

Education Cluster in Pakistan

Lessons Learned: Flood Response

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Executive Summary

The worst monsoon rains in Pakistan’s 80 year history resulted in the deaths of 1,985 people and affected an estimated 20.1 million others. The education sector was hit particularly hard with over 10,000 schools damaged or destroyed affecting up to 1.3 million children. The floods disrupted education in all Provinces, and according to the Multi-Cluster Rapid Humanitarian Needs Assessment (McRAM) the reason most cited for children not returning to school was because of damage. In response, the Education Cluster established a comprehensive coordination system to support national leadership of the response effort. UNICEF and Save the Children were the lead agencies for the Education Cluster at both National and Provincial Hub levels.

The Global Education Cluster commissioned a comprehensive lessons learned exercise in Pakistan, covering the period from the start of the floods in July until March.. This report outlines the main findings from this review and highlights a number of recommendations for the current response in Pakistan as well as future emergency education responses. The key recommendations to come out of this lessons learned exercise are highlighted below.

Key Findings	Key Recommendations
<p>An estimated 5,633 schools were used as IDP shelters. This practice caused damage to schools and in many cases either delayed their reopening or schools reopened with damaged conditions.</p>	<p><u>National and Global Cluster:</u></p> <ul style="list-style-type: none"> ○ Collaboration with the Shelter Cluster to ensure that schools are not used as places of refuge is needed. The Guidance on the use of schools as temporary shelters as part of the CCCM Camp Management Handbook should be available and used. ○ The issue should be incorporated into all contingency/ preparedness plans. ○ Advocacy with the National Disaster Management Authority (NDMA)/Provincial Disaster Management Authority (PDMA) should also take place to discourage this practice. National authorities should plan for either alternative shelter sites, or alternative schooling sites in future emergencies.
<p>The education response focus thus far has been on the ‘hardware’ aspects of education – rehabilitating and rebuilding schools. Not enough attention has been given to quality learning practices within TLCs and schools.</p>	<p><u>National Cluster and Provincial/Hub Clusters:</u></p> <ul style="list-style-type: none"> ○ As the Cluster transitions into recovery, greater attention should be made on the quality of learning inside the classroom. Aside from rehabilitating and reconstructing the physical structures, focus should be given on improving what happens in the schools. As the response moves to early recovery, education actors should shift from prioritizing outputs to outcomes. Cluster meetings focusing specifically on closing the ‘software’ gap, improving learning within schools, and transitioning to outcome measurements could be a useful forum for moving

	forward.
<p>The Education Cluster was recognized by all interviewed as a strong mechanism for coordination both between National and Hub levels¹ and especially between local agencies.</p> <p>Cluster is perceived as an effective forum to identify gaps and avoid duplication. Many at the Provincial level deemed the Cluster a “platform of partnership” where participants worked together to share ideas and improve practice.</p>	<p><u>National Cluster:</u></p> <ul style="list-style-type: none"> ○ Transition plans for the coming Technical Working Group arrangements should acknowledge this ‘platform of partnership’ and strive to continue and reinforce it. <p><u>Provincial/Hub Clusters:</u></p> <ul style="list-style-type: none"> ○ Coordination mechanisms set up at the District level should be strengthened in the next phase of recovery and reconstruction. In Provinces which have not done so yet, these coordination bodies should be established. Even as the Cluster transitions to Early Recovery Working Groups, establishing District level Clusters will allow for more accurate information and better coordination at the ground for this next phase.
<p>There is a lack of clarity among Cluster members on how pooled funding mechanisms work.</p> <p>A need for the Education Cluster to be more aggressive about fundraising.</p>	<p><u>OCHA & National Cluster:</u></p> <ul style="list-style-type: none"> ○ The status of proposals both in the Appeal and ERF should be communicated by OCHA. Cluster Coordinators at National level should regularly inform the Cluster Coordinators at Hub level who can share this information with Cluster partners. Confusion and resentment towards the Cluster can be mitigated with more proactive communication and explanation. ○ Orientation sessions with all cluster members regarding ERF proposals, with technical support from OCHA should be organized. <p><u>National Cluster</u></p> <ul style="list-style-type: none"> ○ A more forceful tactic with donors is needed. A donor roundtable was recommended after a Global Cluster visit but until now this was not followed up. Using field level case studies and data to support a strong advocacy approach is recommended.
There is uniform consensus across all	<u>National Cluster & Provincial Hub Clusters</u>

¹ Hubs are the name for the working locus at the Provincial level. There are multiple Districts within a Province, which the coordinators working at Hub level oversee. District level coordination mechanisms have in some areas been rolled out

<p>Cluster coordinators that the Executive District Officers for Education will in no way be able to assume the role of coordination after the international agencies leave.</p>	<ul style="list-style-type: none"> ○ As the Government counterparts are so weak, and Education Cluster resources are limited, it is key to determine where resources are best spent for capacity building. For now, a capacity mapping of the EDOs to prioritize the most urgent support areas related to emergency preparedness, response and DRR is essential.
<p>The initial assessment conducted by the Government yielded figures that were repeatedly mentioned as inaccurate. Some Provinces have begun the work of validating these assessments and the discrepancies are clear.</p>	<p><u>Global Cluster & National Cluster</u></p> <ul style="list-style-type: none"> ○ The Cluster at National level should ensure that the data collection tools are consistent for all Provinces as well as clarity on indicators to determine school damage. ○ For future large-scale emergencies, the Global Cluster should be more closely involved in supporting to the field to ensure that this critical but complex activity goes well.
<p>The information management component of the Cluster was deemed strong.</p> <p>To date there has been little monitoring to track progress on the response plan.</p>	<p><u>National Cluster & Provincial Hub Clusters</u></p> <ul style="list-style-type: none"> ○ The Cluster itself does not have the resources nor authority to carry out monitoring of education projects. Cluster members should provide evidence though that they do monitor and evaluate their own projects. Sharing these monitoring mechanisms and pulling them together into a comprehensive monitoring matrix could help members improve their own internal monitoring plans. ○ For local partners who may not have the capacity to do this, a simple joint monitoring framework (linked to high level strategic indicators agreed upon by the cluster based on its response plan) needs to be developed. The extent and frequency with which these are monitored and assessed by all cluster members should be agreed
<p>Integration between the Education Cluster and other Clusters was ad hoc at best. There has been very little integration with WASH, and in camps, some respondents said that CFS and TLCs were both established, and both essentially did the same things.</p>	<p><u>National, Global Cluster, Protection Cluster & UNICEF</u></p> <ul style="list-style-type: none"> ○ A comprehensive, holistic outlook to programming needs to be fostered by all agencies working to support children. Unfortunately the Cluster system fosters silos and it is difficult to bridge necessary work across clusters. An inter-cluster liaison brought in at the early response days could have forged stronger links at the outset.

