sup>303</sup>**

Education Indicator	%
Youth (15-24 years) literacy rate (%), 2005-2010* male	86
Youth (15-24 years) literacy rate (%), 2005-2010* female	85
Pre-primary school participation, Gross enrolment ratio (%), 2007-2010* male	27
Pre-primary school participation, Gross enrolment ratio (%), 2007-2010* female	26
Primary school participation, Gross enrolment ratio (%), 2007-2010* male	125
Primary school participation, Gross enrolment ratio (%), 2007-2010* female	114
Primary school participation, Net enrolment ratio (%), 2007-2010* male	91
Primary school participation, Net enrolment ratio (%), 2007-2010* female	84
Primary school participation, Net attendance ratio (%), 2005-2010* male	31
Primary school participation, Net attendance ratio (%), 2005-2010* female	31
Primary school participation, Survival rate to last primary grade (%) , 2006-2009* admin. data	–
Primary school participation, Survival rate to last primary grade (%) , 2005-2010* survey data	19
Secondary school participation, Net enrolment ratio (%), 2007-2010* male	–
Secondary school participation, Net enrolment ratio (%), 2007-2010*, female	–
Secondary school participation, Net attendance ratio (%), 2005-2010* male	10
Secondary school participation, Net attendance ratio (%), 2005-2010* female	11

<sup>303</sup> Information available from: [http://www.unicef.org/infobycountry/comoros\\_statistics.html](http://www.unicef.org/infobycountry/comoros_statistics.html). Retrieved 22 March 2012.

Political instability, particularly the military intervention in Anjouan following Mohamed Bacar's refusal to relinquish power, has taken its toll on the education sector, resulting in extreme adverse effects on teaching and learning, and the long-term closure of schools, in some cases for up to three months. Teacher's strikes are an additional and frequent problem, to which weeks of teaching and learning time are lost each year in teacher strikes and no examinations, and the lack of development has had a negative impact.<sup>304</sup> The necessary social expenditure has not been made because of persistent public finance difficulties.<sup>305</sup>

Whilst significant progress has been made in recent years on DRR/EPR in the Education Sector, in large part thanks to the participation of a UNICEF focal point in the Nairobi training of trainers on EiE, there remains much work to be done in order for disaster management systems and mechanisms within the Education Sector to be fully operational and effective. In order to achieve this, burgeoning co-ordination between key actors on EiE must be strengthened and formalised at all levels, new tools developed by the National Commission on EiE to promote better preparedness and response must be utilised, and the DRR training programme which has reached the level of School Directors must be revised and revitalised in order to reach out to teachers and pupils. The above measures are fundamental to promoting better disaster preparedness and response from key education partners at the national and regional levels, whilst additionally building capacity at the grassroots level to empower teachers, pupils and communities to also become active partners in emergency preparedness and response.

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<sup>304</sup> Interview with UNICEF Education Specialist, Comoros, 20 February 2012.

<sup>305</sup> Information available from: [http://ec.europa.eu/development/icenter/repository/print\\_km\\_csp\\_en.pdf](http://ec.europa.eu/development/icenter/repository/print_km_csp_en.pdf). Retrieved 25 March 2012.

## 3 STUDY METHODOLOGY

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This section and related subsections outline the technical approach and methodology which the evaluation team employed during the course of the field research in Comoros. A more detailed overview of the methodology used throughout all the field studies can be found in Annex A.

### 3.1 SOURCES OF INFORMATION

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The information that the research team relied upon in this evaluation was gathered from primary data sources as well as background literature and secondary sources. In Comoros, the primary data sources consisted of participants in the training programme and representatives from the following stakeholders and institutions:

- UNICEF;
- Relevant government departments, including the Ministry of Education (MEN) and the Centre for Relief and Civil Protection Operations (COSEP);
- International non-governmental organizations (INGOs);
- Local NGOs;
- Civil Society;
- School Directors and Teachers

A complete list of the stakeholders consulted during the field visit is attached as Appendix A.

### 3.2 DATA COLLECTION

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The primary data was collected using a mix of qualitative and quantitative methods with a participatory approach. When meeting with individual government officials, NGOs staff, and representatives from civil society groups the evaluation team used semi-structured interviews, while employing focus group discussions with larger groups of provincial representatives, teachers, and school directors.

The field visit consisted of interviews with a variety of stakeholders in the capital Moroni, in addition to field visits to Anjouan and Mohéli islands to meet government officials, civil society organizations and to visit schools.

The secondary data were gathered with the help of UNICEF Comoros Education office staff and the staff at UNICEF ESARO in Nairobi. Additional material and documentation has been collected prior to the field visit, consulting relevant websites and the appropriate literature.

The team approached the field research with a great degree of flexibility, conscious that the interview questions and tools would not have remained rigid and that they would have been modified as the study progressed, in order to conduct an evaluation that was relevant to the context.

### 3.3 SAMPLING

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The Comoros evaluation team employed a multi-layered sampling technique consisting first of a stratified sampling of stakeholders in order to ensure proper inter-sectoral representation, particularly

health and WASH. At this level, the sample consisted of three main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant education ministries, UN agencies, and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the country and/or have relevant knowledge of the EEPCT programme; (ii) participants in the training; (iii) the civil society, that has not been part of the training but that have some knowledge about the topic and actively take part in the rescue operations when a disaster or a conflict occurs. The evaluation team worked with UNICEF County Office staff, MoE officials, and the local consultant to identify individuals that fell into the control group, and to identify a good sample of participants in each region.

The second level refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants composed of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

This sampling strategy aimed to identify at least 20% of the training participants for inclusion in the evaluation. The goal was to identify potential participants in advance of the field visit and arrange for their interviews and participation in focus group discussions. In this way, the evaluation team was able to prepare and tailor the interview questions for each participant or focus group. (A list of questions from which the evaluation team drew during each interview and focus group is attached as Appendix C.)

The overall rationale for using this combined stratified/clustered sampling strategy was to maximize insight and learning, while ensuring regional and country-level coverage of the ESAR education sector.

### 3.4 LIMITATIONS AND CONSTRAINTS

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There have been a number of limitations for the Evaluation Team overall:

1. The absence of any baseline data about the project and the needs of the communities;
2. The limited timeframe of working days in the field;
3. A small number of field team members for collecting the field-data; and
4. Maintaining the independence of the study while depending on UNICEF staff and vehicles to access most respondents and communicate with key stakeholders.
5. Poor transport infrastructures meant that travel to the field was time intensive even over short distances;
6. Language was a potential barrier, since neither research participants nor researchers were communicating in their mother tongue

### 3.5 IMPLICATIONS

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The absence of baseline data was a constraint encountered across all countries visited. Without baselines on knowledge, capacity and needs prior to the EPR/DRR capacity development training, it is extremely difficult to assess the impact and effectiveness of the initiative. Researchers were forced to

rely on anecdotal evidence on perceived improvement (or lack thereof) of EPR/DRR knowledge following training. In order to mitigate this issue, researchers met with as many sources at each level as possible and triangulated information from across such sources, focusing on drawing out trends highlighted by multiple stakeholders.

A limited timeframe and small research team were further constraints experienced in multiple countries visited. Ten days is a short length of time for two people to fully understand the impact and effectiveness of the programme, and to grapple with the national education systems and the broader EPR/DRR situation in each country visited. In Comoros, this aspect was less of a problem, due to the relatively small size of the country and its population. Regardless, researchers made the utmost effort to mitigate problems posed by limited time in the field through; conducting intensive research on the country context, disaster risks and progress made on the capacity development initiative prior to the visit; meeting as many stakeholders as possible during the trip; and, where appropriate, following up with UNICEF staff members and other stakeholders after the trip was over. Similarly, the small size of the research team was overcome in Comoros thanks to the provision of an independent national consultant, who proved to be a hugely valuable resource due to their familiarity with the programme and the broader EPR/DRR situation, and education system within the country.

Maintaining the independence of the study posed some difficulty during research trips, due to the fact that researchers were dependent on UNICEF staff and resources to carry out the evaluation. Researchers travelled in UNICEF cars, and in many cases where it was not possible to find a national consultant to accompany researchers, UNICEF staff filled this position. Research teams mitigated this to the best of their ability through clearly explaining that they were not affiliated with UNICEF, and that the evaluation was an independent venture, and through working with an independent national consultant where possible to reduce the potential for bias. However, it was not possible to fully mitigate this issue, and this must be taken into consideration when examining evaluation findings and conclusions.

Transport infrastructures in Comoros are extremely poor, particularly in Anjouan and Mohéli, where roads are in many places in extremely poor condition, having suffered due to erosion and a chronic lack of maintenance. Similarly, the mountainous terrain adds further travel time, since journeys must be carried out on winding and precarious roads through dense vegetation. As a result, travel to schools and communities in farther-flung areas took a great deal of time, and trips such as this had to be limited accordingly. Travel between the islands was further potential constraint, since trips had to be organised around the six flights a week linking the three islands, which are in turn dependent on good flying conditions for the small twenty-seater aircraft. Luckily, weather conditions were good during the visit, and flight times short, thus flying did not severely limit research teams' work.

Language was a further potential barrier to research, since neither research participants nor researchers were communicating in their mother tongue, instead using French as a mutual language. Since the level of both participants and researchers was high, however and research teams did not meet with children (whose level of French is often considerably lower) this posed minimal problems to field work.

## 4 FINDINGS: THE IMPACT OF UNICEF'S EECPT CAPACITY BUILDING AND INSTITUTIONALIZATION PROGRAMME IN COMOROS

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The following findings, conclusions, and recommendations are based upon (i) the team's review of documents provided by UNICEF before and during the field visit and their own desk research of background documents available from open sources; (ii) information provided by the respondents and obtained through informal discussions with UNICEF staff and MoE staff; and (iii) observations during the field visit.

### 4.1 FINDINGS: KNOWLEDGE

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#### FINDING 1: INCREASED AWARENESS OF DRR/EPR CONCEPTS AND RESPONSE

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Those who took part in the ESARO ToT had an excellent grasp of key EiE concepts. From regional to school level, people who had participated in the training programme consistently emphasised the importance of prioritising education in emergencies.

#### FINDING 2: TRAINING HAS REACHED PRIMARY SCHOOL DIRECTOR LEVEL

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At the national level, roll-out of trainings has occurred at two levels:

- i) Firstly, UNICEF staff have worked with a consultant to develop a contextualised training of trainers programme. Members of this group who were interviewed showed a good level of EiE knowledge and understanding.
- ii) A further roll out has occurred at the regional level, with all Primary School Directors in the country trained on DRR in schools. However, despite having participated in trainings, in most cases - from our sample - school Directors did not seem to have grasped the importance of sharing knowledge acquired with teachers and pupils or of preparing contingency plans for their institutes, and had not done so. Thus, within schools, knowledge and understanding of DRR/EPR practices remained extremely limited and do not produce any reduction of risk. Some of the trainees did not seem to have retained much of the learning, some have had a perception of the course as an information session rather than a capacity development training.

#### FINDING 3: DRR KNOWLEDGE HAS NOT YET REACHED SCHOOL CHILDREN

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A lack of teacher training and awareness on DRR issues, in addition to a lack of pupils learning materials related to the theme, meant that DRR knowledge had not reached the level of school children.

#### FINDING 4: STAFF TURNOVER POSES A SIGNIFICANT PROBLEM FOR KNOWLEDGE AND SKILL RETENTION

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Staff turnover poses a significant problem for knowledge and skill retention and consolidation in Comoros; of those trained in Nairobi, only the UNICEF Focal Point remained, and on the Isle of Anjouan, 3 out of 4 of Pedagogic Advisors trained as trainers had since left their positions.

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## FINDING 5: LACK OF MONITORING AND EVALUATION LIMITS AWARENESS OF IMPACT OF TRAINING

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A lack of monitoring and evaluation mechanisms with which to follow up the trainings meant that, at both national and regional levels, MEN and UNICEF have very little awareness of the impacts of the training on DRR knowledge at the local level.

### 4.2 FINDINGS: PRACTICES

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## FINDING 1: THE TOT IN NAIROBI HAS LEAD TO A NUMBER OF NATIONAL LEVEL INITIATIVES TO MANAGE DRR/EPR IN THE EDUCATION SECTOR

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These include:

- i) The establishment of a National Commission for Education in Emergencies.
- ii) The development of a school disaster vulnerability mapping tool covering all schools on the three islands.
- iii) A capacity mapping exercise for partners working on EiE.
- iv) An action plan and contingency plan for EiE.
- v) Co-ordination initiatives at the national level are tentatively being established at the regional level. This is particularly true of Mohéli, where a nascent co-ordination mechanism between key actors including COSEP, MEN, the Red Crescent Society, local NGOs and the media is being put in place.
- vi) Additionally, MEN, COSEP and UNDP have developed a teacher's guide for Primary School levels CM1 and 2 in partnership with UNICEF and other agencies. The guides include teaching materials on DRR for all of the major emergencies facing the education sector in Comoros.

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## FINDING 2: THE INITIATIVES REMAIN FRAGILE

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- i) The National Commission does not meet regularly, and a halt to UNICEF activity on DRR/EPR due to funding constraints has had negative consequences in terms of continuity, consolidation of progress made, and partner's engagement in ESU initiatives.
- ii) At the regional level, co-ordination mechanisms remain informal, ad hoc and relatively weak. With few exceptions, they do not produce any actual co-ordination at operational level.
- iii) The potential of certain partners to contribute to DRR/EPR initiatives remains untapped – most notably that of the Red Crescent and NGO partners.
- iv) The distribution of the teacher's guide on DRR has been inconsistent, with some schools having insufficient copies or none. Whilst some of those who possess the guide have been using it, since teachers have not directly received training, the majority have not put it to use as yet.

### 4.3 FINDINGS: INSTITUTIONALISATION

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#### FINDING 1: SIGNIFICANT PROGRESS HAS BEEN MADE IN TERMS OF THE INSTITUTIONALISATION OF DRR/EPR PRACTICES

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- i) The development of a national contingency plan, including a section focusing on the Education sector.
- ii) The development of a Plan of Action for EiE by the National Commission.
- iii) The integration of the teacher's pedagogic guide on DRR into the national curriculum for grades CM1 and 2.
- iv) The de-centralisation of preparedness and response mechanisms to the regions, notably; the establishment of COSEP and the new EiE co-ordination mechanisms at regional level, and; the pre-positioning of supplies by UNICEF and the National Red Crescent Society on Anjouan and Mohéli.

#### FINDING 2: A NUMBER OF FACTORS CONTINUE TO HOLD BACK THE FULL INSTITUTIONALISATION OF DRR/EPR PRACTICES WITHIN THE EDUCATION SECTOR

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- i) A national legal basis for Disaster Management is lacking, leaving the responsibilities and tasks of actors somewhat ambiguous.
- ii) There is a lack of formal conventions bringing together the different government and civilian actors in preparedness and response within the education sector.
- iii) Co-ordination, collaboration and communication mechanisms for EiE remain embryonic and relatively weak at both the national and regional levels.
- iv) Plans for EiE have yet to be put into action, and remain largely theoretical exercises.
- v) The strategy on EiE which has been developed by the National Commission is not fully comprehensive, and lacks monitoring and evaluation mechanisms.
- vi) The Commission has never undertaken an emergency simulation exercise.
- vii) There are no regional or school-level contingency or evacuation plans in place.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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### 5.1 CONCLUSIONS

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Drawing upon the findings outlined in the previous chapter, this evaluation has identified several conclusions which can be taken into consideration for future programme planning and implementation:

1. In terms of awareness, the training was effective for direct participants; however, the cascade model employed by the capacity development training has weakened the impact for those who have not received direct training.
2. Whilst the training has had some impact on the institutionalisation of EPR/DRR practices at the national level, face-to-face training and follow up must be revised and sustained to better suit the needs of different actors at the sub-national levels, particularly teachers.
3. Teacher training and training of sector level actors – including DMCs, Parent Teacher Committees, and local civil society actors such as the Red Crescent – need to be put in place to ensure the dissemination of EPR/DRR practices within communities.
4. At this stage, the training initiative has not increased safety and reduced risks for the schools or the communities.
5. Learning aids, such as teachers' and students' guides, posters, and audio-visual resources, are needed to ensure that DRR/EPR teaching reaches learners at the school level.
6. An injection of financial resources is needed in order to support the Ministry of Education to develop and consistently implement Building and Retro-fit Minimum Standards to ensure that schools are safe and disaster resilient environments for staff and learners.
7. A variety of crucial planning and steps have already been made on DRR/EPR issues – from developing vulnerability and capacity mapping databases and joint action plans for actors working on EiE, to designing a DRR module for School Director training. These encouraging steps now need to be developed and monitored to ensure that a comprehensive implementation process takes place.
8. Formal mechanisms are needed to clarify the responsibilities of different actors working on EiE, and to promote greater co-ordination between such actors.

### 5.2 RECOMMENDATIONS FOR FUTURE STRATEGY AND INTERVENTIONS

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#### RECOMMENDATION 1: THE DRR TRAINING PROGRAMME SHOULD BE REVISED

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Bearing in mind the lack of DRR knowledge and practices of School Directors, and the lack of training on DRR for teachers,

- i) Target those with direct interaction with pupils and families – notably teachers.

- ii) Involve COSEP, local authorities and particularly civil society organisations such as the Red Crescent and local NGOs, as well as other community leaders, who are well placed to contribute to sustainable DRR capacity building at the local and regional levels.
- iii) Take into account adult learning processes and be more participatory and practical in nature.
- iv) Promote development of the necessary skills for teachers, notably teaching methods and practical prevention and mitigation measures to take before, during and after disasters.
- v) Promote maximum sustainability through refresher trainings and other awareness raising initiatives (newsletters, radio programmes, etc.), which should take place on a regular basis to consolidate knowledge and skills for those who have already participated, and to target new staff.

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#### RECOMMENDATION 2: A STUDENT MANUAL ON EPR/DRR SHOULD BE DEVELOPED

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The pedagogic guide on DRR developed by MEN, COSEP and UNDP should be used to develop a manual targeting pupils and families, in order to better transmit key DRR messages to this key group.

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#### RECOMMENDATION 3: THE TOOLS DEVELOPED BY THE NATIONAL COMMISSION SHOULD BE UTILIZED TO UPDATE AND IMPROVE EIE PLANNING

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The new tools developed by the National Commission and key partners, notably the school risk and vulnerability mapping, capacity and resource mapping, and the joint action plans should be utilized to update and improve Eie planning.

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#### RECOMMENDATION 4: NATIONAL AND REGIONAL LEVEL EIE CO-ORDINATION AND RESPONSE MECHANISMS MUST BE STRENGTHENED

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The National Commission and regional level Eie co-ordination and response mechanisms must take several steps to strengthen DRR/EPR initiatives:

- i) Meet regularly to better co-ordinate plans and activities.
- ii) Better integrate civil society partners.
- iii) Using the new tools developed, particularly the school risk vulnerability mapping and partner capacity mapping, revise its current Eie action plan to:
  - (1) outline the responsibilities of each partner before, during and after crises in greater detail, and develop integrated response mechanisms;
  - (2) establish an improved communication mechanism for disaster response, and;
  - (3) develop a rigorous monitoring and evaluation mechanism for activities.
- iv) Undertake regular simulation exercises in order to ensure that all partners are fully familiar with their roles and the procedures to follow for disaster management during and after crises.

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## RECOMMENDATION 5: AT THE REGIONAL LEVEL, NASCENT CO-ORDINATION PLATFORMS MUST BE FORMALIZED, STRENGTHENED AND SUPPORTED BY THE NATIONAL COMMISSION

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At the regional level in Anjouan and Mohéli, nascent co-ordination platforms must be formalized, strengthened and supported by the National Commission:

- i) A comprehensive survey should be undertaken to identify key partners in regional EIE initiatives, including CROSEP, MEN, local authorities, Red Crescent Society, NGOs and other civil society groups.
- ii) Regional committees made up of the above partners should be established and should meet on a regular basis to co-ordinate disaster management initiatives.
- iii) A communication mechanism should be set up to facilitate disaster management co-ordination.
- iv) Committees should launch a joint planning process for EIE including: prevention, mitigation and prevention measures, enhanced pre-positioning of emergency supplies, and advocacy and awareness-raising initiatives in communities on relevant crises.

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## RECOMMENDATION 6: MEASURES MUST BE TAKEN TO IMPROVE EPR/DRR CAPACITY AND LEARNING AT THE SCHOOL LEVEL

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At the school level, several steps to improve DRR capacity and learning should be taken to improve EPR/DRR capacity and learning:

- i) Contingency / evacuation plans should be drawn up in collaboration between schools and local COSEP authorities.
- ii) DRR teaching (using the pedagogic manual) should be integrated into the timetable of each school, and a learning guide for pupils should be developed and disseminated.
- iii) UNICEF, MEN, COSEP and civil society partners including the Red Crescent should consider launching DRR awareness-raising days in schools—such as on the International Day for DRR on 10 October— open to the local community, to increase assimilation of key DRR messages. A DRR Day programme could include exploring the information in the DRR manuals, brain storming contingency plans for schools/homes, and doing a simulation/evacuation exercise for relevant crises.

