

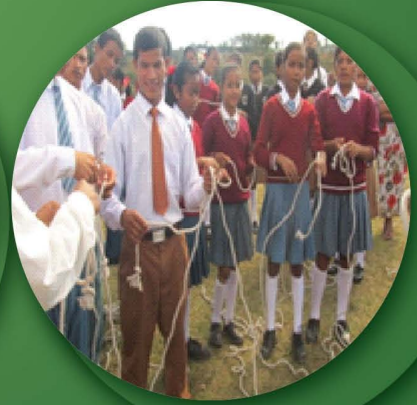


EMERGENCY EDUCATION

In

Disaster Management

A Manual



Prepared for Meghalaya State Disaster Management Authority
By
Ms Maitreyee Mukherjee

EMERGENCY EDUCATION In Disaster Management

**A Manual
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FOREWORD

Disasters have psychological and physiological impacts on the affected people. In disasters socioeconomic life of the people are also severely affected. The concept of emergency education in disaster management is a useful tool in the process of restoring normalcy. It provides an opportunity for meaningful participation in the recovery and rebuilding process besides, imparting knowledge and skills on health, hygiene, peace, conflict resolution, emergency preparedness, income generation etc.

Emergency education should be inclusive with a special focus on risk groups such as children, adults with disability, separated children, child soldiers etc. It should also address gender issues as there is differential impact of disasters on men and women. Women and girls face various barriers in participating educational programmes. The teachers, NGOs and the participating communities should be adequately trained about the principles and objectives of emergency education.

I am grateful to Ms Maitreyee Mukherjee, Gender Consultant for preparing this Emergency Education in Disaster Management-A Manual for Meghalaya State Disaster Management Authority which will be an extremely useful tool for users and especially for those who will be engaged in conducting emergency education, methodology of emergency education, minimum standard for education in emergencies, chronic crises and early reconstruction and gender mainstreaming.

As emergency education is an emerging field in the sphere of disaster management Emergency Education in Disaster Management- A Manual prepared by Ms Maitreyee Mukherjee will be an eye opener on the basics of emergency education which is a crucial aspect in the sphere of disaster management.

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I am also ever grateful to Late Ms. Carol Toms, ex-advisor to World Vision (United Kingdom) on Children in Emergencies and Crises for sharing with me her experiences of planning and implementing emergency education programmes worldwide. Carol had been extremely kind in helping me to source useful documents pertaining to the subject.

Last but not the least, I would also like to acknowledge the contribution of the many disaster-affected men, women and children, encounters with whom in my professional involvement with various organisations in the disaster management sector in India have helped to shape my thoughts regarding the necessity of educational interventions in times of emergencies and the particular gender challenges in such contexts.

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SECTION I DISASTERS AND EMERGENCIES

1.1 DISASTERS AND EMERGENCIES

There has been an increase in the number of natural and man-made disasters over the past years, and with it, increasing losses on account of urbanization and population growth, as a result of which the impact of such disasters is now felt to a larger extent. The rise in the trends of destruction and devastation has necessitated the development and deployment of expert emergency management systems to manage people and resources to deal with disasters.

Though the terms disaster and emergency are used interchangeably, it is important to note that a disaster might be regarded as a particular type (or sub-set) of an emergency.

Disaster suggests an intense and specific time period in which an event either man-made or natural, sudden or progressive causes serious disruption of the functioning of a society with widespread human, material, or environmental losses which exceed the ability of affected society to cope using only its own resources (Kent, R, 1994).

Emergencies can encompass a more general time period when extraordinary measures are taken to support human needs, sustain livelihoods, and protect property which may encompass pre-disaster, disaster alert, disaster relief, and recovery periods (Church World Service, 2000).

Categories of Emergencies

Emergency can be used as a generic term to cover two broad categories of natural disasters and complex emergencies.

Natural Disasters

Some examples of natural disasters include floods, earthquakes, cyclones, hurricanes, typhoons, tsunamis, droughts etc. Disasters like earthquakes can occur without warning and severely affect those living near the epicenter of the earthquake. Slow-onset disasters like droughts may take a long period of time to culminate into an emergency but can have a devastating impact.

Complex Emergencies

Complex emergencies are man-made and could be caused by wars, conflict, civil unrest, insurgency, militancy etc. Man-made disasters compounded by natural disasters can critically endanger populations.