	<ul style="list-style-type: none"> ○ The Draft Principles on Child Friendly Spaces were shared during a Global Cluster support visit, but were not uniformly followed up on at the field level. Ensuring that these initiatives are realized at all levels of a response requires closer collaboration between Protection and Education Clusters. ○ UNICEF, as the cluster lead agency for 4 Clusters, should leverage this position to ensure better inter-cluster working. Regular cluster coordinator meetings at UNICEF could help align the strategic direction of each cluster and make them more integrated.
<p>11 full time Cluster coordinators and 5 IM officers have been staffed by Save the Children and UNICEF.</p> <p>Roles and responsibilities between cluster co-lead agencies as well as reporting lines were not initially clear.</p>	<p><u>National Cluster</u></p> <ul style="list-style-type: none"> ○ An analysis as to the need for two Cluster coordinators at every hub should be done and whether there is any added value to having two persons split this role. Given the limited resources within the cluster, a case needs to be made for why this arrangement is necessary and if it isn't it should be stopped. Other arrangements such as a geographic split or a coordinator/deputy coordinator relationship should be explored. Also, delineated roles and responsibilities between cluster coordinators and reporting lines should be made more explicit. ○ An orientation that goes beyond just supplying a TOR should be given to Cluster coordinators to ensure they know their job function as this was reportedly unclear in the early days for some coordinators at Provincial/Hub levels. Although there was a 2 day strategic planning workshop in October, this did not go far enough to assist new Cluster coordinators with their roles or expectations. A more focused orientation is necessary.
<p>Cluster members in Islamabad and Cluster coordinators are aware of the INEE Minimum Standards, but most other members are not.</p>	<p>While INEE Minimum Standards training has happened in previous years refresher trainings for cluster partners are needed. Contextualization of INEE Minimum Standards should be conducted.</p>
<p>There are many issues (see advocacy section below for breakdown of issues) around education which need greater</p>	<p><u>National Cluster & Provincial/Hub Clusters</u></p> <ul style="list-style-type: none"> ○ An evidence based advocacy strategy that utilizes information from the field is key. Involving cluster

<p>advocacy for both donors and the Government.</p>	<p>coordinators at the Provincial level in advocacy will lend this perspective. Information about the impacts of delayed education is important.</p>
<p>A scan of previous lessons learned exercises in Pakistan highlights similar issues faced in this emergency response. If this information and institutional knowledge is not utilized, the opportunity to avoid repeating the same mistakes is lost.</p>	<p><u>Global Cluster</u> Some suggestions on how to integrate past lessons learned into ongoing responses:</p> <ul style="list-style-type: none"> ○ Trainings/orientations for Cluster coordinators should include specific examination of Lessons Learned reviews. ○ A simplified tool highlighting some of the repeated lessons from the past could be shared with cluster coordinators and be part of their orientation package. ○ When revised, the Cluster Coordinator Handbook should incorporate Lessons Learned reviews. ○ A mandatory, user friendly on-line training/orientation manual (like the Security Certificate required by the UN) could be adopted and the main lessons highlighting case studies from other countries could be included. The e-learning tool to be developed for education in emergencies would be an excellent forum for disseminating lessons and case studies. ○ An annual workshop with Country level Cluster Coordinators where they can discuss progress made to lessons in the past as well as newly arising lessons could be implemented. . ○ Action/response plans should be drawn up following each lessons learned exercise and used by global and national Clusters to track progress at regular intervals, including during global/joint missions.

I. Introduction

The worst monsoon rains in Pakistan's 80 year history hit in late July 2010, resulting in severe flash floods. The floods claimed over 1,985 lives, and affected an estimated 20.1 million people, 8 million of them children.² Over 1.7 million houses and many social structures were damaged or destroyed. A large-scale, wide-spread humanitarian response was implemented to respond to this disaster.

The education sector was hit particularly hard with over 10,000 schools damaged or destroyed. In response, the Education Cluster established a comprehensive coordination system to support national leadership of the response effort. The immediate response of cluster partners focused on setting up Temporary Learning Centers (TLCs) and overseeing a rapid assessment. UNICEF and Save the Children were the lead agencies for the Education Cluster at both National and Provincial levels, and quickly established and staffed Provincial Hubs in Balochistan, Multan, Sukker, KP, and Hyderabad.

The Global Education Cluster has undertaken a number of lessons learned exercises in a range of emergency response settings. Building on these experiences, the Global Education Cluster commissioned a lessons learned exercise in Pakistan. This report outlines the main findings from this review and highlights a number of recommendations for the current response in Pakistan as well as for future emergency education responses.

II. Methodology

The methodology for this lessons learned review consisted of three main elements: desk review, on-line survey (both close-ended and open-ended questions) and interviews/focus groups.³ Interviews and focus groups were designed to elicit information around the respondents' areas of expertise. Sampling was purposeful and was arranged by cluster coordinators both at national and hub levels. An attempt was made to get representation from local stakeholders (NGOs and Government counterparts), cluster members, UN counterparts and donors in all areas that the cluster operates. In total, 88 stakeholders were interviewed or participated in focus group discussions.

There were some limitations to the study which are important to highlight:

- 1) The on-line survey yielded results that were overly positive and which conflicted with information collected during the interviews. After questioning this curious result, people admitted that they rated the cluster functioning higher in the survey than they actually believed. When probed deeper, it seems there is a cultural bias to documenting things more positively than they may actually be. The survey findings in many instances contradict what was found during interviews. In addition, it is clear from the answers that many respondents did not understand what was being asked of them. For example, the questions

² National Disaster Management Authority (NDMA) <http://www.pakistanfloods.pk/daily-updates/situation-report>

³ The documents consulted for the desk review can be found in Appendix A. The on-line survey can be found in Appendix B. List of persons consulted can be found in Appendix C.

asking “What is your position in relation to the Education Cluster?” yielded 17 people stating they were Cluster Coordinators and 10 stating they were information managers (when in reality only 6 IM people and 11 coordinators exist). This was either a language issue or difficulty understanding the survey format. For these reasons, the quantitative survey results will not be highlighted in this report. The breakdown of responses is available in Appendix D.

- 2) Due to time constraints the study only incorporated visits to Sindh and Punjab. Although cluster coordinators from the other Provinces were met and interviewed, in depth visits to those other areas were not possible.
- 3) Again, due to time and security constraints, the review did not include visits to schools or discussions with beneficiaries. Although the cluster mechanism is itself not an implementer and therefore does not *directly* deal with beneficiaries, interviews with children and/or parents to understand their impressions of the education response could have been useful.
- 4) The affected Provinces are extremely diverse in terms of not only flood damage withstood, but also political and cultural realities. Although the lessons learned exercise included visits to two Provinces and discussions with representatives from other Provinces, the findings within this report are in some cases specific to certain areas and may not be generalized everywhere.

III. Findings and Recommendations

3.1 Pakistan education situation pre-floods

The education situation in Pakistan has been tenuous for years. Even before the floods, only 2% of GDP was allocated to education, the lowest level in South Asia.⁴ Some people interviewed said “*education in Pakistan was an emergency even before the emergency.*” The statistics reflect this reality. Before the floods, over 20% of children across the country were not enrolled in school.⁵ Table 1 below breaks down the out of school children by age group and by location.

Table 1. Out of School Children

3-16 Year Olds Out of School				
Age Group	% out of School	Age Group	% Never Enrolled	% Drop-out
3	87.7	6-10	14.2	2.4
4	61.4	11-13	11.8	7.2
5	31.5	14-16	15.2	17.0
		6-16	13.8	6.6
Total	55.3	Total	20.4	

0-16 year Olds Out of School by Location	
Location	% out of school
Islamabad	1%
AJK	3%
Gilgit	5%
Punjab	8%
KPK	11%
Sindh	28%
Balochistan	33%

4 Oxfam Briefing Paper: Six months into the floods - Resetting Pakistan’s priorities through reconstruction, 26 January 2011

5 Annual Status of Education Report 2010. South Asian Forum for Education Development. 17 January 2011.

Even for those children in school, learning achievement is extremely low. Only 20.7% children at grade 3 nationally can read Urdu/Sindhi at their appropriate level. At grade 5, only 51.6% nationally can read level 2 texts in Urdu/Sindhi. For arithmetic, only 36.5% of children in grade 5 can do two-digit subtraction and only 34.3% can do division sums.⁶ Only 24% of out of school children can read story level text, whereas 34% are just at sentence level. 39% of out of school children cannot even recognize the alphabet.⁷

The floods exposed the neglect of the education sector within the country, especially in Sindh and Balochistan. Local NGO workers reported that many of the children they encountered in the TLCs had never been to school before and did not even know how to hold a pen or pencil. A concern raised from many education workers was that once the TLCs closed, these children would not be absorbed into the regular education system. The TLCs raised children's expectation and enthusiasm about education and learning. Additionally they debunked the assumption in some areas that parents don't want to send their children to school. It is clear that given access, children want to attend and parents will support this.