## APPENDIX A: STAKEHOLDERS CONSULTED

	Institution	Function	Location
1	UNICEF	Focal Point DRR/EPR	Grande Comore
2	Freelance	National Consultant	Grande Comore
3	COSEP	Director	Grande Comore
4	MEN	Secretary General	Grande Comore
5	MEN	Focal Point - Emergencies	Grande Comore
6	MAEECHA	Director	Grande Comore
7	MEN	ESU Focal Point	Grande Comore
8	COSEP	ESU Focal Point	Grande Comore
9	CIPR – MEN	ESU Focal Point	Grande Comore
10	Comorian Red Cross Society	ESU Focal Point	Grande Comore
11	Freelance	Consultant (SIG)	Grande Comore
12	CIPR Ngazidja	Co-ordinator	Grande Comore
13	CIPR Ngazidja	Assistant Co-ordinator	Grande Comore
14	CIPR Ngazidja	Inspector	Grande Comore
15	CIPR Ngazidja	Inspector	Grande Comore
16	CIPR Ngazidja	Inspector	Grande Comore
17	EPP Application	Director	Grande Comore
18	EPP Bandamadji Itsoudu	Director	Grande Comore

	Institution	Function	Location
19	Commissariat Général au Plan	National Project Director	Grande Comore
20	UNDP	DRR Focal Point	Grande Comore
21	Comoros Red Crescent Society	Director of Programmes	Grande Comore
22	Comoros Red Crescent Society	Disaster Management Co-ordinator	Grande Comore
23	Association Comorienne pour le Bien-être et la Famille	President	Grande Comore
24	Commissariat General au Plan	Commissioner General	Grande Comore
25	CIPR	APC Manager	Anjouan
26	CIPR	Director of Primary Education	Anjouan
27	CIPR	UNICEF Focal Point	Anjouan
28	CIPR	Other person	Anjouan
29	CROSEP Anjouan	Director	Anjouan
30	CROSEP Anjouan	CROSEP Officer	Anjouan
31	Securité Civile	CROSEP Officer	Anjouan
32	EPP Chilsangani	Director	Anjouan
33	EPP Mromhouli	Director	Anjouan
34	EPP Mromhouli	Teacher	Anjouan
35	EPP Mromhouli	PTA Member	Anjouan
36	EPP Bouécladougou	Director	Anjouan
37	MAEECHA Community School	Director	Anjouan
38	MAEECHA Community School	Pedagogic Co-ordinator	Anjouan

	Institution	Function	Location
39	CIPR Mohéli	Director of Primary Education/UNICEF Focal Point	Anjouan
40	CIPR Mohéli	Education Commissioner – Mohéli	Anjouan
41	CIPR Mohéli	Director of Primary Education/UNICEF Focal Point	Mohéli
42	CIPR Mohéli	Education Commissioner – Mohéli	Mohéli
43	EPP Mbatse	Director	Mohéli
44	EPP Mbatse	Ex- Director	Mohéli
45	EPP Fomoni Salamani	Director	Mohéli
46	EPP Djoiezi	Director	Mohéli
47	EPP Djoiezi	Teacher	Mohéli
48	CROSEP Mohéli	Director	Mohéli
49	Comoros Radio and TV Office	Cameraman	Mohéli
50	Radio Mohéli	Journalist	Mohéli
51	Comoros Red Crescent Society	Executive Secretary, Mohéli	Mohéli
52	Comoros Red Crescent Society	Health Co-ordinator, Mohéli	Mohéli
53	Fédération des Acteurs pour le Développement Economique et Social de l'Île de Mohéli	Executive Director	Mohéli
54	EPP Hoani	Director	Mohéli
55	College Hoani	Director	Mohéli
56	Saintique Moumboussa Community School	Director	Mohéli

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ANNEX H:

# MADAGASCAR COUNTRY CASE STUDY

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## ACKNOWLEDGMENTS

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On behalf of the evaluation team, we would like to express our gratitude to the staff at UNICEF's Regional Office in Nairobi and Country Office in Madagascar, particularly Jacky Roland Randimbarison, Sonia Sukdeo and Graham Lang, for their assistance in facilitating this field study. We also wish to thank the people we met throughout Madagascar who took the time to share their experiences with us.

### *Madagascar Field Research Team*

Sean Deely

Charlie Walker

Cover Photo: *A family sits in the rubble of their home following the passage of category 4 cyclone Giovanna.* Sean Deely, 2012.

## 1 INTRODUCTION

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This report presents the main findings from the Madagascar country visit, which is the fourth case study conducted by the evaluation team from the Institute for Effective Education (IEE) and the Post-war Reconstruction & Development Unit (PRDU) at the University of York (UK) on behalf of the United Nations Children's Fund (UNICEF) as part of the *Evaluation of Emergency Preparedness and Response and Disaster Risk Reduction Capacity Development in the Eastern and Southern Africa Region (ESAR)*.

The goal of this country case study was to examine how the capacity development (CD) training implemented through UNICEF's Education in Emergencies and Post-crisis Transition (EEPCT) Programme has impacted national emergency preparedness and response (EPR) in the education sector in Madagascar. It should be noted that not all UNICEF EPR/DRR initiatives discussed in this report in Madagascar have been directly funded through the EEPCT programme. Specifically, the evaluation team aimed to assess the capacity of both individuals and institutions that have participated in the capacity development training and to measure the strategy's institutionalization at the local, provincial, and national levels.

The independent evaluation team conducted a field visit in Madagascar from 7-18 February 2012. Their activities were facilitated by Jacky Roland Randimbarison, Education Specialist and UNICEF Madagascar Country Office DRR/EPR Focal Point. The evaluation in Madagascar assessed the EPR/DRR knowledge and practices of individuals who attended the EPR/DRR trainings. The evaluation team also explored whether and how the capacity development strategy contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and the sub-national level. Finally, the evaluation sought to identify and recommend measures to address capacity gaps.

The evaluation team explored if and how UNICEF's capacity development programme helped the participants develop the knowledge, skills, and technical capacity of emergency preparedness and response within the education sector at the national, sub-national, district, and community levels. The results of their field research also helped determine if the capacity building training led to the creation of effective action plans for emergency preparedness at each level.

The results of the Madagascar country case study outlined in this report aim to assist the UNICEF Madagascar Country Office and the ESARO in Nairobi in identifying and understanding the achievements made by the capacity development/institutionalization efforts, as well as recognizing challenges to the programme's success. This report also presents recommendations to assist the country and regional offices in their decision-making processes and provide reliable evidence to aid UNICEF in its advocacy and fund-raising efforts. Finally, the evaluation will draw lessons for future EPR/DRR capacity development/institutionalization in the education sector, including recommendations for the development of a robust monitoring & evaluation framework based upon the principles of effectiveness, adequacy, and sustainability.

## 2 CONTEXT ANALYSIS

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The following analysis begins by briefly presenting the current situation in Madagascar, introducing some of the key elements for EPR/DRR, at national and local level, exploring the natural disasters to which the country is subjected, the humanitarian situation and the impact of the previous two on the Education sector.

The purpose of this section is to not to provide a detailed account of the complex conflicts and broader fragility within Madagascar but to provide a foundation for establishing the importance and the relevance of EPR/DRR in the Education sector, and how effectively these two elements can improve the situation and diminish the risk of a catastrophe.

### 2.1 MADAGASCAR COUNTRY CONTEXT

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Madagascar is one of the world's largest islands and is located off the east coast of southern Africa. It has a very young population with a wide mix of ethnic groups and French and Malagasy are its official languages. The majority of the country has indigenous beliefs (52%), with 41% Christian and 7% of the population Muslim.<sup>306</sup> It became a French colony in 1896 but regained independence in 1960. During 1992-93, free presidential and National Assembly elections were held ending 17 years of single-party rule. However, despite a period of democratic governance, in 2009 a coup brought Andry Rajoelina to power and led to the suspension of international aid to the country. As Madagascar is one of the world's poorest countries, with an economy that is reliant on agriculture, the withdrawal of assistance has had a very negative impact on the country.

The period of political turmoil has led to the population becoming poorer and state institutions crumbling, with corruption soaring. International attempts at mediation have not had much success.<sup>307</sup> However, as of late 2011, Rajoelina had appointed a new cabinet, and the country may be moving towards new elections some time in 2012.<sup>308</sup> Madagascar finds itself in the path of an annual cyclone season, many of which are devastating the most recent being, Cyclone Irina in late February which left at least 65 dead and 70, 000 homeless. This was only two weeks after Cyclone Giovanna had left at least 35 dead and 240, 000 homeless<sup>309</sup>. Along with cyclones, Madagascar suffers from floods, landslides and drought.

#### 2.1.1 WAR, POVERTY, AND HUMANITARIAN CRISES

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Madagascar has been under French influence since 1890 and began the process of gaining autonomy in 1956, becoming fully independent in 1960, although France maintained a strong political, economic, and military presence on the island.<sup>310</sup> The island is a semi-presidential representative

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<sup>306</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/ma.html>. Retrieved 26 March 2012.

<sup>307</sup> International Crisis Group (2010) Madagascar: Crisis heating up?, *Africa Report No. 166*.

<sup>308</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/ma.html>. Retrieved 26 March 2012.

<sup>309</sup> Information available from: <http://www.bbc.co.uk/news/world-africa-17276543>. Retrieved 26 March 2012.

<sup>310</sup> Country information from: [http://www.ucdp.uu.se/gpdata/gpcountry.php?id=99&regionSelect=2-Southern\\_Africa](http://www.ucdp.uu.se/gpdata/gpcountry.php?id=99&regionSelect=2-Southern_Africa). Retrieved 6 October 2011.

democratic multi-party Republic, where the elected president is the head of State and selects a Prime Minister to form a government.

In 1992-93, free presidential and National Assembly elections were held ending 17 years of single-party rule. In 1997, in the second presidential race, Didier Ratsiraka, the leader during the 1970s and 1980s, was returned to the presidency. The 2001 presidential election was contested between the followers of Didier Ratsiraka and Marc Ravalomanana, nearly causing secession of half of the country. In April 2002, the High Constitutional Court announced Ravalomanana the winner. He achieved a second term following a landslide victory in the generally free and fair presidential elections of 2006.<sup>311</sup> However, in 2009 Ravalomanana was ousted by Andy Rajoelina in a coup d'état.

After the 2009 coup d'état Rajoelina declared himself the head of the High Transitional Authority (HTA), the unrecognized government of Madagascar. The main political opposition leaders are living in exile in South Africa and France. Following this coup, the international community suspended all aid to the island, a decision which has been deemed "catastrophic for a country where foreign aid accounted for 70% of the national budget" (Natascha Paddison, Deputy Representative for UNICEF).<sup>312</sup> The current situation is of relative stability, although protests can erupt at any moment.

After discarding socialist economic policies in the mid-1990s, Madagascar followed a World Bank- and IMF-led policy of privatization and liberalization that has been undermined since the start of the political crisis. This strategy placed the country on a slow and steady growth path from an extremely low level. Agriculture, including fishing and forestry, is a mainstay of the economy, accounting for more than one-fourth of GDP and employing 80% of the population. Deforestation and erosion, aggravated by the use of firewood as the primary source of fuel, are serious concerns. The current political crisis has dealt additional blows to the economy. Tourism dropped more than 50% in 2009 compared with the previous year, and many investors are wary of entering the uncertain investment environment.<sup>313</sup>

The poor economic situation has not helped Madagascar's position as one of the poorest countries in the world: it was listed 135 out of 170 countries in the Human Development Index in 2010. With negative growth in GDP in the last year, "77% of the population have been living on less than 1.25 dollars a day" (Paddison, 2011). There is no new investment in healthcare or education infrastructure. Prior to the coup in 2009 about 70 per cent of the education sector had been funded by donor countries, with foreign aid to education in 2008 amounting to 46 million US\$. In 2009, education expenditures accounted for only 3% of GDP.<sup>314</sup> In 2010, the government cut its health budget by 30%, and its failure to fund the education sector in the 2009/10 school year led to public

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<sup>311</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/ma.html>. Retrieved 26 March 2012.

<sup>312</sup> Quoted in "Madagascar – the untold crisis". Available at <http://reliefweb.int/node/450459>. Retrieved 6 October 2011.

<sup>313</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/ma.html>. Retrieved 26 March 2012.

<sup>314</sup> CIA – The World Factbook. Available at <https://www.cia.gov/library/publications/the-world-factbook/geos/ma.html>. Retrieved 5 October 2011.

schools demanding registration fees to compensate for the loss of income,<sup>315</sup> with the Ministry of Education budget barely able to cover salaries in 2011.<sup>316</sup>

## 2.1.2 NATURAL DISASTERS

Madagascar is one of the most disaster-affected countries within the ESARO DRR/EPR initiative. The country faces multiple destructive cyclones each year between November and April, which can cause excessive damage to infrastructure, communications, and health and education services. Programmes to respond to emergencies have been set up by different agencies, including UNICEF and the WFP, with the goal to give a rapid and effective first response within 48 hours after a cyclone hits the island or an emergency occurs.

**Table 1: Summary of Natural Disasters in Madagascar from 1980-2010<sup>317</sup>**

N. of events	53
N. of people killed	3,887
Average killed per year	125
N. of people affected	8,855,003
Average affected per year	285,645
Economic damage (US\$ X 1,000)	1,702,881
Economic damage per year (US\$ X 1,000)	54,932

Prior to 2012, the most recent catastrophic cyclone season took place between 2007 and 2008. This saw several cyclones – amongst them Category 4 Cyclone Ivan – strike the country, affecting over 500,000 people and causing an estimated \$333 million USD worth of damage. Cyclones also exacerbate flooding, soil degradation and resulting landslides, other forms of disaster which affect large swathes of the country. Since 2007, each year has seen at least 100,000 people – and in many cases, significantly more – affected by cyclones and floods. Conversely, southern parts of the island are seriously affected each year by drought and resulting famine. Such disasters are only likely to be exacerbated in the future, with Madagascar rated third most vulnerable country in the world to the impacts of climate change. Studies predict that this will result in a significant intensification of cyclones and rains over the next 50 years in the South West Indian Ocean Basin, where Madagascar is located.<sup>318</sup>

<sup>315</sup> IRIN Report 18 March 2011 'Madagascar: No More Free Primary Schooling' available at <http://allafrica.com/stories/201103190032.html>

<sup>316</sup> Natascha Paddison. 2011. Quoted in: *Madagascar – The Untold Crisis*. Available online at: <http://reliefweb.int/node/450459>, UNICEF Madagascar. 2012. *Diverse Interviews with UNICEF Madagascar Employees*. 15-16 February 2012. UNICEF Office, Antananarivo.

<sup>317</sup> From: <http://www.preventionweb.net/english/countries/statistics/?cid=103> retrieved 22.03.2012

<sup>318</sup> Madagascar Interior Ministry and National Office of Disaster Risk Management (2011) *National Contingency Plan – Cyclones and Floods 2011-2012*; PreventionWeb (2011) *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>

**Table 1: Vulnerability and Risk to Natural Disasters in Madagascar<sup>319</sup>**

	Vulnerability Index <sup>320</sup>	Risk Absolute <sup>321</sup>	Risk Relative <sup>322</sup>	Mortality Risk Index <sup>323</sup>
Multiple	Yellow	Yellow	Yellow	Yellow
Cyclone	Green	Yellow	Yellow	Yellow
Flood	Yellow	Green	Green	Green
Landslide	Red	Yellow	Green	Yellow
Earthquake	Green	Blue	White	Blue

**Legend:**



### 2.1.3 THE AFTHERMATH OF CYCLONE GIOVANNA

Whilst the University of York evaluation team was on the ground in Madagascar, a further cyclone struck the country close to Brickaville, devastating a large swathe of the eastern part of the country. Cyclone Giovanna hit land as a category 4 cyclone, and tentative early reports suggest that over 351,000 people have been affected, 16 are dead, Brickaville and surrounding areas have suffered as much as 70 per cent damage, and 66,000 children are in need of an emergency education response.<sup>324</sup> The evaluation team witnessed the devastating effects on the ground, where entire villages had been razed to the ground, hospitals had been destroyed in two locations visited, and schools were in many cases severely damaged, and in extreme cases, lying in ruins.

The cyclone preparedness and response activities witnessed by the Evaluation Team before, during, and after Cyclone Giovanna serve as a powerful testament to the relevance, effectiveness, efficiency and impact of the ESARO capacity building in DRR/EPR initiative. In areas visited by the team where DRR/EPR training had been provided, regional, district, and zonal authorities were well informed, organized and prepared. Teachers and schoolchildren demonstrated sound knowledge of the various types of disasters, actions to take both at school and home before, during, and after a cyclone. They also exhibited an understanding of core components of the training including psychological support, the importance of an early return to class, and their respective roles and responsibilities. While limited resources have been available to extend the impact and sustainability of the training, the achievements of the training could be seen in the increased empowerment of teachers and CISCO (sub-regional office for the Ministry of Education) staff who displayed a sound knowledge of core training elements. They also consistently suggested improvements and additional support that

<sup>319</sup> Vulnerability and risk are defined as the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. This data is available at PreventionWeb (2011) *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>. Retrieved 15 February 2012.

<sup>320</sup> The Vulnerability Index is the estimated number of people killed per year, per million exposed.

<sup>321</sup> Risk Absolute is the average number of people killed per year.

<sup>322</sup> Risk Relative is the number of people killed per million per year.

<sup>323</sup> The Mortality Risk Index is the average of both indicators (RA+RR/2).

<sup>324</sup> Preventionweb.net. 2011. *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>.

would be required for local people to engage more effectively and take ownership of preparation and response at the community level.

In parts of Brickaville district visited by the Evaluation Team following the cyclone, and where Ministry of Education officials and teachers had not participated in the training, teachers and local officials demonstrated a much shallower knowledge of cyclone preparedness. They had attempted relatively little in the way of preparedness measures at the local primary school, where classrooms had been destroyed by the wind, school texts and workbooks had been soaked by the rain, and roofs had not been reinforced with sandbags or bamboo poles. In one village, damage to the college was quasi-total and the primary school had lost two classrooms: teaching and learning were clearly going to be negatively affected for months to come. In a country where destructive cyclones are an annual occurrence, these findings suggest the need to heavily prioritise DRR/EPR initiatives in Madagascar, and the need for significant additional funding to be made available in order to implement these.

The EPR/DRR training has had a positive impact for the UNICEF staff in Madagascar, as demonstrated by the pro-active and highly effective UNICEF engagement in cyclone-preparedness on the ground in Analangirofo, Atsinanana, and Alaotra Mangoro that the evaluation team witnessed during their country field visit. In Fenerive-Estm, thirty six hours before the cyclone made landfall the UNICEF Area Technical Officer (TO) was observed to be actively leading from behind in the preparedness effort, quietly encouraging a leading local NGO (ASOS) to convene a cluster meeting, where he systematically led the participants through a textbook preparedness exercise, including a review of the disaster contingency plan, a local partners disaster-response capacity assessment, and a re-confirmation of roles, responsibilities, and communication protocols.

These types of activities indicate that trained staff have been involved in the relevant clusters and that their knowledge was being transferred to local partners. Such active engagement in response to the imminent arrival of a natural disaster was also observed by the evaluation team the following morning. With reports forecasting that the cyclone would make landfall further south in the Atsinanana region, the UNICEF TO headed for Brickaville to check preparedness measures and provide support to local government and NGO partners. Upon finding that the city had been without electricity for two weeks, and that people were largely unaware of the extent of the threat posed by the cyclone's imminent arrival, the UNICEF staff toured the city with a megaphone warning residents, and informing them of key preparedness measures they should take. Following the cyclone, the UNICEF team on the ground reacted swiftly, dispatching key healthcare supplies for 1000 people in Brickaville, 156 "school in a box" packages, and 93 recreational school kits—enough to support 12,000 children—and materials for 250 temporary learning spaces (TARPatents), to affected areas within the first 48 hours following the cyclone.<sup>325</sup> Their actions highlight the key role that UNICEF staff are playing in EPR/DRR activities in Madagascar and the situational difficulties faced by those preparing for and responding to disasters. Crucially it also indicates the level of work that is still to be done in order to build up state EPR/DRR capacity.

In the coming months, a significant injection of funds will be required from the international community to facilitate a response, which will fundamentally demand "build back better" initiatives, to ensure that future years do not witness a repeat of the severity of destruction from Cyclone Giovanna. However, as cyclones are an annual occurrence in Madagascar where the vast majority of the population subsist in abject poverty, unless the disaster response assistance is accompanied by an equally significant investment in disaster preparedness, these efforts at reconstruction and

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<sup>325</sup> Preventionweb.net. 2011. *Disaster Statistics: Madagascar*. Available online at: <http://www.preventionweb.net>, UNICEF Madagascar. 2012. *Diverse Interviews with UNICEF Madagascar Employees*. 15-16 February 2012. UNICEF Office, Antananarivo.

restoration are likely to translate into little more than reconstructing the risk, and restoring the status quo ante.

### 2.3 IMPACT ON EDUCATION IN MADAGASCAR

Madagascar's education is divided into Primary, Secondary and Tertiary education. Education usually starts at the age of 6 and is compulsory until the age of 14. Secondary education is divided into first cycle (ages 12-15) and second cycle (ages 16-18). Tertiary education offers studies at university level and non-university level, including post-secondary studies in technical and vocational skills. In Madagascar there are thirty institutions for Higher Education: 6 publicly funded universities, 2 publicly funded polytechnics and specialized colleges, 21 publicly funded, accredited universities & colleges and 1 National Centre for Media Education (CNTEMAD).

Madagascar spends less than 3% of its GDP on education, compared to just over 5% for similar countries. The coup has had a detrimental impact on education as it has led to a minimum 20-30% decrease in the education budget and as a result funds and materials are not reaching schools. A secondary impact of the economic crisis is the increased vulnerability of already poor families, which means more children out of school as they need to work<sup>326</sup>. The new 2009 government also halted the education reform process and announced a more rigid use of French as the language of teaching in Malagasy schools. As 98% of Malagasy students did not speak French properly when the changes were implemented, they currently struggle with the French textbooks, while teachers also have problems teaching in French.<sup>327</sup> The quality of education in Madagascar is further hampered by lack of access to clean water. As a result many pupils frequently fall sick and don't attend classes, impacting on their already disadvantaged education.<sup>328</sup>

Natural disasters have also had a detrimental effect on the education system, destroying classrooms and disrupting learning for extended periods on an annual basis.

**Table 3: Education statistics for Madagascar<sup>329</sup>**

Education Indicators	%
Youth (15-24 years) literacy rate (%), 2005-2010* male	66
Youth (15-24 years) literacy rate (%), 2005-2010* female	64
Pre-primary school participation, Gross enrolment ratio (%) 2007-2010*, male	10
Pre-primary school participation, Gross enrolment ratio (%) 2007-2010*, female	10
Primary school participation, Gross enrolment ratio (%) 2007-2010*, male	162

<sup>326</sup> Information available from: [http://www.child-sponsorship.com/madagascar\\_education.html](http://www.child-sponsorship.com/madagascar_education.html). Retrieved 26 March 2012.