An economic or social crisis, such as the HIV/AIDS pandemic can also be called an emergency and needs to be dealt with immediately for people to move on and get ahead in their lives. (UNICEF, 2007)

Emergency Management

In recent times emergency management has become a multi-disciplinary field requiring an integrated approach across economics, hazards, social and environmental issues necessitating active partnership across a spectrum of national, international, bilateral and multilateral organizations as well as voluntary and community organizations. Emergency management programmes have evolved from a largely top-down relief and response approach to a more inter sectoral and comprehensive risk reduction and management approach integrating steps for all four emergency phases of mitigation, preparedness, response and recovery. (Can E., 2000).

1.2 EFFECTS OF EMERGENCIES ON EDUCATION

Overall, about 1% of the world population, some 50 to 60 million people, live under emergency conditions or are in the early stages of rebuilding shattered lives (Bensalah, K. Sinclair, M., Nacer, F. H., 2001). Children in particular are victims of such conflicts. Millions of children and adolescents are displaced by war or are otherwise in emergency situations. Armed conflict and natural disasters disrupt ways in which education is delivered and accessed.

- Schools get destroyed or are used as **relief camps** for refugees or displaced persons or as army barracks by the military
- Destruction and looting of houses and schools also result in **loss of textbooks, curricula** and other education materials and infrastructure
- Schools are also commonly **targeted** during emergency, being soft targets
- **Teachers** are sometimes displaced or assassinated

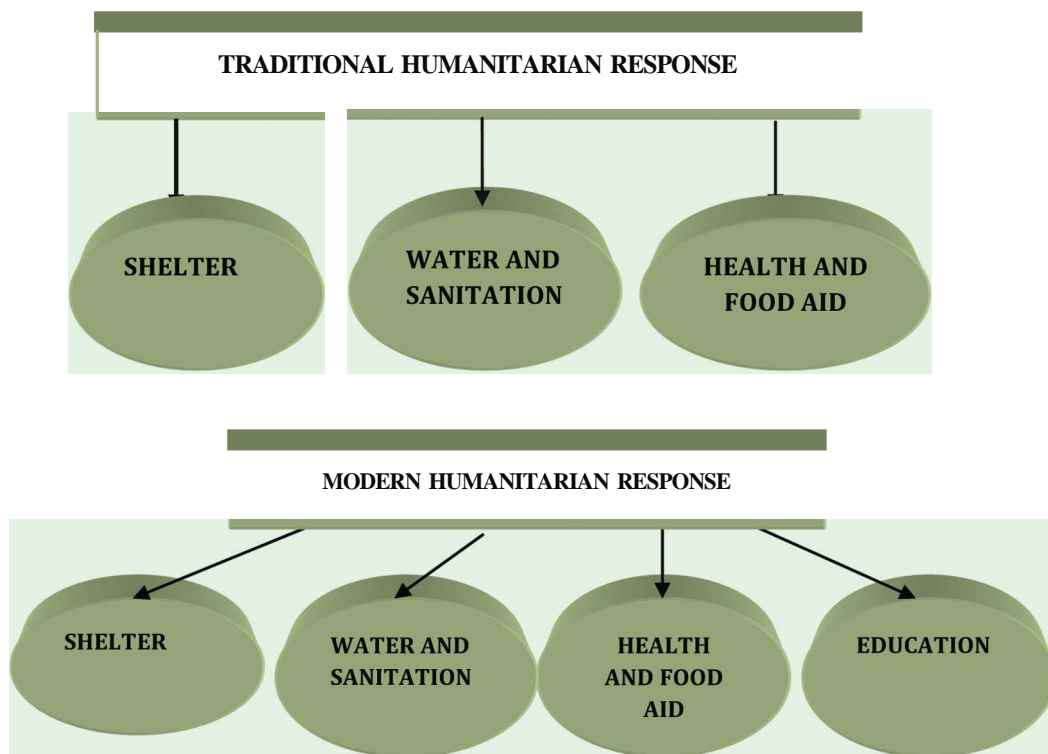
- There is often a dramatic **fall in student numbers** as some children are unable to go to school because they get caught in fighting, get killed or maimed by landmines or become injured or disabled
- Emergencies have **psychological** effects on children. They become traumatized when caught up in war or a natural disaster which severely affects their learning abilities
- At times of emergency the focus is primarily on survival and so extra resources required to dedicate to education are often not available. This loss deprive communities the knowledge and opportunities that education can provide and severely **affect the learning abilities** of children in particular
- **Girl children** are more vulnerable to emergencies. In the face of crisis and poverty, poor families tend to send only their sons to school as they cannot afford to educate all their children and provide them with school fees, text books, uniforms etc. In such situations girls are traditionally expected to take on the role of carers for their families thereby reducing their chances of going to school.