3.2 Education Cluster Response to Floods

Flood damage to schools was devastating. The Table 1 below, from the Joint Needs Assessment, outlines the extent of the destruction to the education sector.

Table 1. Flood damage to schools

	AJK	Balochistan	FATA	Gilgit/ Baltistan	Khyber Pakhtunkhwa	Punjab	Sindh	National
TOTAL Secondary Schools Damaged/Destroyed	21	25	7	8	52	141	121	375
<i>Completely Destroyed</i>	2	2	3	1	9	19	54	90
<i>Partially Damaged</i>	19	23	4	7	43	122	67	285
TOTAL Middle Schools Damaged/Destroyed	47	37	14	25	81	264	97	565
<i>Completely Destroyed</i>	16	1	2	6	20	34	43	122
<i>Partially Damaged</i>	31	36	12	19	61	230	54	443
TOTAL Primary Schools Damaged/Destroyed	126	495	155	46	737	2,412	5,417	9,388
<i>Completely Destroyed</i>	20	25	30	12	197	604	2,627	3,515
<i>Partially Damaged</i>	106	470	125	34	540	1,808	2,790	5,873
GRAND TOTAL Schools Damaged/Destroyed	194	557	176	79	870	2,817	5,655	10,348

Source: Joint Damage and Need Assessment conducted by ADB and WB commissioned by GoP

6 Ibid.

7 Ibid.

The figures above do not include the additional estimated 5,633 schools that were used as IDP shelters.⁸ In many areas, schools are the only form of a community center and during emergencies they are used as shelters. After the floods, not only did this congestion delay the reopening of schools, but as a result many were damaged – furniture destroyed, lighting fixtures and other electrical appliances ruined, water systems broken.

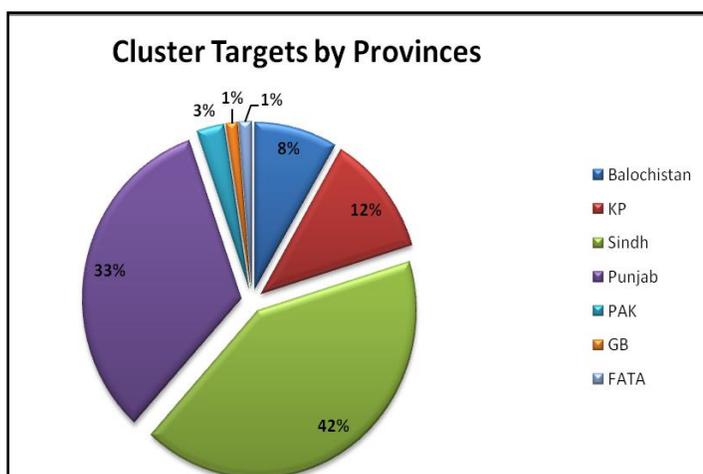
The education response strategy was developed through Provincial/hub level education cluster workshops were held in October/November 2010 to develop District education scaling up plans for all flood-affected districts. The National Education cluster provided the necessary support for rolling out of these workshops. These workshops led to the Consolidated Response Plan of December 2010 which integrated the plans from each Province. The overall strategy included:⁹

- Establishment of Temporary Learning Centers (TLCs)
- Rehabilitation of schools affected by the floods or as a result of being used as IDP shelters
- Provision of Temporary School Structures (TSS) for partially or completely damaged schools
- Provision of safe drinking water and gender sensitive sanitation to functioning schools
- Teacher training on coping skills, emergency preparedness and DRR skills, using participatory, gender and learner-centered teaching methodology
- Reactivating and strengthening of Parent Teacher Committees (PTC) and School Management Committees (SMCs) and training in disaster management

3.2a Main Achievements against Targets

The Emergency Education flood response targeted 1.26 million people. The pie chart illustrates the distribution of target numbers by Provinces. 75% of the target population is located in Sindh and Punjab.

As of the drafting of this report, the Education Cluster partners had reached 40% of 1.26 million target affected population across Pakistan through establishment of Temporary Learning Centres (TLCs), Adult Literacy Centres (ALCs), and provision of educational supplies, teacher training and rehabilitation / refurbishment of schools.



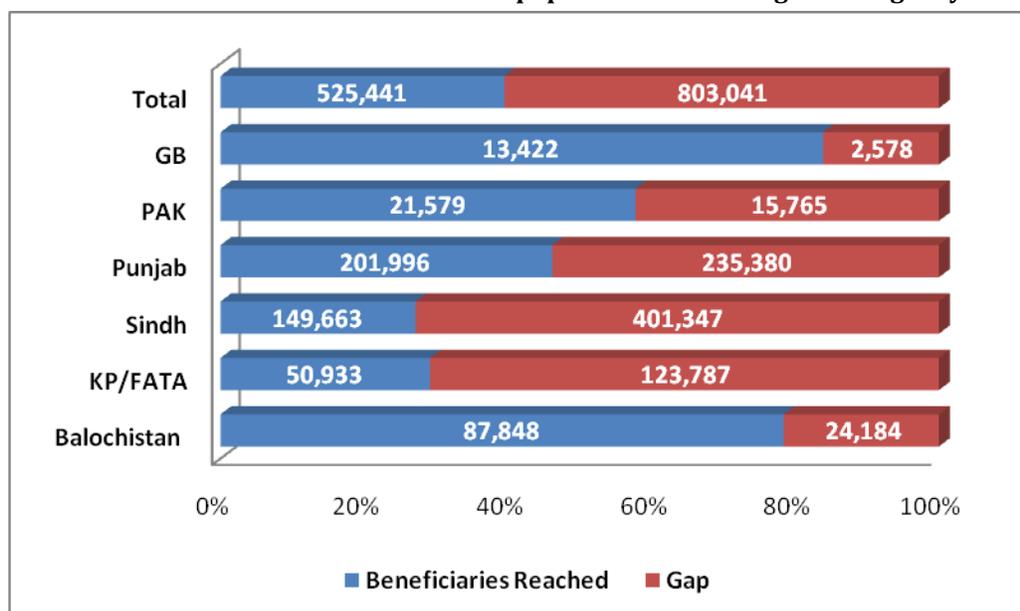
Source: Cluster Information Manager as reported in the Education Early Recovery Weekly Updates; March 18, 2011

⁸ Standard-Setting Guidelines. Early Recovery of Education for population and areas affected by 2010 Pakistan floods, NDMA.

⁹ Education Cluster, CONSOLIDATED SCALING UP RESPONSE PLAN 21 December 2010

Table 1 below shows the number of affected population reached against the target by Province. By the drafting of this report, the Education Cluster members have covered a total number of 525,855 beneficiaries comprising 323,342 boys/males and 202,513 girls/females.¹⁰

Table 1. Number of affected population reached against target by Province



Source: Cluster Information Manager as reported in the Education Early Recovery Weekly Updates; March 18, 2011

At the time of this assessment, the following had been achieved by partners within the Education Cluster against the targets set in the CAP:¹¹

Table 2. Targets vs. Achievements for Education Cluster

Target for Cluster	Achievement to date
1.26 million children(4-17) benefit from provision of educational supplies.	Total 351,758 children including 138,423 girls/females in flood districts were provided with educational supplies
390,000 children reached through establishment of TLCs	284,74 children reached through TLCs
35,000 children reached through ECD centres	Of the total children reached in TLCs 46,343 were ECE/ECD level students .
40,000 beneficiaries reached through non formal education	Not funded/No response to date
150,000 children benefiting from TSS	To be launched in April 2011
13,784 floods damaged and IDP shelter schools rehabilitated	889 flood affected schools including 324 girls schools have been rehabilitated (see Table 3 below for breakdown of where and by which agency)
40,000 teachers trained	62,46 teachers including 2,195 female teachers have been

¹⁰ Education Early Recovery Weekly Updates. 18 March 2011.