<sup>327</sup> Information available from: <http://www.afrol.com/articles/32936>. Retrieved 26 March 2012.

<sup>328</sup> Information available from: [http://www.child-sponsorship.com/madagascar\\_education.html](http://www.child-sponsorship.com/madagascar_education.html). Retrieved 26 March 2012.

<sup>329</sup> Information available from: [http://www.unicef.org/infobycountry/madagascar\\_statistics.html](http://www.unicef.org/infobycountry/madagascar_statistics.html). Retrieved 22 March 2012.

Primary school participation, Gross enrolment ratio (%) 2007-2010*, female	158
Primary school participation, Net enrolment ratio (%) 2007-2010*, male	99
Primary school participation, Net enrolment ratio (%) 2007-2010*, female	100
Primary school participation, Net attendance ratio (%) 2005-2010*, male	78
Primary school participation, Net attendance ratio (%) 2005-2010*, female	80
Primary school participation, Survival rate to last primary grade (%) 2006-2009* admin. Data	49
Primary school participation, Survival rate to last primary grade (%) 2005-2010* survey data	89
Secondary school participation, Net enrolment ratio (%) 2007-2010* male	23
Secondary school participation, Net enrolment ratio (%) 2007-2010* female	24
Secondary school participation, Net attendance ratio (%) 2005-2010* male	27
Secondary school participation, Net attendance ratio (%) 2005-2010* female	28

## 3 STUDY METHODOLOGY

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This section and related subsections outline the technical approach and methodology which the evaluation team employed during the course of the field research in Madagascar. A more detailed overview of the methodology used throughout all the field studies can be found in Annex A.

### 3.1 SOURCES OF INFORMATION

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The information that the research team relied upon in this evaluation was gathered from primary data sources as well as background literature and secondary sources. In Madagascar, the primary data sources consisted of participants in the training programme and representatives from the following stakeholders and institutions:

- UNICEF;
- Relevant government departments, including the Ministry of Education and the Office for Disaster and Risk Management (BNGRC);
- International non-governmental organizations (INGOs);
- Local NGOs;
- Civil Society;
- School Directors and Teachers

A complete list of the stakeholders consulted during the field visit is attached as Appendix A.

### 3.2 DATA COLLECTION

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The primary data was collected using a mix of qualitative and quantitative methods with a participatory approach. When meeting with individual government officials, NGOs staff, and representatives from civil society groups the evaluation team used semi-structured interviews, while employing focus group discussions with larger groups of provincial representatives, teachers, and school directors.

The secondary data were gathered with the help of UNICEF Madagascar Education office staff and the staff at UNICEF ESARO in Nairobi. Additional material and documentation has been collected prior to the field visit, consulting relevant websites and the appropriate literature.

The team approached the field research with a great degree of flexibility, conscious that the interview questions and tools would not have remained rigid and that they would have been modified as the study progressed. This allowed them to conduct an evaluation that was relevant to the context.

### 3.3 SAMPLING

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The Madagascar evaluation team employed a multi-layered sampling technique consisting first of a stratified sampling of stakeholders in order to ensure proper inter-sectoral representation, particularly health and WASH. At this level, the sample consisted of three main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant education

ministries, UN agencies, and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the country and/or have relevant knowledge of the EEPCT programme; (ii) participants in the training; (iii) civil society, that has not been part of the training but has some knowledge about the topic and actively take part in the rescue operations when a disaster or a conflict occurs. The evaluation team worked with UNICEF County Office staff, MoE officials, and the local consultant to identify individuals that fell into the control group, and to identify a good sample of participants in each region.

The second level refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants composed of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

This sampling strategy aimed to identify at least 20% of the training participants for inclusion in the evaluation. The goal was to identify potential participants in advance of the field visit and arrange for their interviews and participation in focus group discussions. In this way, the evaluation team was able to prepare and tailor the interview questions for each participant or focus group. (A list of questions from which the evaluation team drew during each interview and focus group is attached as Appendix C.)

The overall rationale for using this combined stratified/clustered sampling strategy was to maximize insight and learning, while ensuring regional and country-level coverage of the Madagascar education sector.

### 3.4 LIMITATIONS AND CONSTRAINTS

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There have been a number of limitations for the Evaluation Team overall:

- 1 The absence of any baseline data about the project and the needs of the communities;
- 2 The limited timeframe of working days in the field;
- 3 A small number of field team members for collecting the field-data; and
- 4 Maintaining the independence of the study while depending on UNICEF staff and vehicles to access most respondents and communicate with key stakeholders.
- 5 A category four cyclone struck the country during the research visit, making travel extremely difficult and limiting meetings with key actors who were occupied working on response;
- 6 The size of the country and extremely poor transport infrastructure meant that the field team were only able to visit a few of the twelve districts which had received training through the EPR/DRR capacity development programme;
- 7 Language was a potential barrier, since neither research participants nor researchers were communicating in their mother tongue

### 3.5 IMPLICATIONS

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The absence of baseline data was a constraint encountered across all countries visited. Without baselines on knowledge, capacity and needs prior to the EPR/DRR capacity development training, it is extremely difficult to assess the impact and effectiveness of the initiative. Researchers were forced to rely on anecdotal evidence on perceived improvement (or lack thereof) of EPR/DRR knowledge following training. In order to mitigate this issue, researchers met with as many sources at each level as possible and triangulated information from across such sources, focusing on drawing out trends highlighted by multiple stakeholders.

A limited timeframe and small research team were further constraints experienced in multiple countries visited. Ten days is a short length of time for two people to fully understand the impact and effectiveness of the programme and to grapple with the national education systems and the broader EPR/DRR situation in each country visited. In Madagascar, this was a particular constraint, due to the immense size of the island, and the fact that it was not possible to hire a national consultant due to contracting difficulties. Regardless, researchers made the utmost effort to mitigate problems posed by limited time in the field through; conducting intensive research on the country context, disaster risks and progress made on the capacity development initiative prior to the visit; meeting as many stakeholders as possible during the trip; and, where appropriate, following up with UNICEF staff members and other stakeholders after the trip was over.

Maintaining the independence of the study posed some difficulty during research trips, due to the fact that researchers were dependent on UNICEF staff and resources to carry out the evaluation. Researchers travelled in UNICEF cars, and in many cases where it was not possible to find a national consultant to accompany researchers, UNICEF staff filled this position. Research teams mitigated this to the best of their ability through clearly explaining that they were not affiliated with UNICEF, and that the evaluation was an independent venture, and through working with an independent national consultant where possible to reduce the potential for bias. However, it was not possible to fully mitigate this issue, and this must be taken into consideration when examining evaluation findings and conclusions.

Transport infrastructures in Madagascar are extremely poor, where roads are in many places not paved or in extremely poor condition, having suffered due to erosion, mudslides, flooding and a chronic lack of maintenance. As a result, travel to schools and communities in farther-flung areas took a great deal of time, and trips such as this had to be limited accordingly. This was a particular concern following the passage of cyclone Giovanna, where over 100km of roads were affected by fallen trees, electricity lines, and buildings, and trip from Tamatave, normally taking 7 hours, took a total of two days to complete. The cyclone was a further constraint in that it limited time researchers could spend with key stakeholders, since these were understandably occupied providing response and relief operations. However, despite this constraint, the cyclone did provide added value to the evaluation, since it gave researchers the opportunity to witness all aspects of the DRR/EPR process, from preparation and damage mitigation to response and recovery.

Language was a further potential barrier to research, since neither research participants nor researchers were communicating in their mother tongue, instead using French as a mutual language. Since the level of both participants and researchers was high, however, this largely proved not to be a problem. An exception to this was when researchers met with children, during which time a translator was needed to overcome communication problems. In one instance a UNICEF staff member stepped in to provide translation, and in another instance teachers translated for their students, ensuring that researchers could effectively communicate with learners in question.

## 4. FINDINGS: THE IMPACT OF UNICEF'S EECPT CAPACITY BUILDING AND INSTITUTIONALIZATION PROGRAMME IN MADAGASCAR

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The following preliminary findings, conclusions, and recommendations are based upon (i) the team's review of documents provided by UNICEF before and during the field visit and their own desk research of background documents available from open sources; (ii) information provided by the respondents and obtained through informal discussions with UNICEF staff and MoE staff; and (iii) observations during the field visit.

### 4.1 FINDINGS: KNOWLEDGE

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#### FINDING 1: INCREASED AWARENESS OF DRR/EPR CONCEPTS

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From regional to school level, people who had participated in the training programme consistently emphasised the importance of prioritising education in emergencies, and were fully versed on key DRR/EPR concepts related to the education sector.

#### FINDING 2: EMPHASIS ON CHILDREN AS VECTORS OF DRR MESSAGES

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At both the national and sub-national level, actors in Madagascar appeared committed to the principle that school pupils are effective vectors to pass on DRR/EPR information to their families and wider communities.

#### FINDING 3: HIGH LEVELS OF FAMILIARITY WITH INEE STANDARDS

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Training participants from national to school levels demonstrated good knowledge of INEE standards, including the importance of swift resumption of classes following a disaster, and the establishment of temporary learning spaces to allow teaching and learning to continue in as normal a manner as possible. UNICEF Madagascar have championed the use of TARPAtents – classrooms constructed from plastic sheeting and locally available materials – as temporary learning spaces in areas where schools have been damaged or destroyed by cyclones and other natural disasters.

#### FINDING 4: KEY DRR MESSAGES ASSIMILATED BY PARTICIPANTS AT ALL LEVELS

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Training participants at national, DREN (regional office for the Ministry of Education), CISCO (sub-regional office for the Ministry of Education), ZAP (local office for the Ministry of Education) and school levels – including children – were able to identify key measures to take before, during and after crises relevant to their areas to minimise human and material losses.

#### FINDING 5: SCHOOLS WHICH HAVE RECEIVED TRAINING ARE CONSIDERABLY BETTER PREPARED FOR CRISES THAN THOSE WHICH HAVE NOT BENEFITTED FROM THE SCHEME

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In schools that the research team visited in Alaotra Mangoro and Analangirofo, where teachers and local education authorities had received training and materials, pupils and school staff were extremely knowledgeable on measures to take before, during and after a crisis to protect

themselves and minimize damage to infrastructure. Prior to the passage of cyclone Giovanni, teachers were revising DRR material with pupils to ensure that they knew how to prepare and react. In contrast, schools that we visited the day following cyclone Giovanna in Atsinanana – where teachers had not participated in trainings or received guides – had clearly not been prepared. The schools had no Damage Impact Assessment Form, or teaching resources on DRR, and teachers had passed on limited information to pupils on how to prepare for the cyclone. Since a number of classrooms from both schools had been destroyed, teachers were planning on alternating classes, rather than setting up temporary learning spaces to ensure that a normal teaching timetable could continue.

## 4.2 FINDINGS: PRACTICES

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### FINDING 1: THOSE WHO PARTICIPATED IN THE TOT IN NAIROBI HAVE ADOPTED MANY OF THE PRACTICES LEARNED DURING THE WORKSHOP.

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This includes:

- i. Co-ordinating the roll out of national training as far as the school level, and actively participating as trainers. 907 individuals have been trained between 2009 and February 2012, notably DREN, CISCO and ZAP officials and teachers. In 2012, there are plans to roll out trainings in 5 additional regions.
- ii. Adapting the materials provided during the ToT for use in national trainings, including; integrating key aspects into an existing education sector training programme (INEE standards, Gender, Monitoring and Evaluation), and translating them into Malagasy.
- iii. Actively taking steps to ensure better collaboration between EIE actors: invigorating the Education Cluster using organisational tools provided in the ToT (capacity mapping, resource mapping, responsibility mapping and contingency planning), transforming the Cluster to focus not only on emergency response, but also disaster preparedness. The UNICEF focal point appeared to be the principal driving force behind deeper cluster co-ordination on EIE.
- iv. Adapting the cascade training model to overcome weaknesses. Notably, this has involved giving all levels of participants from regional to school level access to national-level trainers, and producing and distributing guides for teachers and pupils on DRR practices. These steps have resulted in a greatly diminished level of dilution of key messages being received by teachers, and crucially, children.

### FINDING 2: PARTICIPANTS HAVE INTEGRATED ELEMENTS OF THE DRR TRAINING INTO THEIR WORKING PRACTICES

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- i. Following the training, DREN, CISCO and ZAP authorities were aware of their responsibilities of reporting crisis-related damaged to schools, and had distributed copies of these to schools in their catchment areas and trained School Directors on how to complete them.
- ii. Head Teachers were likewise aware of the need to prepare their schools for cyclones, including taking steps to minimise and mitigate disaster-related damage prior to crises, and fill out Damage Impact Assessment forms and send them to MEN, had any damage occurred following emergencies.

- iii. Teachers had shared the training content and materials with their colleagues, and were actively integrating the DRR practices into their teaching. A testament to this is the fact that pupils in both schools which had received training and teaching materials that the evaluation team visited were very knowledgeable about key DRR measures to take before, during and after crises, and many noted that they had discussed these with their families. In Soaniera Ivongo, teachers were giving refresher classes to pupils ahead of cyclone Giovanna's arrival.

### 4.3 FINDINGS: INSTITUTIONALISATION

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#### FINDING 1: DISASTER INFORMATION GATHERING AND DISSEMINATION STRUCTURES ARE WEAK

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A system has been put in place by MEN whereby School Directors are responsible for filling in a damage assessment form, which is then passed up the MEN hierarchy from School to ZAP to CISCO to DREN and finally to the central Ministry. However, this system is relatively new and appears to be inconsistently applied throughout the country. Two out of four schools visited by the evaluation team had no copies of the form or knowledge of the system.

#### FINDING 2: THE EARLY WARNING SYSTEM HAS LIMITED FUNCTIONALITY

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The early warning system for natural disasters is headed by the National Meteorological Institute, and there are a network of actors, including government bodies, UNICEF, civil society groups and the media, responsible for passing on the message. However, this system is dependent on functioning mobile, internet, radio and television networks, which are often torn down in severe weather. The Head of the Meteorological Institute admitted that its employees were, at times, forced to drive around Antananarivo to warn relevant bodies of pending emergencies in person, and getting the message out to anywhere other than the capital in such conditions was a near-impossible task. People in Brickaville, where cyclone Giovanna hit land, were largely unaware of its imminent arrival due to the fact that electricity and thus communication networks had been down in the town for several weeks. A simple flag warning system with red flags flown when a severe storm was imminent, appeared to be relatively effective in rural areas, but this again depends on early warning being received by someone in the community.

#### FINDING 3: THERE IS A VAST DISCREPANCY IN KNOWLEDGE AND PRACTICES OF ESTABLISHMENTS WHICH HAVE AND HAVE NOT BENEFITTED FROM THE DRR TRAINING SCHEME.

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Research teams noted a vast discrepancy in the knowledge and practices of those who had, and had not, participated in the training scheme. Untrained teachers were significantly less knowledgeable on EiE, INEE Minimum Standards, key precautions to take before disasters, and how to minimise disruption to teaching following crises.

#### FINDING 4: DRR/EPR PRACTICES ARE NOT YET INTEGRATED INTO THE NATIONAL CURRICULUM

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Although the training programme has proven to be highly successful in areas targeted, EPR/DRR training and materials currently stand separately to the national curriculum, and has thus not been

integrated into core teaching and learning throughout the country. Correspondingly, areas not yet specifically targeted by the roll-out training do not have access to key EPR/DRR materials and learning.

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#### FINDING 5: TRAINING HAS REINFORCED THE CAPACITY OF UNICEF PARTNERS IN THE EDUCATION CLUSTER AND IMPROVED CLUSTER CO-ORDINATION

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The capacity of EiE partners such as BNGRC (Bureau National pour la Gestion des Risques et des Catastrophes) and MEN has clearly been reinforced as a result of the training of trainer sessions, from which all cluster members have benefitted. These are refreshed and updated on an annual basis. Equally beneficial have been the increased use of the Education Cluster as a forum for co-ordination and collaboration on disaster preparedness and response which appears to have been invigorated following the participation of national-level actors in the ESARO ToT.

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#### FINDING 6: CO-ORDINATION AT SUB-NATIONAL LEVELS ON EIE REMAINS TENTATIVE

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Whilst the research team witnessed some encouraging tentative co-ordination in place at the regional level, this remained tentative and somewhat ad hoc. UNICEF staff were using the skills and tools gained from the EPR/DRR training to actively lead district co-ordination as background guiding support for district officials prior to the passage of cyclone Giovanna in Fenerive-Est, reviewing emergency supplies and partners' available resources and response capacity and co-ordinating preparation and response plans. This promising nascent regional co-ordination must be formalised and established in all risk-prone areas throughout the country.

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#### FINDING 7: NATIONAL CAPACITY FOR INTEGRATING EPR/DRR INTO EDUCATION REMAINS HEAVILY DEPENDENT ON FINANCIAL AND OPERATIONAL SUPPORT FROM UNICEF

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Crippling aid sanctions and a chronic lack of government funds means that EPR/DRR initiatives are, and appear set to remain, heavily dependent on UNICEF financial, technical and operational support.

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#### FINDING 8: THE TRAINING APPEARS TO HAVE HAD LIMITED IMPACT ON THE DRR/EPR POLICIES AND PRACTICES OF MEN

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Aside from improving the DRR/EPR teaching programme, training appears to have had a limited impact on MEN policy, largely due to funding constraints. MEN retains an extremely limited budget, with the ministry barely able to cover wage costs, and cannot currently stretch to include other key EPR/DRR services such as school maintenance and damage assessment and repair.

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#### FINDING 9: A FEW KEY INDIVIDUAL UNICEF EMPLOYEES REPRESENT THE PRINCIPLE DRIVING FORCE BEHIND EPR/DRR INITIATIVES IN MADAGASCAR

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UNICEF Madagascar is fortunate to have some extremely motivated, forward thinking and committed members of staff working on EPR/DRR in the education sector. These individuals represent the driving force behind EPR/DRR initiatives in Madagascar. This is something for which UNICEF must be highly commended. However, individuals cannot sustain an initiative such as this in the long term, and care must be taken to ensure that a greater number of individuals from a number

of different agencies, including MEN and NGO partners, are engaged in EPR/DRR at a higher level of responsibility.

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**FINDING 10: PROSPECTS FOR INSTITUTIONALISATION OF DRR/EPR TRAINING AND PRACTICES REMAIN WEAK WITHOUT CONSIDERABLE SUPPORT FROM UNICEF**

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Due to the lack of financial, technical and operational resources of MEN and the National Office for Disaster Risk Management, it is clear that continued technical and financial support from UNICEF is fundamental to the maintenance of this initiative in the short to medium term. This situation has partly arisen as a result of UNICEF taking the overall lead for EPR/DRR due to the fact that funds for this sector are currently being channelled through them.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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### 5.1. CONCLUSIONS

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Drawing upon the findings outlined in the previous chapter, this evaluation has identified several conclusions which can be taken into consideration for future programme planning and implementation:

1. In Madagascar, the use of central trainers to train participants at all levels, and the development of simple learning materials for children, appear to have jointly succeeded in combating knowledge dilution problems related to the cascade model seen elsewhere in ESAR.
2. In terms of awareness and practices, the training appears to have been extremely successful for those who participated, and for learners who have benefitted from teaching and the learning materials developed.
3. Education sector employees and learners in areas which have not benefitted from the scheme – which includes large swathes of the country – are considerably less aware of good EPR/DRR concepts and practices, and resultantly less well prepared and able to respond to disasters.
4. Co-ordination mechanisms at the national level must now be strengthened and emulated at the sub-national levels to develop regional and district preparedness and response capacities.
5. The operational, technical and financial capacity of relevant ministries, notably the ministries of education and the National Office for Disaster Risk Management (BNGRC) are currently severe constraints to the institutionalisation of EPR/DRR within the education sector.
6. EPR/DRR capacity development efforts must now focus on wide-scale roll-out and the institutionalisation of the programme to facilitate national ownership and sustainability.

### 5.2. RECOMMENDATIONS FOR FUTURE STRATEGY AND INTERVENTIONS

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#### 5.1.1 SHORT TERM RECOMMENDATIONS

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1. UNICEF, in partnership with the education cluster, should continue to roll out trainings in areas which have not yet benefitted from the scheme – particularly those at high risk of experiencing disasters.
2. At least two teachers from each school should receive DRR/EPR training. Prioritization should be given to schools in high risk zones.
3. All schools should be given copies of the pupil and teachers guidelines for emergencies. Ideally pupils should have a copy to take home, to increase assimilation of key DRR messages by parents and the wider community. Prioritization should be given to schools in high risk zones.
4. Teachers should be given access to audio-visual materials (DVDs etc) to increase the assimilation impact of DRR training.

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### 5.1.2 MEDIUM TERM RECOMMENDATIONS

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1. The DRR teaching materials developed by the BNGRC, MEN and UNICEF should be fully integrated into the national curriculum. The current programme of reform in education offers an important opportunity in this regard: DRR-EPR should be incorporated into the revised curriculum that is being introduced as part of the educational reform initiative currently being piloted in 20 districts.
2. UNICEF should consider including DRR/EPR in its “Transition to Education for All” programme. This could be informed by a review of EFA programmes in similar disaster-prone LDCs to determine whether and how DRR/EPR has been incorporated into EFA, and by identifying and applying lessons from this experience to integrate DRR/EPR into the Madagascar context.
3. In Malagasy schools, UNICEF and MEN should launch the DRR awareness-raising days—perhaps on the International Day for DRR on 10 October. A DRR day programme could include exploring the information in the pupil DRR manuals, brain storming plans for schools/homes, playing DRR-themed games, and doing a simulation exercise for relevant crises.
4. At the local level, the targeting of the DRR/EPR training should be expanded to include parent representatives (PTA members), local leaders (Chefs du Fukuntan), and appropriate local NGO representatives.