1.3 EMERGENCY EDUCATION - THE FOURTH PILLAR OF HUMANITARIAN RESPONSE

Man-made and natural disasters have a devastating effect on populations, environment and economies. It is a matter of serious concern for all countries in that the numbers of such natural disasters as well as situations of war and conflict are on the rise. Such man-made and natural disasters create situations of emergencies in which basic social services like health, education etc become conspicuously absent in the rush for rescue, relief and rehabilitation. In many of such emergency situations, the internally displaced people or the refugees have to stay away from their home and hearths for a long period of time and are unable to resume their normal routine of life.

Humanitarian interventions have therefore moved beyond the realm of provision of immediate relief in terms of shelter, food and medicine to the affected populations to provision of services which can meet both their short term needs of learning to deal with the immediate shocks and stresses as well as provide a basis for their achieving their long term development needs. Provision of emergency education is one such new arena which is

nowadays being seen as an indispensable component of humanitarian service in situations of protracted emergencies.



1.4 AIMS OF EMERGENCY EDUCATION

Education along with other 'traditional' emergency responses such as shelter, water and sanitation, health and food aid, aims to:

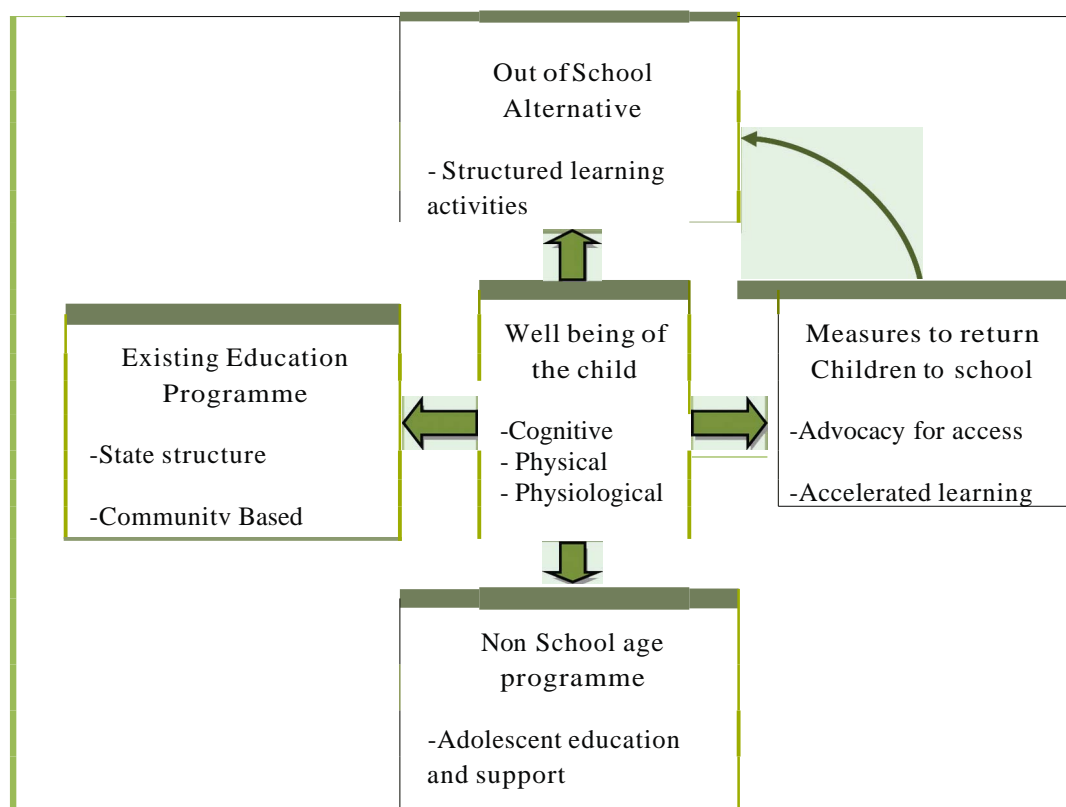
- Restore normalcy
- Safeguard the most vulnerable
- Promote tolerance
- Unify divided communities
- Begin the process of reconstruction and peace building

1.5 BENEFITS OF EMERGENCY EDUCATION

Emergency Education could be both life-sustaining and life-saving as it can provide physical, psychosocial and cognitive protection:

- It offers a physical safe space for learning as well as the ability to provide support to and screen those affected, particularly children and adolescents
- By providing a non- threatening and caring environment where children, youth and their families have support from teachers and friends, it provides stability, structure and hope for the future
- It provides psychosocial support by providing an opportunity to learn about coping with the sudden stress that an emergency brings
- It can save lives and offer children protection against exploitation and harm, including abduction, child soldiering and sexual and gender-based violence
- Education also provides an opportunity to impart knowledge and skills about health, hygiene, peace, conflict resolution, landmine safety, HIV/ AIDS prevention, conservation of environment, emergency preparedness, income generation etc

Diagram 1: (Adapted from INEE, 2003) illustrates how emergency education can promote the well being of a child.