¹¹ This information reflects the data provided to the Education Cluster at National level and is not inclusive of education agencies who have not reported their activities.

	trained on DRR, usage of emergency educational supplies, psychosocial support, ECD and other important topics of emergency education.
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Table 3. School Rehabilitation by Agency and Province				
Province	Organization	School Rehabilitated		
		Boys	Girls	Total
Balochistan	UNICEF	7	9	227
	Army	159	52	
KP	IRC	6	5	11
Sindh	PAK- ARMY	20	3	81
	ED-LINKS	32	26	
Punjab	PAkArmy	291	181	570
	Save the Children	21	22	
	ITA	0	18	
	Read Foundation	29	8	
Total		565	324	889

It is clear that the education partners have achieved a great deal despite exclusion of education from early appeal and initial resource mobilization. The general consensus however, is that the education response has been slow and has thus far been insufficient to address the enormous need. In some cases, materials for TLCs which have already closed are still just coming in. Psychosocial training which should have happened in the immediate aftermath is just now beginning in some areas. The design for the TSS has still not been agreed. At the time of this review, school reconstruction from the 2005 earthquake was still underway.

In addition, the focus thus far has been on the 'hardware' aspects of education – rehabilitating and rebuilding schools. Not enough attention, especially from the major education actors, has been spent on quality of teachers and best learning practices within the schools. One Cluster member cautioned that if parents don't see the value of sending their children to school, they won't. The focus has been on outputs and while in some areas, namely Sindh, they are starting to work towards better outcome indicators, this has not been systematic nor across all Provinces.

Recommendations:

- **Global Cluster and National Cluster:** For future emergencies, stronger collaboration with the Shelter Cluster to ensure that schools are not used as places of refuge is needed. This practice caused damage to schools and in many cases either delayed their reopening or schools reopened with damaged conditions. Finding alternative means to house IDPs is essential. The Guidance on the use of schools as temporary shelters as part of the CCCM Camp Management Handbook should be available and used in contexts like Pakistan where this occurs. Also, this issue should be incorporated into all contingency/preparedness plans. Advocacy with the NDMA/PDMA should also take place to discourage this practice. As part

of emergency preparedness, either alternative shelter sites should be identified or if this is not possible, alternative education sites.

- National Cluster: As the Cluster transitions into early recovery, greater attention should now be made on the 'software' of education and shifting from prioritizing outputs to outcomes. Ensuring quality education, and addressing inadequate teaching practices will be a primary determinant to whether children stay in school. Cluster meetings focusing specifically on closing the 'software' gap and transitioning to outcome measurements could be a useful forum for moving forward.

3.3 Coordination and Communication

The Education Cluster was recognized by all interviewed as a strong mechanism for coordination. Five hub sites were quickly set up in the Provinces of Balochistan, Multan, Sukker, KP and Hyderabad. These hub sites coordinate the activities of partners in each of their respective Districts. More than 105 education coordination meetings were held under cluster coordination mechanism at National and Provincial / hub levels.

Coordination and communication between the hub offices and the National Cluster was also reported as strong. Cluster coordinators at the hubs mentioned the responsiveness and support they felt from the National level and were appreciative of their collaboration. The National Cluster holds monthly meetings with coordinators at the Provincial hub level. The focus of the meetings is to share lessons and best practices from the various Provinces and feed information up to National level. In addition, at each National monthly cluster meeting, cluster coordinators from one hub are invited to share information and provide updates.

Cluster members stated that the Cluster was an effective forum to identify gaps and ensure that there was no duplication in the response. In addition, many at the Provincial level deemed the Cluster a "platform of partnership" where participants worked together to share ideas and improve practice. Coordination was particularly strong with local agencies, many of whom were extremely appreciative to the Cluster as a forum where they could build their capacity. Many also stated that without the support of the Cluster they could never have approached the Government. Through their affiliation with the Cluster, a recognized and legitimized mechanism by the Government, they were able to gain access. However, cluster coordinators mentioned that it took some time before cluster members understood what the cluster function was. Many perceived it as a vehicle to get funding and their participation dropped when this was not realized.

Each hub and the National Cluster held inclusive workshops to develop the Cluster Response Plans which were later translated into the Early Recovery strategy. Respondents were supportive of this process and even wanted to replicate it on a regular basis to continually engage with each other in a strategic manner.

Cluster coordinators at Provincial hub level were able to identify leaders to coordinate at the District level as well. Due to the large geographic span of each Province, this is an important means

to obtain data from far distances and ensure coordination in the field. The Clusters also drafted District level plans which evolve with the changing situation.

One area cited where coordination could be improved was in identifying specific activities that different agencies were doing. In some places, information lacked detail on what is being done in schools. For example, a Cluster member may be doing teacher training, but has not done rehabilitation. When looking at the response matrix, other agencies may assume that all of the needs are covered, when in fact they have not been. Further breakdown of exact activities is necessary to ensure a comprehensive response schools where cluster partners are working.

In addition, there were no TORs developed between cluster members (except in Balochistan where one was developed). Cluster coordinators mentioned frustration that the participation of members had declined significantly and felt a lack of commitment. Frustration around delays with regards to ERF also contributed to the decline in participation. In some instances they felt that the cluster forum had devolved more into meetings for implementing partners of UNICEF and Save the Children. This was more of an issue for UNICEF as they had the most implementing partners. A clear TOR for the Cluster as a whole which includes leadership responsibilities as well as expectations for partner involvement. TORs should define the role and responsibilities of the Cluster members, the objectives and functions of the Cluster, its relationship with the Government, and the responsibilities and tasks of the Cluster co-leads.

Recommendations:

- **Provincial/Hub Clusters:** 3W information at Provincial level should include all needs in each schools where cluster partners are working as well as the exact activities that each agency is doing. Without this analysis, schools may be overlooked for critical support services. Moreover, agencies should seek to provide a comprehensive package to a school that meets instead of piecemeal services.
- **Provincial/Hub Clusters:** The coordination mechanisms set up at the District level should be reinforced and strengthened in the next phase of early recovery and reconstruction. In Provinces which have not done so yet, these coordination bodies should be established. Even as the Cluster transitions to Early Recovery Working Groups, establishing District level Clusters will allow for more accurate information and better coordination at the ground for this next phase.
- **National Clusters and Provincial/Hub Clusters:** TORs for Cluster members should be developed and disseminated at the outset. Where this has not been done, it is recommended to do so, especially as Cluster transition into Technical Working Groups (see Section 3.13 below).

3.4 Resource Mobilization

Lack of funding was cited as the biggest obstacle for agencies working on education. As a result, critical gaps still remain and coverage to some of the most affected is still unrealized. Education was

not included in the Pakistan Initial Floods Emergency Response Plan (PIFERP) as it was not deemed life saving. The initial appeal money went to Health, WASH, Shelter and Food. The CERF and initial ERF did not include education either. Education was included in the revised appeal in September and the Cluster has submitted 22 projects. To date, only 2 (Save the Children and UNICEF) have been funded. See the contributions to all sectors in the Appeal in Table 4 below.

Table 4. Flash Appeal: Pakistan Floods Relief and Early Recovery Response Plan (August 2010 - July 2011)*

	Original requirements USD	Revised requirements USD	Funding USD	Total resources available USD
AGRICULTURE	0	170,552,906	97,398,962	97,398,962
COORDINATION AND SUPPORT SERVICES	15,624,000	82,231,603	61,600,267	61,600,267
ECONOMIC RECOVERY AND INFRASTRUCTURE	0	180,484,815	75,026,215	75,026,215
EDUCATION	0	83,402,534	30,457,636	30,457,636
FOOD	156,250,000	573,522,277	415,506,596	415,506,596
HEALTH	70,350,847	243,880,379	140,152,794	140,152,794
PROTECTION/HUMAN RIGHTS/RULE OF LAW	2,000,000	62,531,227	16,695,917	16,695,917
SECTOR NOT YET SPECIFIED	0	0	202,180,516	202,180,516
SHELTER AND NON-FOOD ITEMS	105,000,000	322,093,129	148,714,133	148,714,133
WATER AND SANITATION	110,500,000	244,774,376	118,728,140	118,728,140

*Compiled by OCHA on the basis of information provided by donors and appealing organizations

Although funding decisions are up to the donor and not cluster members, it is curious to some cluster members as to why the cluster lead agencies received funding and other agencies – both international and national NGOs – did not. One local Cluster member wrote in the survey, *“It’s a general perception in cluster members that the major chunk of funding whether promised or available is with UN agencies and only pre-qualified partners are considered for the projects in targeted areas.”* Although this is not the case, better communication with local partners is critical. Also there is still confusion as to the follow-up of the Appeal process and whether proposals submitted have been rejected or are still pending.

