

EVALUATION REPORT

**PROGRESS EVALUATION OF
THE UNICEF EDUCATION IN
EMERGENCIES AND POST-
CRISIS TRANSITION
PROGRAMME: COLOMBIA
CASE STUDY**

EVALUATION OFFICE
April 2011

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**Progress Evaluation of UNICEF's Education in Emergencies and Post-Crisis Transition
Programme: Colombia Case Study**

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ACRONYMS

CGCA	Columbia Group for Children in Adversity
CINDE	International Center for Development Education
CODHES	Consulting Office for Human Rights and Displacement
DAC	Development Assistance Committee
DPAD	Department of Disaster Prevention and Response
DRR	Disaster Risk Reduction
EBN	School Looking for the Child (Escuela Busca al Niño)
ECP	Education, Citizenship and Peace
EEPCT	Education in Emergencies and Post-Crisis Transition
EFA	Education for All
EiE	Education in Emergencies
EMIS	Education Management Information Systems
GDI	Gender Development Index
HDI	Human Development Index
IASC	Interagency Standing Committee
ICBF	Colombian Family Welfare Institute
INEE	Inter-Agency Network for Education in Emergencies
IOM	International Organization for Migration
IRC	International Rescue Committee
MDGs	Millennium Development Goals
MoE	Ministry of Education
NGO	Non-governmental organization
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
Pisotón	Psycho-affective Education and Development Programme
PPN	Protection Pedagogy and Children
RET	The Foundation for the Refugee Education Trust
SAT	Early Warning System
SICIED	Inter-active Education Infrastructure Consultation System
SIMAT	National Matriculation System
SIPOD	National Register of Displaced Individuals
SoE	Secretariat of Education
QEM	Quality Education Model
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

In the last decade, education has been increasingly mainstreamed into the humanitarian response. Education service delivery is now a more integral part of the lifesaving responses employed in conflicts and natural disasters. Education is a fundamental human right and a high priority for local communities in crisis-affected contexts. In 2000 the Interagency Network for Education in Emergencies¹ (INEE) was formed, with the United Nations Children's Fund (UNICEF) as a key founding member. Since then UNICEF and its partners continue to gain important programmatic experience on how to guarantee children's access to quality education in emergencies and how to work in partnership with governments and ministries of education to develop systems that are resilient in the face of emergencies. In 2006 the Government of The Netherlands donated US\$201 million to UNICEF and together they launched the Education in Emergencies and Post-Crisis Transition (EEPCT) programme. In 2010, the Government of Netherlands requested a progress evaluation of the EEPCT programme in the 39 countries it covers. Six countries, including Colombia, were chosen as case study countries to share their experiences and lessons learned in the EEPCT programme.

EEPCT in Colombia

Colombia's education sector is affected by prolonged conflict, natural disaster and extreme poverty, with nearly 50 per cent of the population living below the official poverty level.² Access to quality education is unevenly distributed: rural areas, indigenous communities, the displaced, and Afro-Colombians have reduced access. They also experience lower survival rates, higher repetition rates, discrimination and structural inequalities. This evaluation highlights the inadequate response of the Colombian Government in meeting the education needs of internally displaced persons and conflict-affected communities. The EEPCT programme has made an important contribution to strengthening the Government's response to education in emergencies at the national, departmental and community levels.

Colombia's EEPCT programme organizes its work around the four strategic EEPCT goals. These are:

1. To improve quality of education response in emergencies and post-crisis transitions;
2. To increase resilience of education service delivery in chronic crisis, arrested development and deteriorating contexts;
3. To increase the contribution of the education sector to better prediction, prevention and preparedness for emergencies due to natural disasters and conflict;
4. To implement evidenced-based policies, efficient operational strategies, and fit-for-purpose financing instruments

This report presents the findings of an independent mid-term evaluation conducted 8 July to 21 August 2010 and documents UNICEF Colombia's progress toward EEPCT goals. The evaluation assessed the extent to which programme activities were 'on track', reviewed areas of progress, and formulated recommendations for how UNICEF and its partners can strengthen the programme. The evaluation used a variety of methods to collect and interpret data, including interviews with key stakeholders, focus groups with education officials, teachers and communities, an extensive literature review, and an online survey of UNICEF Colombia's implementing partners and associates. During field visits in the departments of Nariño, Córdoba and Magdalena, and in Bogotá, interviews were conducted with 69 focus groups and 55 individuals or groups. Consultations were held with various sources to verify, cross check and validate findings. In addition, UNICEF Colombia conducted a self-assessment of this programme.