1.6 GLOBAL COMMITMENT TO EMERGENCY EDUCATION

The Dakar Framework for Action recognized emergency education as a challenge as well as a strategy for achieving the Education For All (EFA) objective. It pledged to capacitate government and civil society towards conducting rapid appraisal of educational needs of children and adults in times of emergency and provision of learning opportunities in secure and friendly environments as well as reconstruction of destroyed or damaged education systems (Dakar, 2000). Emergency education is also embedded in a rights based approach in that the right to education has been enshrined in:

- **Universal Declaration of Human Rights** (1948)
- Convention Relating to the **Status** of Refugees (1951)
- **Geneva Convention** (IV) relative to the protection of Civilian Persons in times of war
- Covenant on **Economic Social and Cultural Rights** (1966)
- Convention on the **Rights of the Child**, 1989 (CRC)
- **Millennium Development Goals** (2000)

Provision of education in emergencies has therefore come to be recognized as a humanitarian imperative having development promoting outcomes (Bensalah, K., Sinclair, M., Nacer, F. H., 2001). Education is now included in international disaster relief funding appeals (UNESCO, 2000). The Global Consultation on Education in Emergencies held in Geneva in November 2000 led to the creation of the Inter-Agency Network for Education in Emergencies (INEE). The steering group of INEE includes three key UN agencies United Nations Educational, Scientific and Cultural Organisation (UNESCO), United Nations Children Education Fund (UNICEF) and United Nations High Commissioner for Refugees (UNHCR) and three NGOs - Norwegian Refugee Council, CARE and Save the Children all of which represent larger non-governmental federations or alliances. The network has grown rapidly to include NGOs, educational and research institutions and other bilateral and multilateral agencies. (Bensalah, K. (nd.)). Emergency Education is sought to be developed and implemented worldwide through professional workshops, training programmes as well as a module in various courses for educators and education planners.

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SECTION II

ISSUES REGARDING THE CONTENT AND METHODOLOGY OF EMERGENCY EDUCATION

2.1 Restoring Access to Schooling

- Restoration and renovation of school buildings, education planning, administration, management, curriculum, textbooks and examinations as well as teacher training
- It is beneficial to involve parents and communities in such restoration and renovation processes
- It also provides an opportunity to address loopholes in the previous education systems, rebuild curricula in a way that meets the psychosocial needs of emergency affected children, promotes universal human values as well as health, safety and environmental education

2.2 Response to the Needs of Displaced, Refugee or Returnee Children

- It is desirable for children and adolescents to participate in appropriate structured activities such as simple recreation and education programmes and volunteer service, as soon as possible after a crisis situation such as conflict, internal displacement or taking refuge in another country
- This helps to provide constructive social interaction, identify the most traumatized or affected children as well as provide a sense of normalcy to mothers when their children regularly attend schools or other organized activities
- In case of refugee children, it is desirable to provide them with some opportunity to study some version of the curriculum of their place of origin: a policy often called 'education for repatriation', It is also highly desirable to develop a regionalized approach to education whereby the Education Ministry of the country of origin is willing to validate studies undertaken by refugees

2.3 Early Childhood Development and Adult Education

- Young children displaced by natural and man-made disasters need special support to help them cope with trauma, injury or loss of loved ones or lack of care and attention from adults in their families
- Early childhood development programmes in the form of day care, kindergarten, pre-school or pre-primary, which cater to the health, hygiene and nutritional needs of young children when clubbed with parent education encourages the ability to learn among children
- Such programmes also provide protection and stimulation to promote psychosocial and cognitive development in young children

2.4 Non Formal Education and Vocational Training for Youths and Adults

- It is important to meet the learning needs of youths and adults in situations of emergencies.
- This can be achieved through literacy programmes, programmes providing knowledge and skills regarding health and child care and vocational training to enhance family livelihoods or promote access to paid employment or self-employment
- These programmes particularly help poor women and girls to cope economically and socially in crisis situations

2.5 Inclusive Education

- Emergency education needs to give special attention to at-risk groups such as children, youth and adults with disability, separated children, child soldiers and ex-combatants
- Special training should be provided to teachers to meet the special educational as well as psychosocial needs of these children and integrate them into regular schools or arrange for special classes.