As demonstrated in Table 5 above, more funding has come in to support the education response through bi-lateral agreements than through the Appeal. Cluster leads are frustrated by this as much work and effort went into revising submissions and ensuring that they were in line with the education Cluster strategy. The donors seem to be bucking the momentum of humanitarian reform and the purpose of the joint appeal process. Table 5 below shows the agencies who have received funding, the amount of funding they received and the donor who provided support.

Table 5. Education Cluster partners and funding levels and sources

AGENCIES	PFERP FUNDING	BILATERAL FUNDING	ERF	TOTAL FUNDING	DONOR SOURCE
UNICEF	25,167,101			25,167,101	AusAid, Sweden, the Netherlands, Ireland , Italy, Australia, UK, Finland, Norway, OPEC Fund
Save the Children	5,657,467	10,004,274		15,661,741	DFID and AusAid
Plan International		4,810,465		4,810,465	DFID
HANDS		4,745,645		4,745,645	DFID
IRC		100,000		100,000	Omar Saeed
KnK		437,500		437,500	Japan Platform
WFP		27,000,000		27,000,000	USDA
CGN			838,129	500,000	
READ Foundation		1,598,874		1,598,874	Rahma Islamic Relief Fund Norway
OXFAM		850,000		850,000	Oxfam Hongkong
ED-LINKS		3,200,000		3,200,000	USAID
SOACH			101,109	101,109	
BEEJ			112,250	112,250	
Taraqee Foundation			259,745	259,745	
IDO			333,354	333,354	
URDO			149,947	149,947	
PRDS			249,683	249,683	
KWES			146,160	146,160	
ITA		165,436		165,436	,OXFAM GB,UNILEVER, Zimmaydar Shehri and Philanthropists
	30,824,568	52,912,194	2,190,377	85,927,139	

The ERF recently funded additional projects, making the total education projects funded at 9. Although this is lower than some other clusters, the number of approved education ERF proposals indicates the ability of the Education Cluster to mobilize for this funding source. ERF proposals also increase equitable access of local NGOs to humanitarian resources. A total number of 28 ERF proposals from 25 local NGOs were submitted to the Cluster for ERF funding which the Cluster then passed along to the OCHA for review. By 24 March 2011, 9 ERF projects amounting \$2.1 million were approved.

The ERF was cited as a very helpful tool to raise capacity of local partners and promote coordination. Often proposals are submitted of very poor quality and the Cluster coordinators work with the agencies to improve their submissions. The ERF manager mentioned a marked difference after the Cluster coordinators at the Provincial level worked with the agencies to revise their proposals. Local NGOs also commended the Cluster coordinators for their efforts and help improving their submissions.

However, there is still much confusion and frustration from local agencies who still do not understand the ERF process. Local partners are sometimes not clear regarding ERF proposal formats and lack clarity how to develop proposals which comply with ERF funding requirements.

Finally, interviews with donors highlighted a need for the Education Cluster to be more aggressive about fundraising. The Cluster coordinators sent out the CAP to donors in December 2010 as a way to do resource mobilization. One donor recommended a donor roundtable where the needs and issues be discussed so that donors have a comprehensive, organized and up to date understanding of the issues. The cluster has planned to meet with donors to highlight the critical needs outlined in the Response Plan.

Recommendations:

- National Cluster/OCHA: There is a lack of clarity among cluster members on how the funding mechanisms work. The status of proposals both in the Appeal and ERF should be communicated by the responsible parties. OCHA should communicate this to the Cluster Coordinators at National level who should regularly inform the Cluster Coordinators at Hub level. Orientation sessions with all cluster members regarding ERF proposals, with technical support from OCHA could be organized. These would increase knowledge and capacities of all local partners not only to comply with ERF proposal requirement but would enhance their skills for effective report writing and communication with other donors for future funding.
- National Cluster: The Cluster must be more proactive in approaching donors especially during this transitional phase. Lack of funding is a serious concern and without a more forceful tactic with donors, the education sector is in jeopardy of continuing to be overlooked. A donor roundtable was recommended by the Deputy Global Cluster Coordinator following her visit but until now this was not actioned. Advocacy with donors should using field level case studies and data to support a strong advocacy approach is recommended.

3.5 Links with Government

Participation of Government within the Education Cluster varies from Province to Province. In Balochistan, for example, the Provincial Secretary of Education chairs the Education Cluster meetings and plays a key role in the coordination efforts. In Sindh, the situation is mixed; in Sukkur,

EDO only attended 6 out of 16 meetings and in Hyderabad, EDO office is active in attending the meeting. Yet regardless of how involved or not involved the Government counterpart is now, there is uniform consensus across all Cluster coordinators that the EDOs will in no way be able to assume the role of coordination after the international agencies leave. Their lack of coordination skills and their competing responsibilities do not leave them in a position to take on this additional task. One respondent said: *“They are behaving like a toddler. As soon as they are able to walk we are withdrawing our support. We have to stay with them until they are able to run around the track.”* Many feel that the Government does not own the response and that the Cluster had not done enough to help them be an active partner.

The PDMA (Provincial Disaster Management Authority) was continually cited as being especially weak and there is a general lack of clarity of what its position is vis-à-vis the Education Cluster. The National Disaster Management Authority (NDMA) has regularly attended cluster meetings and was active in developing guidelines for the education response and school reconstruction. The Ministry of Education at National level was not involved however, as they are in the process of devolving to the Provinces.

Recommendations:

- Provincial/Hub Clusters: One way that coordination and capacity building could have been more effective was if Cluster Coordinators at Provincial level were co-located in the office of the Government counterparts, and were able to provide on the job training and fully engage them in their work. Although the facilities at the offices would have to be upgraded (i.e. no internet access at many EDO offices, desk space and computers would need to be provided, etc) this would have helped institutionalize their active participation. At the very least, Cluster meetings should be held at the EDO office to further reinforce this link.
- National Cluster and Provincial/Hub Cluster: As the Government counterparts are so weak, and Education Cluster resources are limited, it is key to determine where resources are best spent for capacity building. For example, the EDOs lack even the capacity to spend the budgets they do have. Assistance with resource allocation, budgeting and planning may be one area where focused support could be given in the recovery phase. For now, a capacity mapping of the EDOs to prioritize the most urgent support areas related to emergency preparedness, response and DRR is essential. As the process of decentralization of the Ministry is finalized, the Cluster should determine what further support these institutions need.

3.6 Needs Assessment

Throughout the humanitarian response, needs assessments were weak. The unavailability of the information management systems both within the UN and the District Disaster Management

Authorities (DDMA) led to multiple damage- and needs figures and assessments. As a result, there are many Districts which have been only partially covered and others where there is duplication.¹²

For education, this was also the case. The initial assessment conducted by the Government yielded figures that were repeatedly mentioned as inaccurate. The capacity of the assessment team was weak and often assumptions were made about schools that were damaged. For example, some of the schools that were counted as damaged had not been open for 7 years prior to the floods. Some that were assumed to be fully destroyed were only partially damaged. While the Global Cluster offered support in this exercise, it was considered unnecessary at National level.