¹ The Inter-Agency Network for Education in Emergencies (INEE) is an open global network of representatives from NGOs, UN agencies, donor agencies, governments, academic institutions, schools and affected populations working together to ensure the right of all persons to quality and safe education in emergencies and post-crisis recovery.

² According to official data (DANE), income-based poverty and indigence affected 45.5 per cent and 16.4 per cent of the population respectively in 2009.

Overall the EEPCT programme in Colombia has contributed to the protection of children's right to education in emergency situations. The programme has implemented and documented strategies that have had positive impacts on children's psychosocial recovery and access to education in natural disasters and complex emergencies. EEPCT has used this knowledge to advocate for the replication of proven strategies, influence public policy, strengthen national and sub-national emergency education capacity, and guarantee that the right to education is prioritized in emergency response. The programme built important alliances between the Ministry of Education, civil society, the private sector and universities, and leveraged EEPCT funding throughout the country.

The EEPCT programme has improved the quality education response in emergencies through the development and testing of an emergency response model for situations of conflict and natural disaster. It has increased the resilience of the education sector by working closely with national and local governments in establishing roundtables for education in emergencies and planning committees. The EEPCT programme increased municipal and community-based participation in emergency preparedness plans. EEPCT initiated pilot projects in coordination with government and implementing partners to meet the education needs of children in crisis. Pilot projects strengthened the capacity of education authorities to prepare for and implement emergency education strategies to mitigate the effects of conflict or natural disaster. Peace education and psychosocial programmes were implemented and strengthened the social fabric between schools and the community and improved understanding in interpersonal, family and school settings of the emotional needs of children in chronic emergencies. EEPCT influenced public policy and rooted education in emergencies within national discourse and government planning.

From 2007–2010, UNICEF Colombia's EEPCT programme raised awareness of the importance of education in emergencies at the national, departmental, and municipal levels. Among its accomplishments the programme:

- Conducted the Education for All information campaign in 100 vulnerable municipalities to advocate for the inclusion of conflict-affected or displaced children in schools.
- Co-led the National Roundtable for Education in Emergencies with the Norwegian Refugee Council and later the Ministry of Education to advocate for the mainstreaming of education in the humanitarian response.
- Developed an emergency education response that began as a pilot project in 2007 but was subsequently replicated in various emergencies, thereby integrating and mainstreaming education as part of the humanitarian response.
- Improved coordination of emergency education preparedness between the Ministry of Education, Governor's office, local emergency planning committees and civil society in the departments of Córdoba and Nariño.
- Advocated for and contributed to the development of the Ministry of Education Directive 012, a key policy document that articulates the education-in-emergency strategy of the Ministry of Education and instructs departmental secretaries of education to develop emergency plans and response strategies.
- Scaled-up inclusive government education programmes, such as 'School Looking for the Child' in areas with high levels of displacement.
- Expanded government, university and psychosocial and peace education programmes such as 'Classrooms in Peace', 'Pisotón' (Psycho-affective Education and Development Programme), 'Return to Happiness', 'Pedagogy, Protection and Children', 'Education, Citizenship and Peace' to new areas where displacement and recruitment are present.
- Cultivated strategic networks and partnerships to further leverage EEPCT funding.

The EEPCT programme has made meaningful advances in the four strategic goals, but some challenges remain. Below are recommendations to UNICEF and partners to improve programme access and quality, and generate sustainable change:

- Sharpen the strategic focus of the EEPCT programme by reducing the number of projects and promoting programme coherence and coordination.
- Develop a more holistic definition of 'emergencies' in pilot project areas to increase the education sector's preparedness for conflict and natural disaster.
- Foster increased understanding of INEE minimum standards and advocate for implementation within the MoE strategy on education in emergencies.
- Advocate for the increased participation of government 'first responders' in the National Roundtable for Education in Emergencies or consider secondment of an education in emergencies specialist to their agencies.
- Increase cross-sectoral work between UNICEF protection and education to address the issues of recruitment, intimidation and sexual harassment in EEPCT-supported schools.
- Improve the quality of transition between emergency and development education programming through strengthened monitoring and support of beneficiary populations, and initiate quick impact programmes in schools.
- Increase focus on gender and early childhood education in emergency situations;
- Facilitate more psychosocial support for teachers and youth in situations of conflict, natural disaster and confinement.
- Increase the number of participants in peace education and psychosocial programmes to involve more students and teachers per school and more schools per department;
- Provide more community-level technical support in emergency preparedness; specifically, increase school administration, teacher, child and parent; and consider the use of non-formal education techniques and the use of the theatre, music or additional curriculum.
- Advocate for improved Education Management Information Systems (EMIS), in particular the need to coordinate National Matriculation System (SIMAT) and National Register of Displaced Individuals (SIPOD).
- Improve EEPCT programme monitoring and evaluation.