- In some cases special programmes may be needed for these groups prior to their integration into normal schooling, vocational training or employment.
- Special programmes may also be needed for other at-risk groups such as AIDS orphans, child headed families, fostered children, street children, children with AIDS, working children

2.6 Addressing Gender Issues

- Some 70 to 80 per cent of displaced populations are typically women and their children.
- Women play a key role in helping communities survive conflict and in conflict transformation.
- Therefore emergency education should be aware of and sensitive to gender issues and the barriers women and girls face in participating in educational programmes
- This might require revision of textbooks and educational materials, training teachers to be sensitive to gender, sensitizing communities to the importance of educating their daughters etc

2.7 Programmatic Issues

- As normal administrative systems may not work in emergency situations, special education coordination committees may be required to cope with the effects of crisis and monitor educational achievements and make special adjustments as required.
- The EFA (Education for All) Plan of Action of every country should reflect the educational component of the Disaster Preparedness Plan of the country if any. The EFA Plan should also spell out coordination mechanisms between government, UN agencies, NGOs and civil society organizations engaged in providing education during emergencies.
- It is beneficial to have national level guidelines for setting up of parent-teacher associations and school or community education committees in times of emergency to ensure better communication and cooperation between school and community.

- Emergency education preparedness also entails preparing and updating the register of certified teachers and their qualifications as well as designing mechanisms for teacher training and certification in times of crisis.
- For effective implementation of the emergency education plan it would be necessary to assess what financing might be accessed from local and international donors as well as budget for emergency teacher training, education materials, rehabilitation of schools and making schools structures resistant to natural disasters such as earthquake, cyclone etc.

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SECTION III

MINIMUM STANDARD FOR EDUCATION IN EMERGENCIES, CHRONIC CRISIS AND EARLY RECONSTRUCTION (MSEE)

INEE has facilitated the development of the Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction (MSEE) which provides a common framework around which quality education interventions can be designed, implemented, monitored and evaluated (INEE 2003). The MSEE are built on the foundations of the Sphere Project's Humanitarian Charter and Minimum Standards in Disaster Response launched in 1997 by a group of humanitarian NGOs and the Red Cross and Red Crescent movement (Overseas Development Institute, 2006). It also draws guidelines from the CRC as well as the convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The Humanitarian Charter articulates what people affected by disasters have a right to expect from humanitarian assistance in terms of core sectors of water supply and sanitation; food security, nutrition and food aid; shelter and site management; and health services (Oxfam GB, 2004). INEE builds on this by outlining a minimum level of educational access in emergencies and provision to fulfill this right. This is in accord with the right of populations affected by emergencies to protection and assistance as enunciated by the Humanitarian Charter.

The MSEE details six core process standards regarding Community Participation and Analysis, implementation of which will support the realization of the standards detailed in the areas of Access and Learning Environment, Teaching and Learning Environment, Teaching and Learning, Teachers and Other Education Personnel, and Education Policy and Coordination.

Diagram 2: (Adapted from INEE 2003) indicates the six core process standards of the MSEE

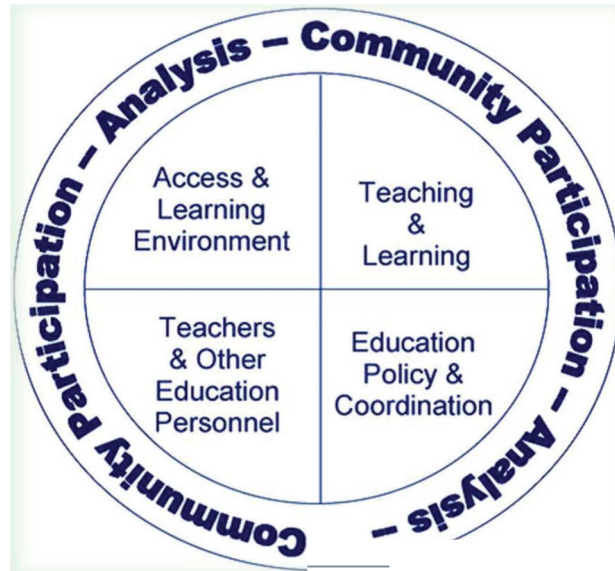


Diagram 3: Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction and their Interconnectedness (Adapted from INEE 2003)