Some Provinces have begun the work of validating these assessments and the discrepancies are clear. For example, in the Jhang district in Sindh, initially 311 schools were reported as damaged, but after a reassessment only 190 schools were. In Hyderabad, 4000 schools were reported as damaged, but after reassessment the number fell to 1700. This has significant implications for programming as well as the perceptions of the Cluster's functioning. Other verification has revealed the following:

- **Baluchistan:** Total 1,278 schools were reported damaged as per initial assessment. After validation number of schools damaged decreased to 713.
- **KP:** Number of school increased from 1,009 to 1,292 after verification by DoE, KP.
- **Sindh:** Validation of damaged schools in three worst affected districts (Dadu, Thatta, Jamshoro) decreased the total number of damaged school from 5,655 to 5,504.
- **Punjab:** Total 2,252 schools were damaged as per initial damaged assessment conducted by PMIU. Cluster together with district education offices conducted validation of damaged school data which revealed 2,093 damaged schools.

In sitreps and the Education Bulletin the Cluster is reporting that education partners have reached 40% of the target 1.26 million beneficiaries. Until all of the validation exercises are carried out, the Cluster will not have an accurate understanding of what has been achieved. In some Provinces the number of damaged schools has fallen, but in others it has increased making it difficult to do evidence based planning. The response risks being skewed unless the information is validated.

In addition, the data sets varied greatly from Provincial, District and National levels. This was due to the lack of a consistent data collection mechanism and appropriate indicators for damage assessment. Although guidelines were provided on data collection, it is clear that these were not used correctly. Criteria for what was considered fully damaged to some was considered only partially damaged to others. Greater clarity on the definitions of school damage should be ensured before the assessment exercises begin. A final list should be approved by the Cluster Coordinators and provided to the Government at all levels for dissemination.

Recommendation:

- National Cluster: National level cluster should ensure that the data collection tools are consistent for all Provinces as well as clarity on indicators to determine school damage. If not, the data is incomparable across Provinces and is unreliable for planning.
- National Cluster and Provincial/Hub Cluster: The results of the validation exercises are regularly incorporated into the Provincial Response Plans. This should continue and the validation exercises completed as soon as possible in each Province for more targeted programming in the recovery phase. The numbers reported in the Education Bulletin and other reports should be adjusted to reflect the new data when it is available.
- Global Cluster: For future large-scale emergencies, the Global Cluster should be more closely involved in supporting to the field to ensure that this critical but complex activity goes well.

3.7 Quality and Accountability

Issues of quality and accountability were not usually discussed in the cluster forum. Although cluster members set up many TLCs, the quality of education within those TLCs was questionable. Respondents mentioned in one area that on many occasions teachers could not be found in TLCs, TLCs that they thought had been built by local partners were not, or the materials supplied to the TLCs were either in the teachers' homes or were still in boxes, not being used by children.¹³ Where there was 'education' being carried out, some partners were surprised by the poor quality. *"At the end of 3 months they could only recite the alphabet. This is all we could do?"* one said. Given the state of education within the country this is not surprising, but better teaching and achievement should be incorporated into the TLCs.

Accountability mechanisms to affected populations have been established on an ad hoc basis and depend largely on the commitment of an individual agency. For example, Save the Children has incorporated accountability into its programming and ensures the participation, feedback and response to affected persons' concerns. However, a comprehensive focus on accountability within the Cluster has not happened. At the time of this review, the Cluster at National and hub levels was developing a set of FAQs about education in close collaboration with IOM Mass Communication to provide to beneficiaries as well as other agencies. This is a step forward but the effort could have happened sooner and could have been better integrated into the responses from the outset. It is not difficult to share messages with affected populations and goes a long way to mitigate anxiety, lack of understanding. Also, feedback from the affected population is essential for improving programs and keeping affected people actively involved in the response.

¹³ This finding is specific to certain locations: Sindh and Punjab in particular. It is also particular to a few NGO partners. While this is an alarming finding, it is one that may not be generalized to all areas.

Recommendations:

- National Cluster: Develop guidelines with partners for assessing cluster partners for education to help them monitor their own work to an agreed standard. A commitment to quality as well as contextualizing the INEE Minimum standards not only at the output level is needed and the message should be prioritized within the Cluster.
- National Cluster: Accountability efforts should not wait to be rolled out until month 7 of the response. It is not difficult, nor does it require additional resources to share messages with affected populations and goes a long way to mitigate anxiety, lack of understanding. Also, feedback from the affected population is essential for improving programs and keeping affected people actively involved in the response.
- These should be at the earliest stages when beneficiaries are most anxious about their situation, have the most questions and uncertainty about their futures. At the very least, the Cluster could hold a workshop where agencies like Save the Children who have implemented accountability mechanisms within their programs can share best practice. Indicators for effective accountability within the Cluster should be considered. These could be:¹⁴
 - Adequate information about activities and consultation with affected populations
 - Participatory needs assessment and needs prioritization
 - Joint planning and decision making, implementation, monitoring and evaluation, leading to a consistent application of relevant standards
 - Consideration of affected populations views impacting the strategy and implementation of the Cluster

3.8 Information Management and Monitoring

The information management component of the Cluster was deemed strong. The updated 3Ws and its regular dissemination has helped avoid duplication and foster collaborative planning. Although this was slow to start up, the regular updates are now timely, professional, informative and greatly appreciated by Cluster members. The information management function also has fostered a spirit of transparency within the Cluster.

Monitoring of the education response was cited as a weakness. To date there has been little monitoring to track progress on the response plan. Monitoring tools and processes were requested back in October at the ‘Scaling Up an Integrated Cluster Response Workshop.’ At that time, three draft monitoring tools were developed to monitor the status of activities against targets. But as of now there has been no systematic monitoring at the Provincial/hub level. There was no post-distribution monitoring to determine where supplies were provided and if they reached the intended populations. As noted above, in some cases they were still in boxes or in the school or teacher’s houses.

¹⁴ Suggested indicators from the Cluster Phase II Evaluation

Recommendations:

- **National Cluster:** A system for post-distribution monitoring and regular visits to schools which have received support should be rolled out and expected by Cluster members. These kinds of initiatives could be done through the PTCs or SMCs and would be a way to increase transparency and involvement of these groups. Although the Cluster coordinators can not carry out post-distribution monitoring, encouraging partners to do this and providing guidance would have helped initiate this practice.
- **Provincial/Hub Cluster:** the Cluster itself does not have the resource or authority to carry out monitoring of education projects. Cluster members should provide evidence though that they do monitor and evaluate their own projects. For local partners who may not have the capacity to do this, a simple joint monitoring framework (with indicators agreed upon by the cluster based on response plan) needs to be developed. The extent and frequency with which these are monitored and assessed by all cluster members should be agreed.
- Suggestions of how to conduct regular monitoring within the local context were discussed with partners. Ideas which could be followed up on include:
 - Work with Parent Teacher Committees or School Management Committees and train them on monitoring. Use them as a resource to report quality issues within the schools.
 - Engage the local government in monitoring visits. Provide transportation to them to conduct field visits so that they can hold agencies accountable and ensure Government buy-in.
 - A sub-committee of nominated participants can conduct some monitoring exercises or assessments and report back to the cluster for further learning.

3.9 Integration and Cross Cutting Themes

On the whole, integration within the humanitarian response was weak. The Survival Strategy which included the- Health, Nutrition, WASH and Food did have clear links. However, aside from this there was no emergency multi-sector integration plan developed by OCHA.

Integration between the Education Cluster and other Clusters was ad hoc at best. There has been very little integration with WASH, for example, and this is a serious need for schools. The recovery plan does include a WASH component, but until now, WASH has provided responses in areas where it has other ongoing work, but a systematic approach was not taken. In camps, some respondents said that CFS and TLCs were both established, and both essentially did the same things. Coordination with the Protection Cluster could have been more formalized at the Provincial and District levels. This was a recommendation made after a Global Cluster visit as well.