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### 5.1.3 LONG-TERM RECOMMENDATIONS

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1. UNICEF should support MEN to eventually take ownership of the DRR/EPR programme. This will include developing technical expertise and institutional capacity to plan, co-ordinate and implement the DRR/EPR programme, and will ultimately be dependent on a significant expansion of the MEN budget for DRR/EPR initiatives.
2. UNICEF should facilitate a Capacity Self-Assessment of the Ministry of Education to provide a basis for the transfer of ownership of the initiative. In order for capacity development at this level to be successful, it must diagnose the specific gaps that exist in MEN’s organisational structures, systems and processes, and provide the knowledge, resources, and support needed to fill these gaps. This requires agreement with the Ministry on very specific outcomes and the outputs and activities to achieve them. This cannot be done without a rigorous capacity assessment.
3. UNICEF should continue to support deeper Education Cluster co-ordination at the national and regional level and work to strengthen collaboration between education actors at the regional and local levels.
4. UNICEF and partners should provide opportunities for further capacity development at the Education Cluster level through trainings and information sharing.
5. The existing programme of trainings should be reinforced and followed-up with regular refresher workshops for all participants.

## APPENDIX A: STAKEHOLDERS CONSULTED

	Institution	Function	Location
1	UNICEF	Education Specialist (DRR/EPR Focal Point)	Antananarivo
2	Aide et Action	Head of Programme Management and Planning	Antananarivo
3	National Red Cross Society	Volunteer National Trainer, Vulnerability and Capacity Assessment	Antananarivo
4	BNGRC	Executive Secretary	Antananarivo
5	BNGRC	BNGRC Official	Antananarivo
6	Madagascar Meteorology Centre	Director	Antananarivo
7	UNICEF	Education Specialist	Antananarivo
8	MEN	Head of Disaster Risk Reduction Service	Antananarivo
9	MEN	Member of Disaster Risk Reduction Service	Antananarivo
10	MEN	Member of Disaster Risk Reduction Service	Antananarivo
11	MEN	Head of Studies – Curriculum Office	Antananarivo
12	MEN	Education Cluster President	Antananarivo
13	MEN	Head of Programme Analysis – Curriculum Office	Antananarivo
14	SAF FJKM	Head of Disaster Risk Reduction Programme	Antananarivo
15	UNICEF	Chief of Education	Antananarivo
16	United Nations Development Programme-UNDP	DRR-EPR Consultant	Antananarivo
17	CISCO	CISCO Programme Officer	CISCO Office, Ambatondazaka

	Institution	Function	Location
18	ZAP	Chef ZAP Manekambahiny-Ouest	CISCO Office, Ambatrandazaka
19	EPP Mauak Ouest	School Director	EPP Mauak Ouest
20	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
21	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
22	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
23	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
24	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
25	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
26	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
27	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
28	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
29	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
30	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
31	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
32	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
33	EPP Mauak Ouest	Teacher	EPP Mauak Ouest
34	EPP Mauak Ouest	Pupils	EPP Mauak Ouest
35	DREN	Head of Basic Education	Fenerive Est
36	UNICEF	Regional Technical Assistant – Education	Fenerive Est
37	CISCO	Pedagogic Assistant	Soaniera Ivongo
38	CISCO	Administrative Assistant	Soaniera Ivongo

	Institution	Function	Location
39	CISCO	Head of CISCO	Soaniera Ivongo
40	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
41	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
42	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
43	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
44	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
45	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
46	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
47	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
48	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
49	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
50	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
51	EPP Soaniera Ivongo	Teacher	Soaniera Ivongo
52	EPP and CJEP	Ex-Directrice EPP	Ampasimbe
53	EPP and CJEP	Directrice du CEG	Ampasimbe
54	EPP and CJEP	Directeur de l'EPP, Adjoint au Maire	Ampasimbe
55	Mairie	Maire de la Commune Rurale d'Ampasimbe RV2 District de Brickaville	Ampasimbe

## APPENDIX B: DOCUMENTS REVIEWED

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ANNEX I:

# MALAWI COUNTRY CASE STUDY

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## ACKNOWLEDGMENTS

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On behalf of the evaluation team, we would like to express our gratitude to the staff at UNICEF's Regional Office in Nairobi and Country Office in Malawi, particularly Mr. Kennedy Warren, as well as Ms. Virginia of the Ministry of Education for their assistance in facilitating this field study. We are also grateful to Lovemore, the Ministry of Education driver who patiently drove us hundreds of kilometers during our country visit. Finally, we also wish to thank the welcoming and generous people we met throughout Malawi who took the time to share their knowledge and experiences with us.

### ***Malawi Field Research Team***

Professor Frank Hardman

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Cover Photo: *Children at school in Nkopola.*  
Kathryn Rzeszut, 2011.

# 1 INTRODUCTION

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This report presents the main findings from the Malawi country visit, which was the first case study conducted by the evaluation team from the Institute for Effective Education (IEE) and the Post-war Reconstruction & Development Unit (PRDU) at the University of York (UK) on behalf of the United Nations Children's Fund (UNICEF) as part of the *Evaluation of Emergency Preparedness and Response and Disaster Risk Reduction Capacity Development in the Eastern and Southern Africa Region (ESAR)*.

The goal of this country case study was to examine how the capacity development (CD) training implemented through UNICEF's Education in Emergencies and Post-crisis Transition Programme (EEPCT) has impacted national emergency preparedness and response (EPR) in the education sector in Malawi. Specifically, the evaluation team aimed to assess the capacity of both individuals and institutions that have participated in the capacity development training and to measure the strategy's institutionalization at the local, provincial, and national levels.

The independent University of York evaluation team conducted field research in Malawi from 1-14 December 2011. The visit was facilitated by Mr. Kennedy Warren of the UNICEF Malawi Country Office and Ms. Virginia Kachigunda, a project manager with the Malawi Ministry of Education (MoE) in their Department for School Health and Nutrition. Mr. Warren was also a training facilitator for UNICEF's EPR/DRR capacity training in Malawi. The evaluation in Malawi assessed the EPR/DRR knowledge and practices of individuals who attended the EPR/DRR trainings. The evaluation team also explored whether and how the capacity development strategy contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and the sub-national level. Finally, the evaluation sought to identify and recommend measures to address capacity gaps.

The evaluation team explored if and how UNICEF's capacity building training and institutionalization programme helped the participants develop the knowledge, skills, and technical capacity of emergency preparedness and response within the education sector at the national, sub-national, district, and community levels. The results of their field research also helped determine if the capacity building training led to the creation of effective action plans for emergency preparedness at each level.

The results of the Malawi country case study outlined in this report aim to assist the UNICEF Malawi Country Office and the ESA Regional Office in Nairobi in identifying and understanding the achievements made by the capacity development/institutionalization efforts, as well as recognizing challenges to the program's success. This report also presents recommendations to assist the country and regional offices in their decision-making processes and provide reliable evidence to aid UNICEF in its advocacy and fund-raising efforts. Finally, the evaluation will draw lessons for future EPR/DRR capacity development/institutionalization in the education sector, focusing particularly on recommendations for programme improvement, including the development of a robust monitoring & evaluation framework based upon the principles of effectiveness, adequacy, and sustainability.

This report is divided into three sections. The first section provides background information relevant to the field visit and the activities of the UNICEF/SC capacity development training programme in Malawi, while the second section explains the activities undertaken during the field visit. The evaluation team's findings, conclusions, and recommendations are summarized in the third section.

## 2 CONTEXTUAL ANALYSIS

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This section provides analysis of the current situation in Malawi, focusing first on the political, economic, and social aspects, then exploring the natural disaster threats the people of Malawi face. It concludes by exploring the impact that these two factors have on the education sector in the country. The purpose of this section is to provide a foundation by which the information provided to the evaluation team during the country visit can be analysed and contextualized. It also seeks to demonstrate importance and the relevance of EPR/DRR in the education sector, and how effectively proper EPR/DRR response can improve the situation and diminish the risk of a catastrophe in the country.

### 2.1 MALAWI COUNTRY CONTEXT

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Malawi is one of the poorest countries in the world, ranking 171 on the 2010 Human Development Index, only one rank above Afghanistan, with 72% of the population considered to be impoverished according to the Multidimensional Poverty Index.<sup>330</sup> In addition to economic development challenges, HIV/AIDS has also struck the country in epidemic proportions. Current statistics estimate 11% of the population—approximately one million people—are infected with HIV and more than 100,000 of them are children under the age of 15.<sup>331</sup>

The national government has made efforts to improve service provision and social indicators from the past few years show improvements. For example, the government implemented a comprehensive HIV/AIDS awareness programme and the HIV prevalence decreased from 14 to 11% and life expectancy, which was 40 years in 2000, has increased to 52.2 in 2009.<sup>332</sup>

#### 2.1.1 POLITICAL AND ECONOMIC SITUATION

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Since its independence from Great Britain in 1964, Malawi has avoided the violent conflict and political upheaval experienced by other ESAR countries. However, over the past year, there have been protests against the current government. In August 2011, the government expelled the British envoy over leaked diplomatic cables which characterized the Malawian president as increasingly autocratic and intolerant of criticism. Britain, in turn, withdrew its High Commission from Lilongwe, in addition to its direct budgetary support of the Malawian government. Other donors, such as the United States, joined in the withdrawal of their direct financial assistance to national government. This was a huge financial blow to the government, as nearly 40% of the national budget comes from external assistance. This resulted in a severe lack of foreign exchange and a subsequent fuel shortage, which have further negatively impacted the national economy. The Malawian economy, already one of the poorest in the world, has slowed dramatically over the past year due to deep

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<sup>330</sup> UNDP (2011). Malawi Country Profile: Human Development Indicators. Available at <http://hdrstats.undp.org/en/countries/profiles/MWI.html>.

<sup>331</sup> World Bank (2012). Malawi Country Summary. Available at [http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MALAWIEXTN/0,,menuPK:355882-pagePK:141132-piPK:141107-theSitePK:355870\\_00.html](http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MALAWIEXTN/0,,menuPK:355882-pagePK:141132-piPK:141107-theSitePK:355870_00.html); UNICEF (n.d.) Malawi Statistics. Available at [http://www.unicef.org/infobycountry/malawi\\_statistics.html](http://www.unicef.org/infobycountry/malawi_statistics.html)

<sup>332</sup> World Bank (2012). Malawi Country Summary. Available at [http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MALAWIEXTN/0,,menuPK:355882-pagePK:141132-piPK:141107-theSitePK:355870\\_00.html](http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MALAWIEXTN/0,,menuPK:355882-pagePK:141132-piPK:141107-theSitePK:355870_00.html); UNICEF (n.d.) Malawi Statistics. Available at [http://www.unicef.org/infobycountry/malawi\\_statistics.html](http://www.unicef.org/infobycountry/malawi_statistics.html)

declines in the tobacco and tea markets, as well as the withdrawal of foreign assistance. The end result has been felt by the poorest Malawians, with dramatic rises in the cost of food and other living expenses. As the pressure is placed on the population, discontent with government policies has been seen. In July 2011, protestors held an anti-government rally in which 19 people were killed. Modern Malawi has witnessed political violence to this extent and the deaths reverberated throughout the country. The Malawian political and economic situation is currently undergoing changes following the death of President Bingu wa Mutharika in April 2012. His successor, President Joyce Banda, took immediate steps at reconciliation with the International Monetary Fund and donor communities, devaluing the country's currency as one of the initial steps to free up IMF funding and donor contributions to the country's budget and economy.<sup>333</sup> While the impact of these changes has yet to be felt widely on the ground, the return of development funding and budgetary support is expected to bolster the country's economy which has been hit by dramatic inflation and cost of living in recent months.

## 2.1.2 NATURAL DISASTERS

While Malawi may not experience severe natural disasters, it is prone to weather-related natural disasters at both ends of the spectrum—from drought to flooding due to heavy rainfall.<sup>334</sup> There is a trend over the past decade of worsening floods, with an increasing number of districts being classified as flood-prone since 2001.<sup>335</sup>

**Table 1: Vulnerability and Risk to Natural Disasters in Malawi<sup>336</sup>**

	Vulnerability Index <sup>337</sup>	Risk Absolute <sup>338</sup>	Risk Relative <sup>339</sup>	Mortality Risk Index <sup>340</sup>
Multiple	Yellow	Light Green	Light Green	Light Green
Cyclone	White	White	White	White
Flood	Yellow	Green	Teal	Green
Landslide	Red	Teal	Teal	Teal
Earthquake	Green	Teal	Teal	Teal

### Legend:



Malawi lies along the earthquake-prone Great Rift Valley and in December 2009 a series of at least 30 earthquakes, the strongest of which measured 6.2 on the Richter Scale, killed at least 4 people,

<sup>333</sup> Tenthani, R. (2012). "Malawi moves on IMF ties, devalues currency. *The Associated Press*. Available at <http://www.businessweek.com/ap/2012-05/D9UJTNMO0.htm>.

<sup>334</sup> UNDP (2011). Malawi Country Profile: Human Development Indicators. Available at <http://hdrstats.undp.org/en/countries/profiles/MWI.html>.

<sup>335</sup> UNDP (n.d.). Crisis Prevention & Recovery – Malawi. Available at <http://www.undp.org/cpr/disred/english/regions/africa/malawi.htm>.

<sup>336</sup> Information available from: <http://www.preventionweb.net/english/countries/statistics/risk.php?cid=28>. Retrieved 15 February 2012.

<sup>337</sup> The Vulnerability Index is the estimated number of people killed per year, per million exposed.

<sup>338</sup> Risk Absolute is the average number of people killed per year.

<sup>339</sup> Risk Relative is the number of people killed per million per year.

<sup>340</sup> The Mortality Risk Index is the average of both indicators (RA+RR/2).

injured around 186, and displaced about 7,000.<sup>341</sup> Long-term environmental issues related to climate change and extreme deforestation represent additional factors in disaster and emergency preparedness for the country.

**Table 2: Summary of Natural Disasters in Malawi 1980-2010**

<b>N. of events</b>	<b>47</b>
<b>N. of people killed</b>	<b>2,775</b>
<b>Average killed per year</b>	<b>90</b>
<b>N. of people affected</b>	<b>21,731,581</b>
<b>Average affected per year</b>	<b>701,019</b>

## 2.2 IMPACT ON EDUCATION IN MALAWI

The Malawian education sector faces numerous challenges beyond the natural disasters and emergencies. The World Bank projects that Malawi will be unable to achieve the primary education MDG by 2015.<sup>342</sup> In 2010, national government budgetary spending for education was 5%, one of the lowest in the region.<sup>343</sup> Crowded schools and a comparatively low number of teachers translate into high teacher/student ratios, which numerous respondents indicated ranged from 1:100 to 1:150.<sup>344</sup> Schools in rural areas often have enrollments of over 1,000 students, while urban schools have student numbers in the several thousands. Resources, such as teacher materials, school books for students, and even chalk for blackboards, are scarce. Damage to schools due to floods and the storms often goes unrepaired for years at a time due to lack of funding or assistance by the government. Currently, UNICEF estimates that there is a shortage of 20,000 classrooms throughout Malawi, forcing children to learn outdoors in incredibly difficult conditions, particularly during the rainy season.<sup>345</sup>

Moving forward, there is the potential that the education sector could be adversely affected by decreases in government spending should the ongoing foreign aid, foreign exchange, and fuel shortage crises deepen. If the current economic situation continued, it could translate into a decrease in government spending on education initiatives. The fuel shortage has already had a noticeable impact on the capacity of the Ministry's national and district to travel easily and frequently, hampering their ability to monitor remote locations closely and provide the necessary technical assistance at the local level. However, following changes in government economic policies

<sup>341</sup> UNRC Malawi (2009). Karonga earthquake UNRC situation report No. 3. 28 December 2009. Available at <http://reliefweb.int/node/338582>; Johnston, N. (2010). "Earthquake 'swarm' shakes Malawi. *Mail & Guardian*, 22 January 2011. Available at <http://mq.co.za/article/2010-01-22-earthquake-swarm-shakes-malawi>.

<sup>342</sup> World Bank (2012). Malawi Country Summary. Available at <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MALAWIEXTN/0,,menuPK:355882~pagePK:141132~piPK:141107~theSitePK:355870,0.html>

<sup>343</sup> U.S. Department of State (2011). Malawi education at a glance. Available at [www.lilongwe.usembassy.gov](http://www.lilongwe.usembassy.gov).

<sup>344</sup> World Bank official estimates the teacher: pupil ratio of 1:80, which is one of the highest in the world. (World Bank, 2012). UNICEF data shows the teacher:pupil ratio to be 1:107, and from the evaluation team's observations during the school visits indicate that this figure seems to be more accurate (UNICEF, n.d.)

<sup>345</sup> UNICEF (n.d.) Malawi Statistics. Available at [http://www.unicef.org/infobycountry/malawi\\_statistics.html](http://www.unicef.org/infobycountry/malawi_statistics.html)

following the death of President Bingu wa Mutharika, the Finance Ministry recently forecasted a growth of 4.3% in the economy this year, thus offering a some reason for optimism regarding Malawi's short-to-mid-term economic future.<sup>346</sup>

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<sup>346</sup> Jomo, F. Malawi's Economy To Expand 4.3% Through June, Minister Says. *Bloomberg*. 8 June 2012. Available at: <http://www.bloomberg.com/news/2012-06-08/malawi-s-economy-to-expand-4-3-through-june-minister-says-1-.html>.

## 3 STUDY METHODOLOGY

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This section and related subsections outline the technical approach and methodology which the evaluation team employed during the course of the field research in Malawi. In order to assess the contribution of UNICEF's capacity development and institutionalization of EPR/DRR concepts, principles, and recommended actions, as well as provide recommendations for future strategies and logical frameworks, the evaluation team adopted an approach that utilized a mixture of rigorous qualitative and quantitative methods. This approach included five separate and inter-related research methods: (i) a document analysis and literature review; (ii) semi-structured interviews; (iii) focus group discussions; and (iv) field visits. These methods and their composition were selected to enable the collection of primary and secondary data of sufficient depth and breadth. The methods were interconnected, allowing the evaluation team to triangulate the data in order to produce a verifiable body of evidence.

In collecting the primary data, the team employed a participatory approach, which enabled the programme stakeholders to play an active role in shaping the design of the methodology. Close consultation with UNICEF staff, particularly the Education in Emergency Focal Point and the Emergency and DRR specialists, as well as programme participants, particularly at the country level, was essential during the data collection process. Additionally, the evaluation team also sought their close collaboration in completing the design and refinement of the methodology and data collection tools during the initial stages of the country visit. For example, this included consultations at key stages to verify the most appropriate methods to be used, the areas to be explored, and the questions to be asked. Collaboration and information-sharing between the evaluation team and UNICEF staff was particularly crucial prior at the start of the field mission to ensure that the evaluation was focused on the aspects which could provide the most useful information to the UNICEF team. This inclusive, participatory approach continued throughout the evaluation through the provisions for feedback and reporting in order to disseminate the findings and build consensus among stakeholders.

The evaluation team recognized the importance of ensuring the inclusion of both the participants in the capacity development workshops and those who have yet to complete the training, as well as other key partners at regional, national, and sub-national levels. This was especially significant in the creation of a complete account of the impact and effectiveness of the capacity building and institutionalization of EPR/DRR at each level. By utilizing the participatory research methods discussed above and including a stratified sample of course participants, the evaluation team is confident that a good cross section of data which measures the impact of the training on individual and institutional capacity with regard to EPR/DRR development has been generated. This data will also enable the creation of a baseline and monitoring and evaluation framework against which to measure the effectiveness of future interventions in EPR/DRR. Finally, the evaluation process methodology ensured the development of an evidence-based strategic response to the main streaming of disaster management in ministry structures, policy, and planning. This process will, in turn, allow for the pooling of knowledge for inter-agency co-ordination of the most promising research findings for further investigation and contextualization at national, provincial, and district level within countries in the eastern and southern African region.

### 3.1 DATA COLLECTION

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The primary data was collected using a mix of qualitative and quantitative methods with a participatory approach. When meeting with individual government officials, donor representatives, NGO staff, and representatives from civil society groups, the evaluation team used semi-structured

interviews, while employing focus group discussions with larger groups of provincial representatives of DEMs, head teachers, and PTA/SMCs.

The secondary data were gathered with the help of UNICEF Malawi Education office staff and the staff at UNICEF ESARO in Nairobi. Additional material and documentation has been collected prior to the field visit, consulting relevant websites and the appropriate literature.

The team approached the field research with a great degree of flexibility, conscious that the interview questions and tools would have to be modified as the country visit progressed, in order to conduct an evaluation that was relevant and responsive to the context.

## 3.2 SAMPLING

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The Malawi evaluation team employed a multi-layered sampling technique consisting first of a stratified sampling of stakeholders. At this level, the sample consisted of three main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant government ministries and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the country and/or have relevant knowledge of the EEPCT programme; (ii) training participants; and (iii) civil society groups at the school level, such as PTA/SMCs. The evaluation team worked primarily with Mr. Kennedy Warren from the UNICEF Country Office and Ms. Virginia Kachigunda of the MoE, and the local consultant to identify individuals that fell into the control group, and to identify a good sample of participants in each region.

The second level refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants composed of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

This sampling strategy aimed to identify at least 20% of the training participants for inclusion in the evaluation. The goal was to identify potential participants in advance of the field visit and arrange for their interviews and participation in focus group discussions. In this way, the evaluation team, working with the Local Consultant, was able to prepare and tailor the interview questions for each participant or focus group.

The overall rationale for using this combined stratified/clustered sampling strategy was to maximize insight and learning, while ensuring regional and country-level coverage of the ESAR education sector.