Gender as a cross-cutting theme has been somewhat integrated into the education response as there is a focus on rehabilitating girls schools. In addition, the Gender focal person cited the Education Cluster as the only one to disaggregate data by gender in its reports.

Recommendation:

- National Cluster: Schools should be the entry point for all interventions to improve the life of a child. A comprehensive, holistic outlook to programming needs to be fostered by all agencies working to support children. There is a great need to ensure at a minimum, integration with WASH and protection. Many schools do not have functioning latrines for children and psychosocial programming is still necessary. Collaboration with nutrition and health – where schools can be a point of access – is also essential. An inter-cluster liaison brought in at the early response days could have forged stronger links at the outset. These linkages would continue throughout the response and could have avoided some of the duplications (i.e. TLCs and CFS).
- UNICEF: As the cluster lead agency for 5 clusters (education, protection, nutrition and WASH), should leverage this position to ensure better inter-cluster working. Regular cluster coordinator meetings at UNICEF could help align the strategic direction of each cluster and make them more integrated.
- National Cluster and Protection Cluster: The Draft Principles on Child Friendly Spaces, developed and agreed at global level between the Education Cluster, Child Protection Working Group and the Mental Health and Psychosocial Support Reference Group were shared during a Global Cluster support visit, but were not uniformly followed up on at the field level. Ensuring that these initiatives are realized at all levels of a response requires closer collaboration between Protection and Education Clusters which was a weakness.

3.10 Leadership: Save the Children and UNICEF

Both Save the Children and UNICEF have invested significantly in expanding the Cluster coordination mechanism at all the Provincial hub levels by appointing 11 full time Cluster coordinators and 5 IM officers. See table below for the Cluster staffing in each Province.

Location	Cluster Coordinator		Focal person	IM	
	UNICEF	Save		UNICEF	Save
Islamabad	1 International	1 National		1 National	
Punjab (Multan)	1 National	1 National		1 National Edu/CP	
Sukkur - Northern Sindh	1 National	1 National		1 National Edu/CP	
Hyderabad - South Sindh	1 National			1 National Edu/CP	

KP	1 International	1 National		1 National	
Balouchistan	1 International	1 National		1 National Edu/CP	
GB			1 National .Org. (self funded)		
PAK			1National(UNICEF)		
Total	6	5	2	5	

In some places, however, this co-lead relationship was deemed redundant and there was no need to have two people coordinating the Cluster. Resources could have been better spent on developing the capacity of the Government to take on this co-lead role. This was strongly advised against by the Global Cluster and was repeated during interviews with Cluster coordinators at the Provincial Hub levels.

In some cases, Cluster coordinators did not feel as though they were an equal member of their respective agencies. They cited access to resources – vehicles, desk space, room for meetings – as being secondary to other program staff members. They mentioned feeling outside their own agency, leading to frustration and feelings of exclusion.

Many cited that the roles and responsibilities when they first became Cluster coordinators were unclear. Although Global and Regional Cluster support came in the first months of the response to create an organigram, the reporting lines in some cases were not clear to some coordinators for 2 months after deployment. The delineation of roles and responsibilities between cluster coordinators from Save the Children and UNICEF was also unclear. Further, only a handful of the appointed Cluster coordinators had been trained on Cluster coordination and had to learn on the job. A workshop was conducted in September to develop the response plan, but this was not a formal training. Cluster coordinators at the hub level mentioned that an in-depth orientation on the Cluster mechanism and their responsibilities would have been very helpful.

Finally, although Cluster members in Islamabad and Cluster coordinators are aware of the INEE Minimum Standards, most other members are not aware of them, and therefore are not using them in their work. There has been no formal training on the INEE for this response, and most coordinators have just downloaded them on-line. However, there was work done on INEE Minimum Standard training in previous years since the 2005 earthquake response. Refresher trainings for cluster partners should be rolled out where previous trainings have happened. In areas in the South where there was little international presence before, an introduction is needed.

A decision at the Global and National levels was made at the outset of the disaster not to surge in human resource and let the experts on the ground handle the situation and additional remote support was provided. There were 2 month-long visits from UNICEF regionally and a week long visit from the Global Cluster. During this review, the National Cluster coordinators requested more technical support from the Global Cluster. A global specialist in IM to improve the capacity of the

local staff on information management and data collection is now requested. Also, they mentioned that an Information Management refresher for all Cluster coordinators and partners could be helpful as it is often challenging getting timely and authentic data/information from concerned stakeholders. Cluster coordinators also called for experience sharing workshops where they could learn from other Cluster coordinators on best practices, overcoming challenges from around the globe.

Recommendations:

- National Cluster: An analysis as to the need for two Cluster coordinators at every hub should be done. As of now there is not a strong case for keeping this arrangement. If this is not a necessary arrangement it should be stopped and the limited resources diverted elsewhere. Other arrangements such as a geographic split or a coordinator/deputy coordinator relationship should be explored. This recommendation was highlighted during a Global Cluster visit but was not followed up on. Also, delineated roles and responsibilities between cluster coordinators should be made more explicit.
- National Cluster: Reporting lines should be made clear from the outset. There was much confusion in determining whether Cluster coordinators reported to the Education Manager or Field Office Manager in their respective offices or to the National Cluster Coordinators.
- National Cluster/ Global Cluster: An orientation that goes beyond just supplying a TOR should be given to Cluster coordinators to ensure they know their job function and have the resources to carry it out. Refresher trainings and contextualization of INEE Minimum Standards should be conducted with Cluster coordinators, but also to Cluster partners as well. Although there was a 2 day strategic planning workshop in October led by an external consultant, this did not go far enough to assist new Cluster coordinators with their roles or expectations. A more focused orientation is necessary which can be supported by the Global Cluster.
- Global Cluster: Information Management is an area that Cluster coordinators could use support. This has not yet been formally requested to the Global Cluster yet, but is an area that needs further capacity building for partners and coordinators. They requested a technical specialist, either from Global level or an external consultant, to come to Pakistan to assist with this area.
- Lead Agencies: Cluster coordinators should be provided with same access to resources and agency support that other program staff members are.

3.11 Advocacy

There are many issues around education which need greater advocacy in Pakistan. An evidence based advocacy strategy that utilizes information from the field is key. Involving cluster coordinators at the Provincial level in advocacy will lend this perspective. Information about the impacts of delayed education is important. For example, Save the Children has conducted an

assessment of psychosocial impacts that children are still facing and which could have been mitigated with a rapid return to education.

The recommended messages which should be focused on are as follows:

To donors:

- Education in emergencies is an essential humanitarian intervention. Quality education can be life saving and life sustaining, providing protection, psychosocial support, and a basis for social and economic development and peace-building.
- Without the necessary investment in education in the early recovery and rehabilitation phases, there are serious threats to the long term development of the affected areas. Dropout rates in Pakistan are already high, and learning achievement is especially low. These trends will continue or worsen if education facilities are no longer adequate or existent.

To government:

- Teacher absenteeism continues to be a problem especially in Sindh and Punjab. Teachers are still getting paid but not attending school. This is unacceptable and the Cluster, as well as the education development partners should be more forceful with the Government in creating stronger policy and accountability for teachers.
- Girls enrollment, while improving in some areas, is still much lower than for boys. A concerted effort to raise the profile of girls' education and enact policy is needed.
- DRR was apparently mainstreamed into the curriculum 2 years ago. However, the textbooks have not yet been printed due to unexplained reasons. A push to ensure that DRR is incorporated and the textbook issue is quickly resolved is will be important for protecting children in future disasters and may have mitigated problems in this one. In addition, EDOs must be charged with taking on emergency preparedness and provided with the necessary resources and capacity to do so. Until this happens, the continuing neglect in this area will occur.
- At the end of August 2011 the reconstruction and rehabilitation phase will be shifted to the Planning Commission. Until now there has been little coordination between NDMA (who oversaw the relief and recovery efforts) and the Planning Commission. Ensuring that these two bodies work together for a smooth transition is needed.