## 3.3 ADVANTAGES AND LIMITATIONS DURING FIELD RESEARCH

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The country visit was well-planned and co-ordinated jointly by UNICEF's Mr. Kennedy Warren and Ms. Virginia Kachigunda, the MoE Emergency focal point. There was sufficient time allotted for interviews with the relevant national-level actors prior to the visits to the districts. It was also more beneficial to work with Ms. Kachigunda, rather than a short-term national consultant as the evaluation TORs originally stipulated. She affirmed several times that the field visits in the districts

were helpful for her to be able to hear from the district education managers (DEM) and head teachers the challenges they faced in furthering the EPR/DRR initiatives.

There were, however, two limitations that the evaluation team encountered during their visit in Malawi. First, it was only possible to visit two schools during the country visit. Both schools were in remote rural areas, thus no observations were made in any urban schools. It would have been more preferable to have been able to visit more schools and to have an equal distribution between rural and urban schools. Secondly, although the evaluation team was able to interview a suitable number of actors from the education and disaster response sectors across national and sub-national levels, the team interviewed only five training participants. This number was less than the 20% participant interview goal set prior to the country visit. Unfortunately, due to constraints with time and distance between districts, as well as participants' availability.

### 3.4 IMPLICATIONS

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The information shared during the interviews with the training participants was consistent across participants; therefore, the limiting factor of the small number of participants involved in the training did not negatively impact the ability of the evaluation team to draw conclusions about their EPR/DRR knowledge and practices. Stronger conclusions could have been drawn if more individuals who had not participated in the training were interviewed to expand the control group information base. However, the fact that the evaluation team was able to visit only two schools in rural districts in southern and central Malawi has implications for the ability to draw conclusions that are applicable throughout the country, particularly for urban schools.

## 4 FINDINGS: THE IMPACT OF UNICEF'S EECPT CAPACITY BUILDING AND INSTITUTIONALIZATION PROGRAMME IN MALAWI

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The following preliminary findings, conclusions, and recommendations are based upon (i) the team's review of documents provided by UNICEF before and during the field visit and their own desk research of background documents available from open sources; (ii) information provided by the respondents and obtained through informal discussions with UNICEF staff and MoE staff; and (iii) observations during the field visit.

### 4.1 FINDINGS: KNOWLEDGE

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#### FINDING 1: TRAINEES HAVE CLEARLY INTERNALIZED THE KEY MESSAGES OF THE TRAINING.

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All of the participants that were interviewed during the field visit exhibited a high level of understanding of EPR/DRR policies and practices. Each of the DEMs interviewed who took part in the training could easily identify the risks faced by their districts and explained how they would react to the emergencies in accordance with the appropriate best practices.<sup>347</sup> By contrast, the two DEMs interviewed who did not receive the UNICEF/SC capacity building training exhibited less knowledge of how to react appropriately to the hazards faced in their districts, although they could readily discuss the challenges they faced. Their responses were also less proactive than those of the trained DEMs. The information obtained during the interviews with trained DEMs demonstrated a high level of knowledge and understanding, which can be attributed, at least in part, to the training.

#### FINDING 2: TRAINEES EXHIBITED AWARENESS OF THE SPECIFIC GENDER-RELATED ISSUES THAT MAY ARISE IN EMERGENCIES AND DISASTERS.

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When asked about the challenges faced by female students during emergencies, trainees, regardless of gender, were able to quickly and accurately explain gender-specific threats. They were also able to provide first-hand examples of incidents that they witnessed during emergency response and discuss the mitigating measures that were taken in response. For example, after one emergency, tents were originally segregated by gender, but families began requesting to be placed together because the women and girls were at risk of attack. The MoE staff providing this example indicated that steps were taken to provide family accommodations so that women and girls would be safe with their male family members.

#### FINDING 3: THERE APPEARS TO BE LITTLE EVIDENCE THAT THE TRAINING HAS HAD ANY IMPACT AT THE SCHOOL LEVEL.

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Although the limited number of school visits that the evaluation team was able to conduct precluded sweeping conclusions about the impact of the UNICEF/SC training at the grass-roots level throughout the country, the information obtained during the school visits and the interviews and focus group discussions support the finding that the EPR/DRR information from training has not yet been disseminated beyond the district level. In the two schools where the evaluation team conducted visits, the relevant EPR/DRR knowledge and skills were very weak or non-existent. When asked about the challenges facing the district officers who had participated in the training in sharing their knowledge with the next level of the cascade—the teachers and learners in their district's schools

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<sup>347</sup> Interviews with District Education Managers, 6-8 December 2011.

through the Primary Education Advisor (PEA)—all of them pointed to the heavy workload carried by the PEA.<sup>348</sup> Remote school locations in some of the districts created challenges for PEAs in carrying out their responsibilities because of long travel times for school visits. This is complicated further by the continuing fuel shortage, which limits their ability to travel. There was also concern expressed that EPR/DRR was merely added to the responsibilities of the PEA as a “one-off” issue that was not supported with requisite resources, technical support, and revisions to the national curriculum.

The failure of the training to reach the grass-roots level highlights the problems of the cascade training model in particularly challenging contexts like Malawi, where trainees face severe shortages in resources and there is limited direct technical support available to them at the sub-national and local levels. In order for the EPR/DRR information to reach the schools and communities, it is essential to mitigate the breakdowns in the cascade model and focus more directly on training for actors at this level and combining the training with training and learning aids, as well as sustainable, locally driven follow-up activities.

## 4.2 FINDINGS: PRACTICES

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### FINDING 1: THERE IS AWARENESS THAT CONTINGENCY PLANS ARE NEEDED AND PLANS HAVE BEEN PUT IN PLACE IN SEVERAL DISTRICTS.

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From the information gathered during the country visit, the MoE has taken clear steps to incorporate contingency planning at the district level. As a follow-up activity to the UNICEF/SC training and as a result of the strategy’s institutionalization efforts, the MoE conducted an EPR/DRR workshop for all DEMs in November 2011. One of the key activities of the workshop was the drafting and presentation of Education in Emergencies contingency plans by each of the DEMs. The evaluation team was provided with copies of one of the presentations, and it clearly outlined activities to be taken before, during, and after an emergency that were in line with INEE best practices identified in the UNICEF/SC training materials, such as capacity and risk mapping, provision of psycho-social assistance to children during a disaster, education evaluations, and post-disaster assessments. At this stage, follow-up and necessary resources are needed to ensure that these plans are implemented, particularly in high-risk districts.

### FINDING 2: OF THE SCHOOLS VISITED, THERE APPEAR TO BE NO CONTINGENCY PLANS IN PLACE AND NO TRAINING FOR THE TEACHERS OR PUPILS IN EPR/DRR HAS BEEN UNDERTAKEN.

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Although the national government is making strides with its institutionalization efforts at the district level, they have not yet reached the local school level. Neither of the schools visited currently had contingency plans in place to cover disasters relevant to their local context. The head teachers at each school seemed to understand the risks their schools faced and were very concerned with taking the necessary steps to ensure that education continued in the face of an emergency in their community. The lack of school contingency plans seemed to be more a factor of the lack of appropriate training, information, technical support, and assistance rather than a lack of interest on the part of the school administration. Thus, it can be surmised that if adequate information was provided to head teachers along with sufficient resources and follow-up activities, contingency planning information and activities could be rolled-out to the school level.

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<sup>348</sup> Interviews with DEMs and PEAs, Malawi, 5-8 December 2011.

### 4.3 FINDINGS: INSTITUTIONALISATION

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#### FINDING 1: THERE SEEMS TO BE LITTLE IN THE WAY OF SYSTEMATIC MONITORING OF SCHOOLS AFFECTED BY EMERGENCIES.

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One of the weaknesses encountered by the evaluation team was the fact that there appeared to be no mechanisms yet in place to systematically monitor the number of schools affected by emergencies at the district and national levels. Staff at the district offices could provide informal estimates of percentages of schools damaged in districts to varying degrees of detail, but there appears to be no formal data collection of this issue. While in one district, a deputy DEM was able to list immediately the number and locations of the schools that were damaged due to storms, there appears to be no national system to track this information. The current system relies on informal communication to the MoE emergencies focal point, who, while motivated and very competent, like many MoE staff has multiple primary responsibilities and is over-tasked. What is needed is a systematic reporting and monitoring system whereby head teachers can quickly notify the DEM and the national focal point at the same time, and relief and rehabilitation efforts can be monitored through the same system.

#### FINDING 2: LACK OF RESOURCES AT THE DISTRICT LEVEL IS A HUGE CHALLENGE TO DISTRICT EDUCATION OFFICERS AND DISTRICT DODMA OFFICERS.

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The information provided in the interviews and focus group discussions with DEMs and district-level Department of Disaster Management Affairs (DoDMA) staff indicated that the lack of resources was one of the greatest challenges faced.<sup>349</sup> This lack of resources affected their ability to carry out their daily responsibilities, which was further exacerbated when confronting emergencies in their districts. One DEM commented that at times it was difficult to provide the teachers with chalk, let alone ensure that damaged schools were refurbished following an emergency.<sup>350</sup> While the MoE has taken steps to ensure that resources are more decentralized and DEMs have more authority over their budgets, DoDMA, on the other hand, has not decentralized its resources and district-level DoDMA officers reported having to wait up to two weeks for materials and equipment before being able to respond to emergencies in their districts. This long response time creates more dependency on external organizations for disaster response. The district DoDMA officers interviewed were very knowledgeable and identified steps that they would take in emergency response, but the lack of resources available to them stymied their work.

#### FINDING 3: ROOM EXISTS FOR GREATER HARMONIZATION OF EFFORTS BETWEEN UNICEF, MOE, AND DODMA ON ERP/DRR ISSUES.

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UNICEF is working closely with MoE on EPR/DRR institutionalization and clear progress has been made, as demonstrated by the development of the district-level contingency plans at the MoE workshop in November 2011. There appears to be room for greater collaboration between the MoE and DoDMA at the national level. UNICEF could play a key role in ensuring that greater collaboration between these two government agencies occurs on EPR/DRR issues and continuing advocacy efforts with other relevant government agencies and actors to create greater awareness of the importance of EPR/DRR practices across sectors.

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<sup>349</sup> Interviews with DEMs and district DoDMA officers, 5-8 December 2011.

<sup>350</sup> Interview with DEM, 7 December 2011.

There is also room for greater support of DoDMA's efforts, particularly with human resources at the district level. The annual contracts for the district DoDMA officers were about to expire and DoDMA had not yet been able to secure additional funding from the central government for their salaries to extend the contracts another year. Because the district DoDMA officers play such a vital role in the sub-national EPR/DRR institutionalization and response, their continued presence is vital to the long-term sustainability of EPR/DRR initiatives at that level.

From the observations made during the interviews and focus group discussions, the DEMs and district DoDMA officers appeared to enjoy close working partnerships, so this is a positive factor that can be capitalized for future EPR/DRR capacity building initiatives.

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#### FINDING 4: EPR/DRR IN EDUCATION DOES NOT APPEAR TO BE A PRIORITY FOR MOST OF THE MAJOR DONORS IN MALAWI.

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The evaluation team met with representatives from four major donors during the country visit. From their responses, it was clear that Education in Emergencies is not considered an important issue by these organizations. Two of the donor representatives showed limited knowledge of Education in Emergencies initiatives and indicated that they viewed it as another “add-on” programme.<sup>351</sup> They explained that the overall condition of the education sector in Malawi was the emergency—that overcrowded classrooms, teacher shortages, lack of textbooks and other learning aids created conditions where it would be difficult to accomplish much with regards to EPR/DRR. They also wondered questioned the need for EPR/DRR programmes in Malawi, given that the country does not experience natural disasters or conflict to the scale of some of its neighbours. Representatives from other donors were more supportive of the initiative and while their organizations did little with Education in Emergency programming, their experience working with the education system in Malawi demonstrated the need for such initiatives.<sup>352</sup>

The evaluation team's exchanges with the representatives from the donor community highlight the need for greater advocacy efforts with major donors at both the country and regional levels in order to create greater awareness of the need for EPR/DRR programmes in the education sector. While it is true that education in Malawi faces challenges beyond natural disasters and other emergencies, it is nonetheless important to expend efforts in creating greater resilience at the school and community level for the hazards and risks that the country regularly experiences. There is an opportunity for donors to collaborate and support cost-effective solutions that would create long-term sustainable change in schools and communities. EPR/DRR initiatives could also serve as an entry-point or can work in conjunction with donor's education sector programming.

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<sup>351</sup> Interviews with representatives from USAID and DFID, 2 and 9 December 2012.

<sup>352</sup> Interviews with representatives from GTZ and CIDA, Malawi, 12-13 December 2012.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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### 5.1 CONCLUSIONS

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Drawing upon the findings outlined in the previous chapter, this evaluation has identified several conclusions which can be taken into consideration for future programme planning and implementation:

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**CONCLUSION 1: THE TRAINING WAS EFFECTIVE FOR DIRECT PARTICIPANTS; HOWEVER, THE CASCADE MODEL EMPLOYED WEAKENED THE IMPACT FOR THOSE WHO DID NOT RECEIVE DIRECT TRAINING.**

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Within the challenging Malawi context, where the Primary Education Advisors at the district levels would be tasked with conveying the EPR/DRR message to teachers in schools, the cascade method of training, when used alone, was ineffective in ensuring that the training reached the grass-roots level. While the individuals who received the direct training demonstrated clear impact on their level of knowledge and understanding of EPR/DRR policies and practices, participants pointed to severe resource constraints, heavy workloads, and multiple primary responsibilities as factors in the lack of continued training at the next level in the cascade.

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**CONCLUSION 2: ON ITS OWN, TRAINING IS NOT SUFFICIENT TO HAVE AN IMPACT ON EPR/DRR INSTITUTIONALIZATION, BUT RATHER NEEDS TO BE INCORPORATED INTO A MORE COMPREHENSIVE STRATEGY.**

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While the training was effective for those who participated in it directly, it should be viewed as only one element of a wider strategy to increase EPR/DRR principles and practices in government policy and planning, as well as knowledge and skills in emergency first responders and the general public. In order to accomplish this, there needs to be a comprehensive strategy at the national level, driven by collaborating relevant ministries and supported with the necessary resources and technical assistance by the donor community and other actors in education and disaster preparedness. Only a comprehensive, multi-sectoral approach that involves all relevant stakeholders with significant buy-in and ownership by the national government with the appropriate level of external support will result in the necessary actions being relayed to the sub-national and local level.

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**CONCLUSION 3: IN ORDER TO CREATE A SIGNIFICANT IMPACT ON SCHOOLS WITH REGARDS TO EPR/DRR, KEY SKILLS AND INFORMATION NEED TO BE BUILT INTO THE NATIONAL PRIMARY CURRICULUM.**

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One of the key capacity gaps identified by the evaluation team in Malawi was the lack of a comprehensive approach to EPR/DRR in the national curriculum. This was also identified by MoE staff, DEMs, head teachers, and curriculum specialists at the Malawi Institute of Education (MIE).<sup>353</sup> All asserted that the older curriculum contained more thorough information about the threats and emergencies relevant to Malawi. They provided anecdotal evidence of the way that children

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<sup>353</sup> Interviews with MoE staff, DEMs, head teachers, and curriculum specialists, Malawi, 6-8 December 2011.

internalized the messages learned in school and relayed them to their families, effectively becoming agents of change in their communities. This was seen with the HIV/AIDS awareness strategy implemented by the national government. Children received the information in schools and shared it with their families. MoE staff and curriculum specialists saw the immense value of following the same strategy with EPR/DRR.

The curriculum specialists were already aware of the need of the curriculum to address these issues and were very keen to work with DoDMA and the MoE to ensure that EPR/DRR messages appropriate to each grade were included in the curriculum; with the secondary curriculum currently under review. DoDMA had provided them with a 2-hour briefing and the MIE staff requested more involvement and longer training to understand better exactly what information was required in the curriculum. UNICEF staff were also aware of the need to involve the MIE in EPR/DRR capacity development strategies for schools and were in communication with them. These are all encouraging signs that the MoE is moving forward in its institutionalization of EPR/DRR information in the national curriculum. UNICEF can play a key supportive role in this process, providing technical assistance and co-ordinating activities as required. Of the capacity building activities, including comprehensive and age-appropriate EPR/DRR information in the curriculum could perhaps have the greatest impact and human and financial resources should be expended to ensure that process moves forward as expeditiously as possible.

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**CONCLUSION 4: EPR/DRR INFORMATION MUST BE INCLUDED IN THE CURRICULUM FOR TEACHER TRAINING AND DISTANCE LEARNING MATERIALS DEVELOPED FOR TEACHERS CURRENTLY IN SERVICE.**

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Similarly, it is important to include EPR/DRR information in the curriculum at teacher's colleges, so that new teachers entering the field of education already are aware of the hazards and are provided with the information and tools to be able to teach the updated curriculum to their classes. Ensuring that the EPR/DRR knowledge and practices are included in teacher training is also a cost-effective solution to institutionalizing EPR/DRR.

For teachers who are already in service, distance learning materials would afford them the opportunity to become certified in EPR/DRR. To provide motivation for them to take on additional training, incentive structures could be devised and implemented at the district level. These incentives do not need to be complicated, certifications, a role in the district or zone's emergency response co-ordinating body, or resources for classrooms could be used.

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**CONCLUSION 5: A MORE PARTICIPATORY APPROACH TO DISSEMINATING IDEAS NEEDS TO BE DEVELOPED IN ORDER TO ENGAGE PARENTS AND SCHOOL MANAGEMENT COMMITTEES.**

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One of the key messages of the training was harnessing and strengthening the existing capacity of schools and communities in the face of emergencies. The willingness of communities to be involved in the operation of their schools was seen during each of the two school visits the evaluation team conducted. During the first visit, some of the PTA and SMC members shared their experiences during a flood at the school in 2008. The head of the PTA had come to the school during the flood to try to salvage whatever he could and stated that should another disaster occur, he would do so again.<sup>354</sup> At the second school, which had experienced damage in 2005 during a heavy wind storm,

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<sup>354</sup> Focus Group Discussion with PTA/SMC members, Mangochi District, Malawi, 6 December 2011.

the head teacher had been trying since the damage occurred to receive the necessary assistance from the government to repair the school, but they had yet to receive it. In the meantime, the community had taken it upon themselves to cut down trees to fashion the beams needed to repair some of the classroom roofs. It was very clear from both school visits that the community was invested in the school and this commitment should be factored into future capacity building initiatives targeting the local levels. Ensuring that future initiatives target communities and schools in particularly high-risk areas and including organizations like the PTA and SMCs in activities is a way to strengthen the links between the school and community, improving the opportunity for more sustainable impact at the local level.

## 5.2 RECOMMENDATIONS FOR FUTURE STRATEGY AND INTERVENTIONS

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Efforts should be made to facilitate the incorporation of EPR/DRR activities at the grass-root level while the institutionalization process continues its course in the MoE, with the goal of strengthening impact and generating positive synergies amongst the various stakeholders.

1. Given the weakened impact of the cascading model, UNICEF should consider mixed modes of training delivery, including workshops, face-to-face training, distance learning materials, and follow-up in schools and classrooms.
2. UNICEF and MoE should conduct an audit of the current curriculum to identify where key elements of DRR/EPR are currently being taught.
3. Working with DoDMA and MoE/MIE, key DRR/EPR skills, knowledge, and understanding should be built into the primary Life Skills Curriculum.
4. Efforts should be made to incorporate EPR/DRR pre-service training of teachers as quickly as practicable.
5. At the school level, head teachers, SMC/PTA, at least 1 life skills teacher in each school, and students need to be trained in basic DRR/EPR skills.
6. School clubs dealing with DRR/EPR issues should be established, particularly in schools that are annually affected by natural disasters.
7. Teaching materials and teacher guides need to be developed and distributed to all schools in disaster prone areas.
8. School contingency plans should be developed in collaboration with parents and local communities and put in place.
9. Building standards need to be systematically monitored.
10. Monitoring at the school and district level should be supported and strengthened.
11. EMIS should incorporate questions related to days lost due to emergencies, schools that were moved due to an emergency, and/or classes that are forced to meet outside due to damage.

12. District-level plans to strengthen the EMIS system need to be supported.
13. The DoDMA district officer position should be made permanent and this individual should work closely with the PEAs to conduct the training and follow-up at schools.

## APPENDIX A: STAKEHOLDERS CONSULTED

	Function	Organization	Location
1	Programme Officer, EPR/DRR Focal Point	Ministry of Education	Lilongwe
2	Chair of the Education Development Partners Group	USAID	Lilongwe
3	Civil Engineer	Education Implementation Management Unit	Lilongwe
4	District Education Manager	MoE	Chickhwawa
	Asst. District DRM Officer	DoDMA	
	Co-ordinating Primary Education Advisor	MoE	
	Desk Officer	DoDMA	
5	Head Teacher	MoE	Flood-prone school in Chickhwawa District
	Deputy Head Teacher	MoE	
6	PTA Chairperson	PTA	Flood-prone school in Chickhwawa District
	SMC Vice Chairperson	SMC	
	SMC Secretary	SMC	
	PTA Member	PTA	
7	District Education Manager	MoE	Blantyre
8	Programme Officer (UNICEF Capacity Development Training Facilitator)	Save the Children	Blantyre
9	Assistant Curriculum Specialist (Agriculture)	Malawi Institute of Education	Zomba
	Curriculum Specialist (Social Studies) & Co-ordinator – Secondary School Curriculum Review		
	Primary Life Skills Co-ordinator and Geography Specialist		
	Curriculum Specialist (Science)		
	Curriculum Specialist (Home		

	Function	Organization	Location
	Economics) PCAR Co-ordinator Curriculum Specialist (Science & Technology) Asst SSCAR Co-ordinator		
10	Deputy District Education Manager Ass. District DRM Officer	MoE DoDMA	Mangochi
11	Head Teacher	MoE	Mangochi District
12	Deputy District Education Manager – Lilongwe Urban District Education Manager – Lilongwe Rural East District Education Manager – Lilongwe Rural West	MoE	Lilongwe
13	Deputy Relief and Rehabilitation Officer	DoDMA DoDMA	Lilongwe
14	Data Management and Analysis Officer	EMIS	Lilongwe
15	Education Programme Officer	DFID	Lilongwe
16	Education Programme Officer	GIZ	Lilongwe
17	Education Programme Officer	CIDA	Lilongwe

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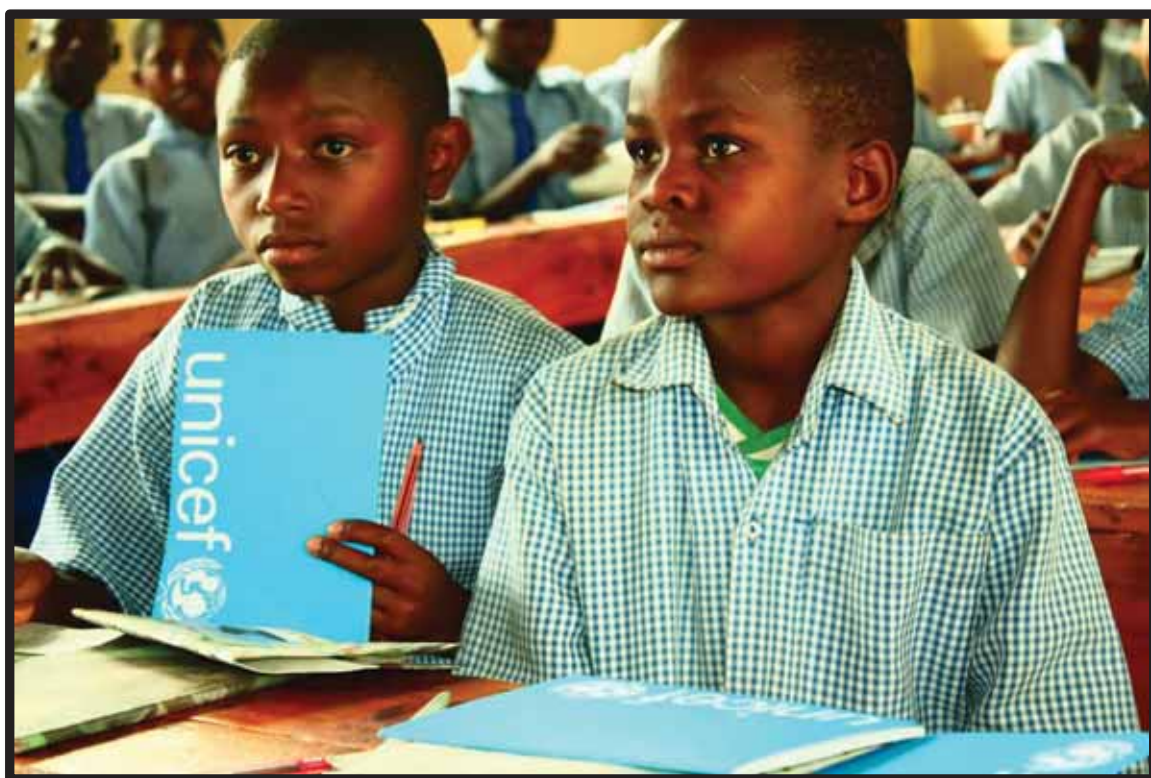
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ANNEX J:

# RWANDA COUNTRY CASE STUDY

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## ACKNOWLEDGMENTS

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On behalf of the evaluation team, we would like to express our gratitude to the staff at UNICEF's Regional Office in Nairobi and Country Office in Rwanda, particularly Heinrich Rukundo Mutsinzi and Hugh Delaney, for their assistance in facilitating this field study. We also wish to thank the people we met throughout Rwanda who took the time to share their experiences with us.

### ***Rwanda Field Research Team***

Frank Hardman

Charlie Walker

Cover Photo: *School Children in Rulindo District.*  
Charlie Walker, 2012

# 1 INTRODUCTION

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This report presents the main findings from the Rwanda country visit, which is the third case study conducted by the evaluation team from the Institute for Effective Education (IEE) and the Post-war Reconstruction & Development Unit (PRDU) at the University of York (UK) on behalf of the United Nations Children's Fund (UNICEF) as part of the *Evaluation of Emergency Preparedness and Response and Disaster Risk Reduction Capacity Development in the Eastern and Southern Africa Region (ESAR)*.

The goal of this country case study was to examine how the capacity development (CD) training implemented through UNICEF's Education in Emergencies and Post-crisis Transition (EEPCT) Programme has impacted national Emergency Preparedness and Response (EPR) in the education sector in Rwanda. Specifically, the evaluation team aimed to assess the capacity of both individuals and institutions that have participated in the capacity development training and to measure the strategy's institutionalization at the local, provincial, and national levels.

The independent evaluation team conducted a field visit in Rwanda from 22 January to 1 February 2012. Their activities were facilitated by Heinrich Rukundo Mutsinzi, the UNICEF Rwanda Country Office DRR/EPR Focal Point. The evaluation in Rwanda assessed the EPR/DRR knowledge and practices of individuals who attended the EPR/DRR trainings. The evaluation team also explored whether and how the capacity development strategy contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and the sub-national level. Finally, the evaluation sought to identify and recommend measures to address capacity gaps.

The evaluation team explored if and how UNICEF's capacity building training and institutionalization programme helped the participants develop the knowledge, skills, and technical capacity of emergency preparedness and response within the education sector at the national, sub-national, district, and community levels. The results of their field research also helped determine if the capacity building training led to the creation of effective action plans for emergency preparedness at each level.

The results of the Rwanda country case study outlined in this report aim to assist the UNICEF Rwanda Country Office and the ESARO in Nairobi in identifying and understanding the achievements made by the capacity development/institutionalization efforts, as well as recognizing challenges to the programme's success. This report also presents recommendations to assist the country and regional offices in their decision-making processes and provide reliable evidence to aid UNICEF in its advocacy and fund-raising efforts. Finally, the evaluation will draw lessons for future EPR/DRR capacity development/institutionalization in the education sector, including recommendations for the development of a robust monitoring & evaluation framework based upon the principles of effectiveness, adequacy, and sustainability.

## 2 CONTEXT ANALYSIS

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The following analysis begins by briefly presenting the current situation in Rwanda, introducing some of the key elements for EPR/DRR, at national and local level, exploring the natural disasters to which the country is subjected, the humanitarian situation and the impact of the previous two on the Education Sector.

The purpose of this section is to not to provide a detailed account of the complex conflicts and broader fragility within Rwanda but to provide a foundation for establishing the importance and the relevance of EPR/DRR in the Education sector, and how effectively these two elements can improve the situation and diminish the risk of a catastrophe.

### 2.1 RWANDA COUNTRY CONTEXT

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Rwanda is a small densely populated country, bordered by Democratic Republic of Congo, Burundi, Tanzania and Uganda. The majority of the population is Hutu, with a sizable Tutsi minority and 1% Twa minority. It has three official languages, Kinyarwanda, French, English, while Kiswahili is also widely spoken. Just over half the population identify themselves as Catholic, with 26% identifying as Protestant, 11% as Adventist and 4.6% as Muslim. The population is a young one (48.7% of the population are under 18)<sup>355</sup> and mainly rural (81%).<sup>356</sup> Being a largely rural population means that the majority of the population are engaged in subsistence farming. Agriculture is affected by deforestation, soil exhaustion, erosion and overgrazing, which can also contribute to worse flooding and landslides as the natural protection of the land is weakened. Rwanda is a poor country, and although it is making progress, a substantial proportion of the population lives under the poverty line.<sup>357</sup>

A former Belgian colony, Rwanda gained its independence in 1962. Its majority ethnic group is the Hutus and the main minority group the Tutsis, who were favored by the Belgian authorities. The period before and after independence saw interethnic violence which culminated in the genocide of 1994. Thus, in Rwanda, the term “disaster” is perhaps most synonymous with the tragic events of the 1994 genocide, which ripped apart the fabric of Rwandan society, killing approximately 800,000 Tutsi and moderate Hutu and displacing millions more.<sup>358</sup> In recent years, however, disaster risk has become largely associated with a variety of natural disasters, most notably droughts, volcanoes, earthquakes, floods, landslides, and strong winds. In addition, there are risks of man-made political emergencies, including the potential for instability to spill over from the volatile Democratic Republic of Congo in the form of rebel incursion and/or mass displacement.

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<sup>355</sup> Information available from: [http://www.unicef.org/rwanda/children\\_7827.html](http://www.unicef.org/rwanda/children_7827.html).

<sup>356</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/rw.html>.

<sup>357</sup> Information available from: <https://www.cia.gov/library/publications/the-world-factbook/geos/rw.html>.

<sup>358</sup> United Nations Security Council. 1999. *Report of the Independent Enquiry into the Actions of the United Nations during the 1994 Genocide in Rwanda*. Available online at: <http://www.un.org/Docs/journal/asp/ws.asp?m=S/1999/1257>.

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## 2.1.1 WAR, POVERTY, AND HUMANITARIAN CRISES

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In 1959, three years before independence from Belgium, the majority ethnic group, the Hutus, overthrew the ruling Tutsi king. Over the next several years, thousands of Tutsis were killed, and some 150,000 driven into exile in neighbouring countries. The children of these exiles later formed a rebel group, the Rwandan Patriotic Front (RPF), who began fighting government forces in 1990. The war, along with several political and economic upheavals, exacerbated ethnic tensions, culminating in the outbreak of extreme violence when in April 1994 a plane carrying President Habyarimana, a Hutu, was shot down returning from peace talks aimed at curbing inter-ethnic violence. What followed next was a genocide orchestrated by Hutu militia groups with the support of some government forces, in which Rwandans killed up to a million of their fellow citizens, including approximately three-quarters of the Tutsi population and moderate Hutus. The international community failed to act to prevent the genocide which ended later that same year when the predominantly Tutsi RPF, operating out of Uganda and northern Rwanda, defeated the national army and Hutu militias, and established an RPF-led government of national unity with President Paul Kagame in control.

Approximately 2 million Hutu refugees—many fearing Tutsi retribution—fled to neighbouring Burundi, Tanzania, Uganda, and Zaire. The refugees were displaced into sprawling camps ravaged by cholera and other diseases, and largely controlled by violent Hutu militia groups and the former Rwandan Army, which continually launched incursions into Rwanda with the aim of re-claiming power by force, becoming together known as the FDLR (Democratic Forces for the Liberation of Rwanda). Rwanda held its first local elections in 1999 and its first post-genocide Presidential and legislative elections in 2003. Rwanda in 2009 staged a joint military operation with the Congolese Army in DRC to root out the Hutu extremist insurgency there and Kigali and Kinshasa restored diplomatic relations.<sup>359</sup>

In August 2010, Paul Kagame was re-elected as President of Rwanda with 93.8% of the votes, after formally valid elections. Most Western donors continue supporting the country, even though during the pre-election period, some government donors raised mostly private concerns about political and media restrictions with the Rwandan government. These concerns have also been raised in the final report of the Commonwealth Observer Group, and even the UN-Rwanda relations have been hardened after the publication of a UN report about serious violation on human rights and international humanitarian law conducted by Rwanda in the DRC between 1993 and 2003.<sup>360</sup>

Like Burundi, the situation on the border with the DRC had the potential to become fragile during the period following the DRC's Presidential elections in November 2011 and remains a region of concern. The Rwandan government has requested that UNHCR invoke cessation clauses for Rwandan refugees displaced in neighbouring countries by June 2012. This opens up the possibility of an influx of returnees, particularly from neighbouring DR Congo. UNHCR notes that there are 54,840 Rwandan refugees in DRC as of January 2012, of which 11,080 are directly assisted by the agency, yet UNHCR planning figures envision both of these populations, totalling over 65,000 individuals, to have left Congo by December 2013.<sup>361</sup> This raises questions regarding the absorption capacity of the education sector, and whether schools and other institutions and infrastructure are equipped and prepared to deal with such an immense influx of returnees over the next two years.

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<sup>359</sup> From: <https://www.cia.gov/library/publications/the-world-factbook/geos/rw.html> retrieved 26.03.2012

<sup>360</sup> From <http://www.hrw.org/reports/2011/01/24/world-report-2011>, retrieved 6 October 2011.

<sup>361</sup> UNHCR. 2012. *2012 UNHCR Country Operations Profile: Democratic Republic of the Congo*. Available online at: <http://www.unhcr.org/pages/49e45c366.html>

Rwanda has made substantial progress in stabilizing and rehabilitating its economy to pre-1994 levels. GDP has rebounded with an average annual growth of 7-8% since 2003. Nonetheless, a significant percent of the population still live below the official poverty line (45%), with about 90% of the population engaged in agriculture. Even though agricultural production has increased significantly over the last three years and last year Rwanda was self-sufficient in food production, the country continues to receive substantial aid money and obtained IMF-World Bank Heavily Indebted Poor Country (HIPC) initiative debt relief in 2005-06. In 2010, Rwanda was listed 153 out of 194 countries in the Human Development Index.<sup>362</sup>

## 2.1.2 NATURAL DISASTERS

The country is subjected to periodic droughts that put a heavy burden on food security; the volcanic Virunga Mountains are in the northwest along the border with Democratic Republic of the Congo, and they represent a constant threat to the population, particularly to the more vulnerable population of refugees and IDPs.

**Table 1: Summary of Natural Disasters in Rwanda from 1980-2010<sup>363</sup>**

N. of events	28
N. of people killed	827
Average killed per year	27
N. of people affected	2,539,707
Average affected per year	81,926

On 3<sup>rd</sup> February 2008, a series of earthquakes struck the Rwanda/DRC border region.<sup>364</sup> On the Rwandan side of the border, an earthquake measuring 5.0 on the Richter scale<sup>365</sup> hit the western province, killing 37 and wounding over 500 more as buildings collapsed in Rusizi and Nyamasheke districts.<sup>366</sup> Additionally, over the past decade, the agriculture sector—upon which 90 per cent of the population relies—has been increasingly affected by a combination of generally declining rainfall, coupled with sporadic excessive rainfall. These have resulted in both droughts and floods, leading to severe soil erosion and landslides on an increasingly frequent basis. The reliance of the agriculture sector on the quality of the two rainy seasons also means that Rwanda is at heightened risk of being adversely affected by ongoing climate changes.<sup>367</sup>

<sup>362</sup> Information available from: [http://hdr.undp.org/en/media/HDR\\_2011\\_EN\\_Tables.pdf](http://hdr.undp.org/en/media/HDR_2011_EN_Tables.pdf).

<sup>363</sup> Information available from: <http://www.preventionweb.net/english/countries/statistics/?cid=143>. Retrieved 22 March 2012.

<sup>364</sup> Rwanda Ministry of Defence (2008). *Disaster Response*. Available online at: <http://www.mod.gov.rw/?DISASTER-RESPONSE>.

<sup>365</sup> ReliefWeb. 2008. *Rwanda: Earthquake (as of 4 Feb 2008)*. Available online at: [http://reliefweb.int/sites/reliefweb.int/files/resources/5B0EE589395484EC852573E500807C48-rwmm\\_EQ\\_rwa080204.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/5B0EE589395484EC852573E500807C48-rwmm_EQ_rwa080204.pdf).

<sup>366</sup> Associated Press (2008). *Dozens Killed in Earthquakes in Rwanda and Congo*. Available online at: <http://www.guardian.co.uk/world/2008/feb/04/naturaldisasters.congo>

<sup>367</sup> UNDP Africa Adaptation Programme (2012). *Rwanda: Baseline Situation*. Available online at: <http://www.undp-aap.org/countries/rwanda>

**Table 2: Vulnerability and Risk to Natural Disasters in Rwanda<sup>368</sup>**

	Vulnerability Index <sup>369</sup>	Risk Absolute <sup>370</sup>	Risk Relative <sup>371</sup>	Mortality Risk Index <sup>372</sup>
Multiple				
Cyclone				
Flood				
Landslide				
Earthquake				

Legend:



## 2.2 IMPACT ON EDUCATION IN RWANDA

Education in Rwanda is structured into Primary, Secondary (junior secondary and senior secondary) and Tertiary education. Starting age for primary school is 7 and is 13 for junior secondary. Usually primary education is taught in Kinyarwanda, one of the official languages (even though private schools can also teach in French and English), while secondary and tertiary education is taught in French and English. At the moment there are 6 public universities and 14 private universities.

In recent years the education sector has been undergoing ambitious reforms, most notably a basic 'education for all' programme, initiated in 2003, which aims to provide 9 years of basic education to all Rwandan children. This programme has seen the extension of many schools previously offering 6 years of primary education to accommodate 9 and 12 year education programmes. As a result, enrolment rates in Rwanda are amongst the highest in the region, lying at 94.3 and 97.5 per cent for boys and girls respectively.<sup>373</sup> Additional initiatives include the teaching of HIV/AIDS education, an improved literacy and numeracy campaign, the procurement of textbooks, and ensuring that schools meet "child friendly" standards.

A further key development in the Rwandan education sector is the recent shift from French to English as the official medium of instruction, as Rwanda joined the East African Community, and later the British Commonwealth in 2009. Whilst 40,000 teachers have been trained on the *Rwanda English in Action Programme* (REAP),<sup>374</sup> this shift has still left many schools struggling to provide experienced teachers with a sufficient level of English to offer a quality education to pupils. There are plans in 2012 to employ over 2,500 school-based English-speaking mentors from within East

<sup>368</sup> Information available from: <http://www.preventionweb.net/english/countries/statistics/risk.php?iso=rwa>. Retrieved 22 March 12

<sup>369</sup> The Vulnerability Index is the estimated number of people killed per year, per million exposed.

<sup>370</sup> Risk Absolute is the average number of people killed per year.

<sup>371</sup> Risk Relative is the number of people killed per million per year.

<sup>372</sup> The Mortality Risk Index is the average of both indicators (RA+RR/2).

<sup>373</sup> Rwanda Ministry of Education (2010). *Achievements (2003-2010)*. Available online at: <http://www.mineduc.gov.rw/spip.php?article27>

<sup>374</sup> Rwanda Ministry of Education (2010). *Basic Education*. Available online at: <http://www.mineduc.gov.rw/spip.php?article27>

Africa and a further 250 from within Rwanda who will train and support existing staff to improve teaching in English.

Key partners for the Rwandan government in the Education sector include UNICEF, who have supported a government school construction programme which has built approximately 9,000 classrooms using national infrastructure standards based on the “child friendly” school model, and many more “retro-fitted”, to meet earthquake and natural disaster resistant standards. Significant support also comes from USAID, who work on a number of education projects, including an education and workforce training programme for out-of-school youths, and programme supporting improved teaching and child literacy through innovative ICT-based teacher training schemes. DfID are an additional key partner, co-chairing the education development partner group and providing £45.9 million in Education Sector support between 2011 and 2015,<sup>375</sup>

Following these recent initiatives—which have swiftly increased enrolment rates and adherence to national school infrastructure standards—both the government of Rwanda and donor partners are aware that the focus must now lie in improving the quality of teaching. With specific regards to Education in Emergencies, the child-friendly schools construction programme must now be complimented with training for teachers and pupils on DRR and EPR awareness—initiatives which the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) and the Ministry of Education (MINEDUC) must focus on launching in the coming months.

**Table 3: Education statistics for Rwanda**

Education Indicators	%
Youth (15-24 years) literacy rate (%), 2005-2010* male	77
Youth (15-24 years) literacy rate (%), 2005-2010* female	77
Pre-primary school participation, Gross enrolment ratio (%), 2007-2010* male	17
Pre-primary school participation, Gross enrolment ratio (%), 2007-2010* female	17
Primary school participation, Gross enrolment ratio (%), 2007-2010* male	150
Primary school participation, Gross enrolment ratio (%), 2007-2010* female	151
Primary school participation, Net enrolment ratio (%), 2007-2010* male	94
Primary school participation, Net enrolment ratio (%), 2007-2010* female	98
Primary school participation, Net attendance ratio (%), 2005-2010* male	84
Primary school participation, Net attendance ratio (%), 2005-2010* female	87
Primary school participation, Survival rate to last primary grade (%), 2006-2009* admin. data	–
Primary school participation, Survival rate to last primary grade (%), 2005-2010* survey data	76

<sup>375</sup> DfID. 2011. *Operational Plan 2011-2015: DFID Rwanda*. Available at: <http://www.dfid.gov.uk/Documents/publications1/op/rwanda-2011.pdf>

Secondary school participation, Net enrolment ratio (%), 2007-2010* male	-
Secondary school participation, Net enrolment ratio (%), 2007-2010* female	-
Secondary school participation, Net attendance ratio (%), 2005-2010* male	5
Secondary school participation, Net attendance ratio (%), 2005-2010* female	5

## 3 STUDY METHODOLOGY

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This section and related subsections outline the technical approach and methodology which the evaluation team employed during the course of the field research in Rwanda. A more detailed overview of the methodology used throughout all the field studies can be found in Annex A.

### 3.1 SOURCES OF INFORMATION

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The information that the research team relied upon in this evaluation was gathered from primary data sources as well as background literature and secondary sources. In Rwanda, the primary data sources consisted of participants in the training programme and representatives from the following stakeholders and institutions:

- UNICEF;
- Relevant government departments, including the Ministry of Education (MINEDUC) and the Ministry for Disaster Management and Refugee Affairs (MIDIMAR);
- International non-governmental organizations (INGOs);
- Local NGOs;
- Civil Society

A complete list of the stakeholders consulted during the field visit is attached as Appendix A.

### 3.2 DATA COLLECTION

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The primary data was collected using a mix of qualitative and quantitative methods with a participatory approach. When meeting with individual government officials, NGOs staff, and representatives from civil society groups the evaluation team used semi-structured interviews, while employing focus group discussions with larger groups of provincial representatives of DPE, teachers, and school directors.

The field visit consisted of interviews with a variety of stakeholders in the capital Kigali, in addition to field visits to Rulindo and Musanze districts to meet government officials, civil society organizations and to visit schools.