3.12 Transition and Sustainability

At the time of this report, OCHA was in the process of exiting and handing over to UNDP. The Cluster system is due to change to Early Recovery Technical Working Groups by the end of March 2011. It is still unclear what that transition will entail and what the new roles and responsibilities of former Cluster leads will be. Many Education Cluster coordinators were uncertain as to their job status. In addition, as of timing of this report, there had been little guidance on exit or transition strategies from OCHA.

Some cluster partners mentioned concern that there was no follow-up with children who attended TLCs in the camps when they returned to their communities. Those children should be followed to ensure their education opportunities aren't lost.

Unless government is properly strengthened, the situation will resume to where it was before the emergency interventions began. The National Cluster is pushing for a education in emergencies training to happen with all EDOs and Cluster coordinators. This will be an important tool for identifying 'champions' at the local level who can ensure that the messages are carried out and sustained. Cluster coordinators requested this kind of comprehensive professional development.

Recommendations:

- HC/OCHA: Immediate revision of TORs and clarity around the phase out should be communicated by the HC. A transition strategy to early recovery should be drafted immediately with capacity analysis of partners included as well as clarity on roles and responsibilities of current Cluster co-leads and proposed new leads of TWGs.
- National Cluster: Make explicit the link between the relief phase which highlighted the scores of children who want to attend but have never before had the opportunity, and the early recovery and development phases to ensure that these children are not once again neglected. A clear strategy for longer term programming that incorporates all out of school children, should be developed. Development oriented staff should be in place to assist with developing effective transition strategies to recovery.

3.13 Previous Lessons learned

Pakistan has been affected by a number of disasters since the 2005 earthquake. When asked whether the lessons from those emergency responses factored into the flood response, one respondent said, "*we [in Pakistan] don't have a culture of learning from our past.*"

However, there was some indication that the floods response benefited from lessons learned in previous disasters. The expertise that was developed in the North after responding to both the 2007 IDP crisis and the 2005 earthquake was capitalized on for the floods response. A cluster mechanism already existed in the North and was quickly mobilized into action. In addition, staff with emergency response experience were seconded to Sindh and Punjab to provide support. Although the situations were quite different, their knowledge and experience lent significant support. The PDMA in the North who also had experience, was able to rapidly respond and the links

with education agencies were already in place. The DRR investment in that area and the emergency response planning paid off and prepared them well. This unfortunately was not the case for people in the southern areas who had never before responded to an emergency and were unfamiliar with the cluster system and emergency response.

A scan of previous lessons learned exercises in Pakistan highlights similar issues faced in this emergency response. The quotes in Box 1 below are taken directly from previous evaluations conducted in Pakistan. If the Global Education Cluster as well as all key agencies involved in the provision of education in emergencies are serious about improving practice of country clusters, there must be greater commitment to avoiding previous problems. In addition, no one interviewed was aware of the previous lessons learned findings. If this information and institutional knowledge is not utilized, the opportunity to avoid repeating the same mistakes is lost.

BOX 1. Quotes from Previous Pakistan Evaluations/Assessments

- *Mechanisms should be set up to re-survey and monitor areas of activity in which stakeholders operate. (2006)¹⁵*
- *Data formats and standards need to be agreed for making the information more usable, as the variation in these caused a lot of confusion.(2006)¹⁶*
- *If roles, responsibilities and accountabilities for cluster heads, government officials and UN and non-UN agencies had been more clearly established early on in the [2007] floods response, the effort could have been much more effective and efficient.¹⁷*
- *Faced with the overwhelming demands to focus on life-saving interventions, development-sensitive programming and rehabilitation interventions [including education] were often treated as subordinate, delaying the start of recovery program interventions.¹⁸*
- *Cross Cluster communication and co-ordination, especially with the protection Cluster, is required to ensure that the education sector remains attentive to all children. ¹⁹*
- *The use and usefulness of the INEE Minimum standards could be enhanced through increased efforts within Education Cluster to contextualize and apply the Standards more consistently within programme design, monitoring and reporting and by providing the tools for all the partners' education programme staff to do the same. ²⁰*
- *There was no sector-wide monitoring and reporting system based on Standards categories and contextualized indicators to be applied consistently across field operations. UNICEF and other education partners had established indicators and monthly monitoring tools, but these were not explicitly linked to the Minimum Standards' framework.²¹*

15 The Evolving UN Cluster Approach in the Aftermath of the Pakistan Earthquake: An NGO Perspective A Report by ActionAid International, April 2006.

16 Ibid.

17 Haiplik, Brenda The education cluster in Pakistan, Humanitarian Reform: Fulfilling it's Promise? Volume 29.

18 Inter-Agency Standing Committee REAL-TIME EVALUATION CLUSTER APPROACH - Pakistan Earthquake Islamabad, Pakistan 10th – 20th February, 2006

19 Kirk, Jacki. Building Back Better: Post Earthquake Responses and Educational Challenges in Pakistan. IIEP, UNESCO, 2008.

20 Ibid.

21 Ibid.

Recommendations:

- Global Cluster: Even highlighting that these reviews exist would be a start as many didn't know that they had even occurred. Some ways to integrate past lessons learned into ongoing responses are:
 - Trainings/orientations for Cluster coordinators should include examination of Lessons Learned reviews.
 - A simplified tool highlighting some of the repeated lessons from the past could be shared with cluster coordinators and be part of their orientation package.
 - Cluster Coordinator's Handbook should incorporate the Lessons Learned reviews.
 - A mandatory, user friendly on-line training/orientation manual (like the Security Certificate required by the UN) could be adopted and the main lessons highlighting case studies from other countries could be included.
 - Demonstrable attempts to respond to lessons learned or avoid previous pitfalls as part of a performance evaluation for cluster coordinators would be a way to ensure that they are at least cognizant of them and working to mitigate them.
 - An annual workshop with Country level Cluster Coordinators where they can discuss progress made to lessons in the past as well as newly arising lessons.

- Global Cluster: Other agencies such as ALNAP disseminate lessons learned to targeted responders during an emergency. These and other methods could be useful models for the Global Cluster to replicate.

IV. Conclusion

Chronic poverty and under development in several of the Provinces have left children without access to many of their basic rights, including education. The Education Cluster? Team (who is this?) has shown incredible dedication and with early recovery this effort should be sustained. Too often, the Cluster approach creates silos and while there may be agreements on paper, the needs of children are not addressed in a comprehensive manner. As the humanitarian community 'builds back better' a commitment to raising the bar for all aspects of a child's life is necessary. This will mean bridging sector specific divide and creating a holistic programs to impact children.

In the transition to early recovery, integrating DRR and preparedness within the Technical Working Groups as well as the Government structure should be prioritized. In a country that is prone to natural disasters and conflict, DRR activities to maximize resilience and sustainability at many levels of response are essential. These can be through Government policies, strategies or activities carried out by local communities or in schools to reduce a community's vulnerability to a disaster. Teacher trainings, school drills, life skills lessons, educating PTAs and SMCs on disaster preparedness, involving communities in the rebuilding of schools are all means to integrate DRR

into the education response.²² Under the new Early Recovery Technical Working Groups, the coordinators should utilize partner's expertise to improve the DRR activities of other Cluster members (for example, Save the Children International has a DRR Working Group whose activities are summarized in the document *Reducing Risks, Saving Lives*, an excellent resource for building capacity in this areas).

Practical measures and follow up actions should be taken based on this lesson learnt exercise. The upcoming global mission to Pakistan can be an opportunity to follow-up on recommendations in this report, progress made and to identify and overcome obstacles to implementing the recommendations.

²² See International Institute for Education Planning, and the *Report on Online Discussion Forum on Planning and Preparedness for Education in Emergencies*, 14-25 June 2010.