The secondary data were gathered with the help of UNICEF Rwanda Education office staff and the staff at UNICEF ESARO in Nairobi. Additional material and documentation has been collected prior to the field visit, consulting relevant websites and the appropriate literature.

The team approached the field research with a great degree of flexibility, conscious that the interview questions and tools would not have remained rigid and that they would have been modified as the study progressed. This allowed them to conduct an evaluation that was relevant to the context.

### 3.3 SAMPLING

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The Rwanda evaluation team employed a multi-layered sampling technique consisting first of a stratified sampling of stakeholders in order to ensure proper inter-sectoral representation,

particularly health and WASH. At this level, the sample consisted of three main elements: (i) policy- and project-level staff from stakeholders, including UNICEF and its partners, the relevant education ministries, UN agencies, and other actors in the education sector who may or may not have participated in the training, but who would have important insights into the general state of EPR/DRR in the country and/or have relevant knowledge of the EEPCT programme; (ii) participants in the training; (iii) civil society groups, that have not been part of the training (like the Boy Scouts and the Girl Guides) but that have some knowledge about the topic and actively take part in the rescue operations when a disaster or a conflict occurs. The evaluation team worked with UNICEF County Office staff, MoE officials, and the local consultant to identify individuals that fell into the control group, and to identify a good sample of participants in each region.

The second level refined the stratified sampling through an additional cluster sampling technique, particularly focused on the training participants composed of the following categories:

1. Male/Female
2. Government/Non-Government
3. Senior Level/Junior Level
4. National level/Local level

This sampling strategy aimed to identify at least 20% of the training participants for inclusion in the evaluation. The goal was to identify potential participants in advance of the field visit and arrange for their interviews and participation in focus group discussions. In this way, the evaluation team, working with the Local Consultant, was able to prepare and tailor the interview questions for each participant or focus group. (A list of questions from which the evaluation team drew during each interview and focus group is attached as Appendix C.)

The overall rationale for using this combined stratified/clustered sampling strategy was to maximize insight and learning, while ensuring regional and country-level coverage of the ESAR education sector.

### 3.4 LIMITATIONS AND CONSTRAINTS

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There have been a number of limitations for the Evaluation Team overall:

1. The absence of any baseline data about the project and the needs of the communities;
2. The limited timeframe of working days in the field;
3. A small number of field team members for collecting the field-data; and
4. Maintaining the independence of the study while depending on UNICEF staff and vehicles to access most respondents and communicate with key stakeholders.

### 3.5 IMPLICATIONS

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The absence of baseline data was a constraint encountered across all countries visited. Without baselines on knowledge, capacity and needs prior to the EPR/DRR capacity development training, it is extremely difficult to assess the impact and effectiveness of the initiative. Researchers were forced to rely on anecdotal evidence on perceived improvement (or lack thereof) of EPR/DRR knowledge following training. In order to mitigate this issue, researchers met with as many sources at each level

as possible and triangulated information from across such sources, focusing on drawing out trends highlighted by multiple stakeholders.

A limited timeframe and small research team were further constraints experienced in multiple countries visited. Ten days is a short length of time for two people to fully understand the impact and effectiveness of the programme and to grapple with the national education systems and the broader EPR/DRR situation in each country visited. In Rwanda, this aspect was less of a problem, due to the relatively small size of the country and its population, and the limited roll-out of training. Regardless, researchers made the utmost effort to mitigate problems posed by limited time in the field through; conducting intensive research on the country context, disaster risks and progress made on the capacity development initiative prior to the visit; meeting as many stakeholders as possible during the trip; and, where appropriate, following up with UNICEF staff members and other stakeholders after the trip was over.

Maintaining the independence of the study posed some difficulty during research trips, due to the fact that researchers were dependent on UNICEF staff and resources to carry out the evaluation. Researchers travelled in UNICEF cars, and in Rwanda, where it was not possible to find a national consultant to accompany researchers, UNICEF staff filled this position. Research teams mitigated this to the best of their ability through clearly explaining that they were not affiliated with UNICEF, and that the evaluation was an independent venture; however, it was not possible to fully mitigate this issue, and this must be taken into consideration when examining evaluation findings and conclusions.

Language was a further potential barrier to research, since despite the fact that English is an official language in Rwanda, the transition from French to English was only established in 2009, with insufficient time for the population to fully assimilate the language. Several research participants were not confident enough to be interviewed in English, however this problem was mitigated by the fact that one researcher of two researchers spoke fluent French and the second had a good level of comprehension. Language issues thus posed minimal problems to field work overall.

## 4. FINDINGS: THE IMPACT OF UNICEF'S EECPT CAPACITY BUILDING AND INSTITUTIONALIZATION PROGRAMME IN RWANDA

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The following preliminary findings, conclusions, and recommendations are based upon (i) the team's review of documents provided by UNICEF before and during the field visit and their own desk research of background documents available from open sources; (ii) information provided by the respondents and obtained through informal discussions with UNICEF staff and MoE staff; and (iii) observations during the field visit.

### 4.1 FINDINGS: KNOWLEDGE

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#### FINDING 1: INCREASED AWARENESS OF DRR/EPR CONCEPTS AND RESPONSE

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Across the board and at all levels, the UNICEF training programme appears to have given participants a solid knowledge and awareness of the importance of DRR/EPR in the Education sector.

#### FINDING 2: CAPABILITY AND WILLINGNESS TO IMPROVE AND IMPLEMENT DRR/EPR PRACTICES.

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At both the national and sub-national level, actors in Rwanda, particularly MINEDUC and MIDIMAR employees, showed a high level of dynamism and enthusiasm for DRR/EPR initiatives. This is to be highly commended, and offers great potential for successful future interventions.

#### FINDING 3: COMPLIMENTARY PROGRAMMES HAVE RESULTED IN GREATER AWARENESS OF DRR/EPR

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UNICEF Rwanda's programmes on EiE capacity development and Child Friendly Schools Construction have proven to be highly complementary, and have jointly resulted in heightened awareness of the need for DRR/EPR measures in the Education Sector from the national to the school level.

#### FINDING 4: HIGH STAFF TURNOVER HAS RESULTED IN LOSS OF INSTITUTIONAL KNOWLEDGE

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High levels of staff turnover have meant that several participants trained through the EPR/DRR capacity development programme subsequently left their posts, with a corresponding loss of institutional knowledge.

### 4.2 FINDINGS: PRACTICES

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#### FINDING 1: MIXED SUCCESS IN TERMS OF RESULTING PRACTICES AND ROLL OUT

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Whilst some participants have taken the training (such as members of the National Red Cross) and integrated it into their planning and activities, in many cases awareness has not translated into action. This is particularly true of the district, sector and school levels, where as yet no systematic DRR/EPR practices are in place.

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## FINDING 2: THOSE WHO HAVE PARTICIPATED IN THE TOT HAVE ADOPTED DRR/EPR PRACTICES

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Those who took part in the ESARO ToT have adopted several practices included in the training, notably rolling out the initiative to key national-level stakeholders, advocating for the inclusion of EPR/DRR in national policy, and taking steps to boost co-ordination of actors working on EiE.

### 4.3 FINDINGS: INSTITUTIONALISATION

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## FINDING 1: THE TRAINING PROGRAMME HAS INCREASED INSTITUTIONALISATION OF DRR/EPR PRACTICES

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As a result of the training, DRR/EPR is now being integrated into national policy and programming, including the five-year Education Sector Strategic Plan (ESSP) and annual action plans of MINEDUC. MIDIMAR has also developed a draft module on DRR teaching which it plans to integrate into the national teacher training programme and the national secondary school curriculum.

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## FINDING 2: PLANNING IS UNDERWAY TO IMPLEMENT CONSISTENT DRR/EPR PRACTICES ACROSS THE COUNTRY

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The Government of Rwanda is currently planning to put in place contingency plans and preparedness measures across the country. There are preliminary structures in place at all levels, including at the local sector level, where Disaster Management Committees (DMCs) have been put in place to direct disaster management activities in their communities.

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## FINDING 3: MORE SUSTAINED TRAINING AND CAPACITY DEVELOPMENT IS NEEDED

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In order for consistent DRR/EPR practices to be fully developed, more sustained training and capacity building is needed, particularly given staff turnover and “brain drain” issues prevalent amongst high level personnel in Rwanda. Specific groups to be targeted should include: national level government personnel, particularly MIDIMAR and MINEDUC employees, District Education Officers, and Sector Executive Officers. A high priority should be given to training community level actors, particularly teachers, School Directors and Parent Teacher Committees, since these actors are those with the capacity to pass on EPR/DRR messages to children and are often the first responders to emergencies.

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## FINDING 4: THE RWANDAN GOVERNMENT NOW NEEDS TO BE SUPPORTED TO TURN NASCENT POLICIES INTO PRACTICE

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At this crucial stage when national policies have been formulated, the government now needs support in order to ensure that these are transformed into practices which truly protect communities through reducing risks and facilitating swift and successful response to emergencies.

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#### FINDING 5: CONCRETE TOOLS AND EPR/DRR GUIDELINES ARE NEEDED

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Future trainings should include emergency guidelines for teachers and pupils, and DRR/EPR tools (such as school disaster preparedness checklists). These materials would greatly facilitate the empowerment of local actors, and thus the implementation of DRR/EPR practices at the district, sector and school level.

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#### FINDING 6: CLOSER CO-ORDINATION IS NEEDED FOR ALL ACTORS WORKING ON EIE.

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Closer co-ordination is needed between diverse government actors across all levels and sectors of government involved in EIE. Currently, across ministries and at lower levels of government, key actors in EIE are ignorant of national policy, planning and strategy. There also exists great potential for greater collaboration and co-ordination on all actors working on EIE. Particularly useful would be collaboration between national level bodies including MINEDUC, MIDIMAR and UNICEF, and community rooted organisations and networks such as the Red Cross Society and Action Aid Rwanda. Such collaboration would open up potential for a greater level of DRR/EPR activity at the local level – an area which is crucially lacking at the moment.

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#### FINDING 7: DISASTER-RELATED INFORMATION GATHERING AND DISSEMINATION REMAIN WEAK

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There are currently no formal disaster and emergency information-gathering practices in place, however informal structures exist. Early warning systems do not appear to have been established for the education sector, however the government is in the final stages of setting up an SMS-based rapid response communication system across the country, and MINEDUC is planning to expand the current Education Information Management System (EMIS) to include provisions on disasters and emergencies faced by schools.

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#### FINDING 8: PROVINCIAL PLATFORMS FOR DRR ARE ACTIVE, BUT THERE IS ROOM FOR GREATER PARTICIPATION AND OPERATIONAL GROWTH

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The establishment of Provincial Platforms for Disaster Risk Reduction has been completed under the auspices of the UNDP, with a good participation of the civil society, although their activity has been limited to a few meetings. Platforms do not enjoy yet an operational capacity.

## 5 CONCLUSIONS AND RECOMMENDATIONS

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### 5.1 CONCLUSIONS

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Drawing upon the findings outlined in the previous chapter, this evaluation has identified several conclusions which can be taken into consideration for future programme planning and implementation:

1. In terms of awareness, the training was effective for direct participants; however, the cascade model employed by the capacity development training has weakened the impact for those who have not received direct training.
2. Whilst the training has had some impact on the institutionalisation of EPR/DRR practices at the national level, face-to-face training and follow up must be developed and sustained to suit the needs of different actors at the sub-national levels.
3. Teacher training and training of sector level actors – including District Management Committees (DMCs), Head Teachers, and Parent Teacher Committees – need to be put in place to ensure the dissemination of EPR/DRR practices within communities.
4. At this stage, the training initiative has not increased safety and reduced risks for the schools or the communities.
5. The dynamism of local actors means that a variety of crucial planning and steps have already been made on DRR/EPR issues – from strengthening EMIS, to designing a DRR module for teacher training. These encouraging steps now need to be supported and monitored to ensure that a comprehensive implementation process takes place.

### 5.2 RECOMMENDATIONS FOR FUTURE STRATEGY AND INTERVENTIONS

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#### RECOMMENDATION 1: CONSIDER MIXED MODES OF TRAINING

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UNICEF, in co-operation with MINEDUC/MIDIMAR, should consider mixed-modes of training in EPR/DRR for actors at all levels, including workshops, face-to-face training, distance learning materials, drills and follow up in schools and classrooms.

#### RECOMMENDATION 2: LOCAL LEVEL ACTORS MUST RECEIVE TRAINING

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Local actors (including sector DMCs), School Directors, Parent-Teacher Committees and at least 2 teachers for each school should receive DRR/EPR training.

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### RECOMMENDATION 3: EMPHASIS ON FOLLOW-UP AND STREAMLINED MONITORING AND EVALUATION

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Given the high levels of staff turnover in Rwandan institutions, an emphasis should be put on regular refresher trainings and developing a rigorous monitoring and evaluation mechanism to follow up and ensure maximum impact and sustainability. The monitoring of DRR/EPR activities needs to be streamlined to ensure that policies and plans are being fully implemented at national, district and local levels.

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### RECOMMENDATION 4: EMERGENCY GUIDELINES AND TEACHING MATERIALS SHOULD BE DEVELOPED

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Emergency guidelines and teaching materials should be developed, incorporated into trainings and distributed to local authorities, School Directors, PTCs and teachers, particularly in high risk zones

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### RECOMMENDATION 5: EPR/DRR SHOULD BE INCORPORATED INTO TEACHER TRAINING AND THE NATIONAL CURRICULUM

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The new draft module developed on DRR should be incorporated into the pre- and in-service teacher training programme as soon as possible, and should be fully integrated into the national curriculum for General Paper/Social Studies. UNICEF should support, provide advice, and review this process to ensure the best possible content, and, where needed, the content of the draft module should be further developed.

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### RECOMMENDATION 6: RISK MAPPING AND CONTINGENCY PLANS MUST BE PUT IN PLACE

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National Risk Mapping, including the education sector, must be conducted as a matter of urgency. Drawing from this information, contingency plans should be developed and put in place at the national, district, community and school levels. This should be achieved through a collaborative process which includes MIDIMAR, MINEDUC, local authorities, Head Teachers, PTCs, teachers and pupils.

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### RECOMMENDATION 7: SCHOOL EPR/DRR CLUBS SHOULD BE ESTABLISHED

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School clubs dealing with EPR/DRR issues should be established to teach and actively engage children on EPR/DRR issues.

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### RECOMMENDATION 8: SCHOOL BUILDING STANDARDS SHOULD BE MONITORED

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School (re) building standards should be monitored to ensure that national school infrastructure standards are being consistently met.

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**RECOMMENDATION 9: AN EDUCATION SECTOR EARLY WARNING SYSTEM SHOULD BE ESTABLISHED**

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An early warning system should be established for the education sector, EMIS information gathering should be strengthened and expanded to incorporate questions on EPR/DRR, and the new national SMS-based rapid response communication system should be made operational as quickly as possible.

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**RECOMMENDATION 10: INTRA-GOVERNMENTAL CO-ORDINATION AND COLLABORATION SHOULD BE IMPROVED**

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Inter-governmental co-ordination and collaboration on EiE must be improved and strengthened to ensure a streamlined and inclusive approach to DRR/EPR across ministries and national and sub-national levels of government. Collaboration between different Rwandan government levels and Ministries must be improved and strengthened to ensure a streamlined and inclusive approach to DRR/EPR across the country.

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**RECOMMENDATION 11: CO-ORDINATION MUST BE STRENGTHENED**

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UNICEF and the Government of Rwanda should take advantage of the presence of capable civil society and NGO agencies – such as Action Aid Rwanda and the National Red Cross Society – to set up a collaborative approach to implementing DRR/EPR practices. Such partnerships could be particularly beneficial in terms of sharing best practices, co-ordinating preparation and response, and ensuring that DRR/EPR practices reach the local and community level. This could include the establishment of a co-ordination platform for relevant EiE actors to conduct joint disaster preparation, planning, response, and even EPR/DRR training roll-out.

## APPENDIX A: STAKEHOLDERS CONSULTED

	Institution	Function	Location
1	UNICEF	Deputy Representative	Kigali
2	UNICEF	Chief of Health and Nutrition and EPR Focal Point	Kigali
3	UNICEF	Specialist in Education and Emergencies	Kigali
4	UNICEF	Chief of Education	Kigali
5	UNICEF	Education Specialist	Kigali
6	UNICEF	Construction Works Specialist	Kigali
7	National Curriculum Development Committee	Curriculum Specialist	Kigali
8	Integrated Polytechnic Regional Centre	Principal (Former Head of School Construction at MINEDUC)	Kigali
9	MINEDUC	School Management and School Leadership Programme Co-ordinator	Kigali
10	MINEDUC	Senior Advisor, School Management	Kigali
11	Action Aid	Head of Policy and Programmes	Kigali
12	MIDIMAR	Director of Research and Public Awareness	Kigali
13	UNDP	Country Director	Kigali
14	USAID	Education Officer	Kigali
15	DFID	Social Sector Team Leader	Kigali
16	Rwanda Red Cross	District Co-ordinator, Musanze and Burera Districts	Musanze District

17	Government of Rwanda	Sector Executive Officer, Muko Sector, Musanze District	Musanze District
18	MINEDUC	Director of Planning Unit	Musanze District
19	MINEDUC	Statistician, Planning Unit	Musanze District
20	Government of Rwanda	Sector Disaster Committee Member, Muko Sector, Musanze District	Musanze District
21	MINEDUC	District Education Officer, Rulindo District	Rulindo District

## APPENDIX B: DOCUMENTS REVIEWED

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## ANNEX K: TERMS OF REFERENCE

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### 1.1 INTRODUCTION

The UNICEF Eastern and Southern Africa Regional Office (ESARO) is looking for technical expertise from a qualified institution to conduct a multi-country evaluation study of its emergency preparedness and response (EPR) and disaster risk reduction (DRR) capacity development and institutionalization efforts in the education sector.

A team of four consultants will be required to undertake the work in the 6 countries that have agreed to take part in this exercise. This is, therefore, an invitation to institutions with adequate expertise and capacities in evaluation, particularly of capacity development initiatives in EPR and DRR, to submit applications to conduct this evaluation study from September to November 2011.

### 1.2 BACKGROUND

The Eastern and Southern Africa region is becoming increasingly vulnerable to disasters triggered by both natural and man-made hazards: storms, drought, floods, cyclones, environmental degradation, diseases such as HIV and AIDS, cholera, malaria and tuberculosis, as well as conflict, political instability, poverty, food and livelihood insecurity.

In 2009, as part of the Education in Emergencies and Post-crisis Transition (EEPCT) Programme funded by the government of the Netherlands and the European Commission, UNICEF ESARO launched a strategy for national capacity development in partnership with Save the Children under the aegis of the IASC Education Cluster. The objective was to build and strengthen sustainable national emergency preparedness and response (EPR) capacity in the education sector in ESAR holistically and strategically, by supporting national authorities at all levels.

Since May 2009, over 1,700 people have participated in capacity development workshops at regional, national and sub-national levels. On average, over 75% of participants were from national government partners, including MoE, Disaster Management bodies and other sectors, particularly protection, health and WASH. The remaining participants included representatives of local and international NGOs including the Red Cross, community-based organisations, and UN agencies.

Country teams comprising MoE, UNICEF and Save the Children staff from all 20 ESAR countries who participated in the Regional Training of Trainers (ToT) workshops in April/May 2009 are currently rolling-out the initiative at national, provincial and district levels within their countries (see table in Annex to review activities undertaken in the various countries).

The Education in Emergencies and Post-crisis Transition (EEPCT) Programme four goals are:

***Designated Goal 1*** – Improved quality of education response in emergencies and post-crisis transition countries.

***Designated Goal 2*** – Increased resilience of education sector service delivery in chronic crises, arrested development and deteriorating contexts.

***Designated Goal 3*** – Increased education sector contribution to better Prediction, Prevention and Preparedness for emergencies due to natural disasters and conflict.

**Designated Goal 4** – Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

The proposed study is expected to analyze how the capacity development intervention has contributed to Goal 3 and will contribute to building a solid evidence base upon which to guide future capacity development and institutionalization efforts in accordance with Goal 4.<sup>376</sup> In terms of a results hierarchy Goals 3 and 4 are seen as contributing to Goals 1 and 2.

This study is expected to be a key advocacy and fund-raising tool at a time when donors are increasingly interested in ensuring more stability in countries, not least in fragile states, linked to growing commitments to supporting climate change mitigation strategies and peace and conflict resolution.

The proposed study is in line with UNICEF global priorities and has been endorsed by the UNICEF EEPCT Manager. The study TORs have also been shared with the ESARO BEGE, M&E and Emergency Sections and with Save the Children as a key partner for their comments and inputs.

The proposed study also contributes to the implementation of the Education Cluster Strategic Plan 2011-2013 and Annual Work Plan 2011 Outcome 1: *Education Cluster and national actors have appropriate technical capacities.*

It will play a key role in establishing a baseline and robust monitoring and evaluation framework for future interventions in the area of EPR and DRR.

**Challenges** that are likely to affect the study include:

- Absence of a baseline: Baseline data were not collected before the start of the capacity development/institutionalisation strategy, but are now essential to identify the gaps and ensure that strategic responses are developed;
- Difficulty to qualitatively assess the level of EPR/DRR institutionalisation, preparedness and resilience;
- Availability of key MoE Officials;
- Reduced sample size due to access to trained staff because of staff turnover in UNICEF, Save the Children and partners including Ministries;
- Country Offices evaluation fatigue after a number of previous M&E exercises;
- Short time scale required for the completion of the study.

### 1.3 SCOPE AND FOCUS

The study will look at both individual and institutional capacity development bearing in mind that as a result of the workshops, participants representing the national/provincial/district level were expected to have learned the following competencies/be able to perform the following tasks (which constitute the workshops' 6 objectives):

1. Learn the key technical components of effective emergency *response* in education through interactive and participatory approaches, from conducting rapid assessments and establishing temporary learning spaces to developing emergency education curricula and devising psychosocial support strategies (knowledge);
2. Have the knowledge and skills to apply these technical components for strengthened

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<sup>376</sup> See the Scope and Focus section for description of the capacity development-institutionalisation link.

- preparedness* at national/provincial/district level. Participants develop action plans for capacity development activities at school and community levels for improved preparedness and disaster risk reduction in the most emergency-prone localities (practice);
3. Indicate priority advocacy and policy action to inform national education sector policy, planning and budgeting for strengthened preparedness, response and risk reduction so that education in emergencies is addressed in a more systematic and sustainable manner (practice);
  4. Map capacity of education actors at national and local levels for emergency education and identify roles and responsibilities for effective co-ordination through new or existing mechanisms including education clusters (practice);
  5. Initiate the process of contingency planning for the education sector at local levels in co-ordination with the relevant disaster management authorities (practice);
  6. Plan for the roll-out of further capacity development at local levels, as required (practice).

The capacity development strategy adopted addresses both emergency *preparedness* and *response* (EPR) by improving UNICEF and its partners' capacities to respond, but also by mitigating the damage resulting from future crises through the *institutionalization* of emergency preparedness and disaster risk reduction (DRR) in the education sector's policy and planning (see the fifth column of the table in the Annex). EPR and DRR institutionalization - meaning the vertical (centralised/decentralised) but also horizontal (all MoE's departments/sections) mainstreaming of emergency awareness throughout the MoE's structure, policy and planning and its linkage with overall disaster management structures - was suggested as the best strategy to ensure the overall capacity development intervention was effective and sustainable. For emergency preparedness and DRR to become embedded in ministries' actions at all levels, a multi-step approach is required. This involves *SENSITIZATION, AWARENESS RAISING, MENTALITY CHANGE, TRAINING, INSTITUTIONALISATION (ROLES, RESPONSIBILITIES, STRUCTURES, ETC.), BEHAVIOURAL CHANGE AND ULTIMATELY EMERGENCY RISK INFORMED PROGRAMMING. KEY INDICATORS OF IMPACT OF THE ABOVE SHOULD BE REFLECTED IN: MOE CONTINGENCY PLANNING; INTEGRATION OF EPR/DRR INTO EDUCATION SECTOR POLICY AND PLANS (IF THESE HAVE BEEN RECENTLY REVIEWED), CURRICULA, EMIS, MEDIUM-TERM EXPENDITURE FRAMEWORKS AT NATIONAL AND DISTRICT LEVELS, SCHOOL AND COMMUNITY PLANS (DRR TRAININGS AND DRILLS); MOE PARTICIPATION IN NATIONAL DISASTER MANAGEMENT; CO-ORDINATION MECHANISMS AND IDENTIFICATION OF ROLES AND RESPONSIBILITIES FOR EPR/DRR AT THE NATIONAL AND SUB-NATIONAL LEVELS; SECTOR REVIEW DOCUMENTS; MOE PARTICIPATION IN EDUCATION CLUSTERS; MEETING MINUTES; UTILISATION OF THE TRAINING IN THE EVENT OF ACTUAL EMERGENCIES.*

*THE STUDY WILL ANALYSE THE CONTRIBUTION OF CAPACITY DEVELOPMENT ON INSTITUTIONALISATION WITH THE UNDERSTANDING THAT INSTITUTIONALISATION SHOULD CONTRIBUTE TO BUILDING RESILIENCE BUT THIS STUDY WILL NOT ACTUALLY MEASURE RESILIENCE.*

The study is both summative to assess the outcome as donor funding is coming to an end and formative since support for EPR and DRR will continue in the future.

The EEPCT Programme has already been reviewed/evaluated twice but this new proposed study focuses on the Programme's capacity development and institutionalisation components, responding to recommendations made in the two previous studies (see Annex for details). The proposed study will expand the evidence base by incorporating other countries that were not covered in the two previous studies.

The **geographic scope** of the evaluation and the selection of countries to be evaluated will be done in co-operation with Country Offices, taking into account the following criteria:

- Balanced inclusion of countries according to potential emergency scenarios (man-made and natural disaster, chronic emergency, complex emergencies);
- Preference for countries with high levels of vulnerability;
- Stratification of sample according to phases of emergencies and transitions (mid-crisis, early recovery, or transitional);
- Stage/progress of the institutionalization efforts as reported by the UNICEF Country Offices;
- Ability of the country to facilitate or absorb an additional external mission at relatively short notice.
- Identifiable list of trainees to which researchers may have access
- Countries which have confirmed their participation include: Burundi, Comoros, Ethiopia, Madagascar, Malawi and Rwanda.

The validity of the evaluation is premised on its being conducted by a completely independent source, although UNICEF will provide logistical support and access to government and other partners at the country level.

#### 1.4 PURPOSE OF THE STUDY

The study will systematically and objectively assess the effectiveness, adequacy and sustainability of the EPR/DRR capacity development strategy and its contribution to institutionalization in the education sector in the Eastern and Southern Africa Region and draw lessons for future programming including the development of a robust monitoring and evaluation framework<sup>377</sup>.

- The study is both necessary and timely as it is expected to:
- Help country offices identify and understand achievements and challenges arising from capacity development/institutionalisation efforts, including the perspectives of participants and duty bearers;
- Provide the country and regional offices with recommendations to inform decision-making at a critical time i.e. the end of the current EEPCT grant;
- Provide evidence for future advocacy and fund raising efforts;
- Identify a way forward for enhancing the future quality of EPR and DRR capacity development and institutionalisation in the education sector, including the development of robust planning and M&E frameworks.

#### 1.5 OBJECTIVES

The proposed evaluation study has 4 **objectives**:

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<sup>377</sup> **EFFECTIVENESS:** The extent to which the training has achieved its objectives (see above mentioned six workshop objectives).

**ADEQUACY:** The extent to which the training was sufficient to meet the capacity development need.

**SUSTAINABILITY:** The extent to which taught skills have been durably learned and systematically applied.

**INSTITUTIONALISATION:** The extent to which emergency preparedness and response (EPR) and disaster risk reduction (DRR) measures have been mainstreamed into education policy, planning and programming to prepare for and respond to emergencies.

**To assess the EPR/DRR knowledge of individuals who attended the EPR/DRR trainings provided by UNICEF/partners since 2009.**

1. What did participants actually learn?
2. How far has the *cascade* training approach gone and what has the impact been at each level, including the community/school level (where applicable)?
3. What other ERP/DRR capacity building activities have trainees participated in and what did learn from these?

**To assess the EPR/DRR practices of individuals who attended the EPR/DRR trainings provided by UNICEF/partners since 2009.**

1. How have trainees applied what they have learned?
2. How did trained staff react to an emergency compared to untrained staff (where applicable)?
3. What were the achievements and the challenges in terms of the competencies that those who were trained developed and were they sustained?
4. What mechanisms have been put in place to ensure the sustainability of the activities and how effective are they?
5. How are the activities monitored and evaluated at the regional and national levels and how can this be enhanced?

**To assess whether and how the capacity development strategy has contributed to the institutionalization of EPR and DRR at national/education sector level (national policy and planning) and at sub-national level (as applicable) since its launch in 2009.**

1. How have trainings helped build effective institutional capacities, e.g. being translated into the integration of EPR/DRR into the education sector's policy and programming?
2. What is the role of the education cluster or sector co-ordination group in this integration?
3. To what extent are roles and responsibilities clear and institutionalised at all levels of the system?
4. What other capacity development activities, if any, have contributed to EPR/DRR institutionalisation?
5. Additional questions raised by the *EEPCT Programme Review and Evaluability Study or PRES*:
6. *'Are issues of conflict vulnerability and disaster risk reduction accounted for within the design and implementation of [MoE] programme activities?'*
7. *'Are the contextual features of areas affected by chronic crises also appropriately considered?'*

**To identify and recommend measures to address capacity in practice gaps and institutionalisation failures to inform future EPR/DRR capacity in ESAR and develop a clear road map and logical framework for the way forward.**

1. Where are the existing capacity gaps and what are the potential strategic responses including key actions required for effective EPR/DRR institutionalisation?
2. What are the principal lessons learned – both positive and negative?
3. What key elements need to be incorporated into future planning and M&E?

## **1.6 METHODOLOGY**

The study will take place in 4 steps:

### ***Orientation and Desk Review Phase (Home base)***

An initial distance briefing meeting (through Webex or teleconference) will take place with the Regional Education Adviser, the Regional Chief, Monitoring and Evaluation, the DRR Specialist and the Education Specialist (Emergency and DRR) who will comprise the Reference Group for the study.

For the Desk Review, core documents and contacts will be made available by the Education Specialist (Emergency and DRR). These documents will include previous EEPCT Studies, training materials, list of participants, training evaluations, national capacity development roll-out plans and national sectoral policy documents.

### ***Inception Phase (Home base)***

The Institution will produce an overall roadmap of the consultancy which shows in a work plan the tasks, the deliverables and deadlines against the TOR. This road map will be known as the Inception Report.

The Inception Report will include a thorough description of the scope of the exercise and the methodological approach for data collection and analysis. For the data collection, a combination of tools will be expected, and will include, *inter alia*, interviews, written or oral tests of trainees, on line surveys, focus groups and multi-stakeholder consultations, using an appreciative inquiry approach. For the analysis, an evaluation framework will be developed that lists and defines each evaluation criteria to be used by the evaluators. Quantitative but also qualitative indicators will have to be developed to measure the EPR/DRR institutionalization by the MoE and its partners. The framework will explicitly analyze if the capacity development/institutionalization strategy adequately insured the inclusion of Human Rights, Gender (including gender-based violence), Equity and Results Based Management, and the extent to which the integration of EPR/DRR into education sector planning was inclusive of these issues. The Inception Report will be the subject of discussion in a meeting with the Reference Group.

The study design will take the following recommendation into account from the *EEPCT Programme Review and Evaluability Study*: "*future evaluative work may attempt to undertake standardised approaches (such as knowledge, attitude and practice (KAP) surveys) to measure the effectiveness of previous or ongoing capacity development activities (including trainings and workshops)*".<sup>378</sup>

### ***Implementation Phase/Country Visits***

The consultants will visit countries in team of 2. The logistics of data collection will be supported by the UNICEF Education Specialist (Emergency and DRR) and facilitated by country-based National Consultants.

Data collection will include the following steps:

- Initial consultation with UNICEF Country Office staff;
- Structured interviews with key stakeholders (see also list of informants below): programme managers at UNICEF and Save the Children, project managers from (implementing) partners, officials from the MoE and other relevant ministries at the national and sub-national level (where applicable), co-lead and members of education clusters (where cluster approach is activated<sup>379</sup>) or sector co-ordination groups;

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<sup>378</sup> p.41

<sup>379</sup> Burundi, Ethiopia, Kenya, Madagascar, Mozambique, Somalia, Uganda and Zimbabwe.

- Participant profile analysis to define the level of institutional change that the training could have influenced and that which it could not;
- Analysis of any other initiatives at the CO level that have contributed to enhanced EPR and DRR in the education sector;
- Analysis of linkages with other sectors (WASH, Protection, Health, Nutrition, etc.)
- Review of key documents – policies, plans and budgets, monitoring and evaluation reports, etc. at national, sub-national and school levels (where applicable);
- Group discussions on draft findings with UNICEF and partners in country.

Consultants, in team of 2, are expected to spend two weeks in each selected country to ensure an in-depth study of capacity development activities at national, but also at the sub-national level. UNICEF will provide logistical support and access to government and other partners at the country level. Consultants will also feedback initial findings as a validation exercise within country before departure.

### **Reporting Phase**

A Draft Report will be delivered to the Reference Group on 14 November 2011. The Reference Group will provide feedback by 17 November 2011. The Final Report will be due on 25 November 2011.

The report, written in English, is expected to contain, as a minimum, the following features:

- Executive summary
- Context
- Literature review
- Methodology including indicators, evaluation tools and framework
- Findings
- Recommended measures to address identified capacity gaps
- Lessons Learned to inform future capacity development/institutionalisation work
- Road map and logical framework for the way forward
- Annexes including ToRs
- The final report should not exceed 50 pages (excluding annexes)

### **Who should be the key informants?**

It will be essential that the views of all stakeholders are taken into account:

**Direct beneficiaries** of the capacity development intervention themselves at the various levels of the intervention (national, sub-national and community):

**UNICEF and partner (particularly Save the Children) staff** on the degree to which trainings have reinforced individual EPR skills and influenced the operating procedures and institutional responsiveness within their respective organisations;

**Ministry of Education officials** on the degree to which trainings have strengthened individual EPR skills and influenced national policy and planning for EIE (including at school and community level where applicable);

**Disaster Management (DM) bodies and other sectors officials** on the degree to which the education sector has been integrated in national DM policies/ planning or linked to other sectors priorities and strategies.

**Colleagues involved in EPR/DRR who were not direct beneficiaries of the training** to measure the level of institutionalisation within the organisations and ministries.

**ESARO** will take the following responsibilities:

- Identifying and recruiting the institution to carry out the proposed study;
- Briefing the consultants;
- Reviewing the inception paper;
- Co-ordinating field visits with Country Offices;
- Reviewing and validating the Final Report in co-ordination with the consultants;
- Disseminating the Study's findings;
- Co-ordinating the actual implementation of the Study's recommendations;
- Designing the new phase of the capacity development/institutionalisation strategy.

**Participant Country Offices** will be responsible for:

- Availing key relevant staff members for interview;
- Providing logistical and administrative support (ESARO to make all efforts to limit required CO support to a minimum);
- Recruiting one national consultant to prepare, assist and accompany the institutional consultant on field visits (funded by ESARO);
- Facilitating interaction with the Ministry of Education, Disaster Management agencies and other stakeholders involved in EPRP and DRR, including access to appropriate co-ordinating mechanisms (e.g. Education Clusters and Ministry Working Groups).
- Following up on, and implementing, the study's recommendations.

### **Benchmarks and Performance Standards**

The study will refer to the following benchmarks:

- Core Commitments for Children in Humanitarian Action (CCCs)
- Inter-agency Network for Education in Emergencies (INEE) Minimum Standards for Education: Preparedness, Response, Recovery
- UNICEF Disaster Risk Reduction (DRR) Programme Guidance Note
- The UN Ethical Guidelines for UN Evaluators in the UN System and the UNICEF technical note #2 on ethics in evaluations (children's involvement in evaluations) are to be followed.

## **1.7 ORGANISATION AND MANAGEMENT**

The evaluation team will consist of 4 consultants working in 2 teams of 2 under the supervision of one Team Leader (one of the 4 consultants). The consultants will report to, and receive guidance and supervision from, the Education Specialist (Emergency and DRR).

Reference Group for the study will comprise of the Regional Education Adviser, the Regional Chief, Monitoring and Evaluation, the DRR Specialist and the Education Specialist (Emergency and DRR).

## **1.8 REQUIRED SKILLS/COMPETENCIES**

Each team of 2 consultants should combine the following competencies:

- Strong expertise in education sector policy and planning;

- Demonstrated experience in evaluation, particularly of capacity development approaches and of institutional change programmes;
- Understanding of conflict/disaster education programming;
- Some exposure to/knowledge of UNICEF work in education in the humanitarian/post-conflict sector;
- Demonstrated understanding of EPR/DRR capacity mapping and capacity development approaches in the education sector;
- Knowledge of global emergency education issues and how these “translate” in the Eastern and Southern Africa Region;
- Demonstrated technical skills in the field of disasters, particularly the social and human dimensions of disaster impact, and understanding of the concepts of ‘risk’, ‘exposure’ and ‘vulnerability’ and of how disaster impacts are mediated by different factors;
- Analytical and conceptual ability; good communication skills;
- Effective written and verbal communication skills in English;
- Proficiency in French to conduct the study in the 3 Francophone countries (Burundi, Comoros and Madagascar);
- Good inter-personal skills with cultural sensitivity;
- Experience in working for UNICEF and/or other UN or humanitarian organizations an advantage;
- Personal and professional integrity;
- Institutional contractor must provide UNICEF with a Certificate of Incorporation/documentation that this a registered company or institution

## 1.9 SCOPE OF THE WORK AND ANTICIPATED TIMELINE

September 2011

<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>	<i>Sunday</i>
			1 Briefing meeting with Reference Group (via Webex or conference call)	2 Home-based desk review	3	4
5 Home-based desk review	6 Home-based desk review	7 Inception phase	8 Inception phase	9 Inception phase	10	11
12 Inception phase	13 Inception phase	14 Inception Report due	15 Inception Report reviewed by Reference Group	16 Inception Report discussed by Reference Group (via Webex or conference call) and validated	17	18
19 4 consultants fly to countries 1 & 2	20 Fieldwork 4 consultants for countries 1 & 2	21 Fieldwork 4 consultants for countries 1 & 2	22 Fieldwork 4 consultants for countries 1 & 2	23 Fieldwork 4 consultants for countries 1 & 2	24	25
26 Fieldwork 4 consultants for countries 1 & 2	27 Fieldwork 4 consultants for countries 1 & 2	28 Fieldwork 4 consultants for countries 1 & 2	29 Fieldwork 4 consultants for countries 1 & 2	30 Fieldwork 4 consultants for countries 1 & 2		

October 2011

<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>	<i>Sunday</i>
					1	2
3 4 consultants fly to countries 3 & 4	4 Fieldwork consultants for countries 3 & 4	5 Fieldwork consultants for countries 3 & 4	6 Fieldwork consultants for countries 3 & 4	7 Fieldwork consultants for countries 3 & 4	8	9
10 Fieldwork consultants for countries 3 & 4	11 Fieldwork consultants for countries 3 & 4	12 Fieldwork consultants for countries 3 & 4	13 Fieldwork consultants for countries 3 & 4	14 Fieldwork consultants for countries 3 & 4	15	16
17 4 consultants fly to countries 5 & 6	18 Fieldwork consultants for countries 5 & 6	19 Fieldwork consultants for countries 5 & 6	20 Fieldwork consultants for countries 5 & 6	21 Fieldwork consultants for countries 5 & 6	22	23
24 Fieldwork consultants for countries 5 & 6	25 Fieldwork consultants for countries 5 & 6	26 Fieldwork consultants for countries 5 & 6	27 Fieldwork consultants for countries 5 & 6	28 Fieldwork consultants for countries 5 & 6	29 3 consultants return home Team Leader flies to Kenya	30
31 Debriefing in Nairobi with Team Leader and Reference Group for validation of initial findings  Home-based consultants start drafting report						

## November 2011

<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>	<i>Sunday</i>
	<p>1 Report writing (4 consultants)</p> <p>Team Leader works from Nairobi in coordination with home-based consultant team until 17 November (feedback on Draft Report)</p>	2 Report writing (4 consultants)	3 Report writing (4 consultants)	4 Report writing (4 consultants)	5	6
7 Report writing (4 consultants)	8 Report writing (4 consultants)	9 Report writing (4 consultants)	10 Report writing (4 consultants)	11 Report writing (4 consultants)	12	13
14 Draft Report due	15 Team Leader presents Draft Report to Reference Group	16 Reference Group reviews Draft Report	<p>17 Reference Group provides feedback on Draft Report</p> <p>Report editing</p> <p>Team Leader flies back to Home Base</p>	18 Report editing	19	20
21 Report editing	22 Report editing	23 Report editing	24 Report editing	25 Final Report due	26	27
28	29	30				

## **1.10 DELIVERABLES/END PRODUCTS**

Inception report including the evaluation framework + Powerpoint by: 14 September 2011

Report on initial findings by: 31 October 2011

Draft report + Powerpoint by: 14 November 2011

Final Report + Powerpoint by: 25 November 2011

## **1.11 FOLLOW UP TO EVALUATION**

The systematic follow-up on the implementation of the study will include:

Dissemination and distillation of findings, lessons learned and recommendations within ESARO, other regional UNICEF offices, UNICEF Headquarters/Geneva Education/EMOPS/EPR/DRR, Save the Children, EEPCT donors, members of the Education Cluster Working Group Task Team on Capacity Development, co-lead and members of national education clusters, members of national education co-ordination groups, UNICEF (implementing) partners and through the EEPCT website <http://www.educationandtransition.org/>.

Revision of the strategy for national capacity development in co-ordination with other UNICEF regional offices, Save the Children, members of the Education Cluster Working Group, ESAR COs based on the study's findings and recommendations.

Revision of institutionalisation efforts in co-ordination with ESAR COs, Ministries of Education, Disaster Management bodies and other sectors, particularly protection, health and WASH, national and international NGOs, Red Cross and community-based organisations and UN agencies.





## Institute for Effective Education

*'... linking theory and practice  
for enablement and development.'*

The Post-war Reconstruction and Development Unit (PRDU) is a leading centre for research, consultancy and learning on post-war reconstruction and development. Founded in 1992 at the University of York, the PRDU's mission is to advance education and learning in the management and planning of reconstruction after war, humanitarian intervention in complex emergencies and peacebuilding.

PRDU links theory and practice for the enablement and development of war-affected societies. The Unit's work focuses on three core areas:

**Conceptualisation:**

Facilitating the development of a vision for reconstruction with participatory needs assessment, context analysis and strategy development.

**Institution Development and Transformation:**

Supporting the development of human resources, appropriate administrative systems and institutional responses in the transition from crisis management to long-term development programmes.

**Participatory Evaluation:**

Promoting people-centred evaluation of progressive goals and strategies and the dissemination of good practice.

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*'Our aim is to  
improve education  
for all children ...'*

The Institute for Effective Education (IEE) brings together high quality research, development based on evidence, and widespread dissemination.

Through this unique combination of factors we seek to have a discernible impact on teaching and learning, and build support for evidence-based education in the UK and around the world.

All children should have the opportunity to succeed in school. Unfortunately many fail to reach their potential, and this is particularly true of children from underprivileged backgrounds. Our aim is to improve education for all children, by promoting the use of evidence in education policy and practice.

Our vision for the future is that using evidence will be as important in teaching as it is in medicine or science. We want to close the gap between research, policy, and practice, facilitate easy access to research and increase confidence in its reliability and purpose.

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