RESUMEN EJECUTIVO

En la última década, la educación se ha integrado cada vez más en la respuesta humanitaria. La prestación de servicios de educación forma ahora una parte más integral de las respuestas que se emplean en los conflictos y los desastres naturales para salvar vidas. La educación es un derecho humano fundamental y una prioridad para las comunidades locales en contextos afectados por una crisis. En 2000 se estableció la Red Interinstitucional para la Educación en Situaciones de Emergencia (INEE)³, con el Fondo de las Naciones Unidas para la Infancia (UNICEF) como miembro fundador. Desde entonces, UNICEF y sus aliados continúan adquiriendo una experiencia programática importante para garantizar el acceso de los niños a una educación de calidad en situaciones de emergencia y trabajar en colaboración con los gobiernos y ministerios de educación a fin de establecer sistemas que sean resistentes a las emergencias. En 2006, el Gobierno de los Países Bajos donó 201 millones de dólares a UNICEF y juntos pusieron en marcha el programa Educación en las Emergencias y en las Transiciones Posteriores a las Crisis (programa EEPCT). En 2010, el Gobierno de los Países Bajos solicitó una evaluación de los progresos del programa EEPCT en los 39 países donde se lleva a cabo. Seis países, entre ellos Colombia, fueron elegidos como países objeto de estudio para compartir sus experiencias y lecciones aprendidas en el programa EEPCT.

El programa EEPCT en Colombia

El sector de la educación en Colombia está afectado por conflictos prolongados, desastres naturales y una situación de pobreza extrema, y casi el 50% de la población vive por debajo del nivel oficial de pobreza⁴. El acceso a una educación de calidad se distribuye de forma desigual: las zonas rurales, las comunidades indígenas, los desplazados y los afrocolombianos tienen un acceso reducido. También experimentan tasas más bajas de supervivencia y mayores tasas de repetición, discriminación y desigualdades estructurales. Esta evaluación pone de manifiesto la inadecuada respuesta del Gobierno colombiano en el cumplimiento de las necesidades educativas de las personas desplazadas internamente y las comunidades afectadas por los conflictos. El programa EEPCT ha contribuido de manera importante al fortalecimiento de la respuesta del Gobierno a la educación en situaciones de emergencia en los planos nacional, departamental y comunitario.

El programa EEPCT de Colombia organiza su labor en torno a cuatro objetivos estratégicos, que son:

1. Mejorar la calidad de la respuesta educativa a las emergencias y a las transiciones posteriores a las crisis
2. Aumentar la capacidad de resistencia de la prestación de servicios al sector educativo en las crisis crónicas, en el desarrollo detenido y en los contextos en deterioro
3. Aumentar la contribución del sector educativo para mejorar el pronóstico, la prevención y la preparación frente a las emergencias causadas por los desastres naturales y los conflictos;
4. Aplicar políticas basadas en la evidencia, estrategias operacionales eficientes e instrumentos de financiación “adecuados para su propósito”

Este informe presenta los resultados de una evaluación independiente de mediano plazo realizada del 8 de julio al 21 de agosto de 2010 y documenta el progreso de UNICEF en Colombia hacia las metas del programa EEPCT. La evaluación examinó el grado en que las actividades del programa se encontraban “bien encaminadas”, revisó las esferas de progreso y formuló recomendaciones sobre cómo UNICEF y sus asociados pueden fortalecer el programa. La evaluación utilizó distintos métodos para recopilar e interpretar los datos, incluyendo entrevistas con los principales interesados, grupos de

³ La Red Interinstitucional para la Educación en Situaciones de Emergencia (INEE) es una red mundial abierta de representantes de organizaciones no gubernamentales, organismos de las Naciones Unidas, organismos donantes, gobiernos, instituciones académicas, escuelas y poblaciones afectadas, que trabajan juntos para garantizar el derecho de toda persona a la calidad y seguridad en la educación en las situaciones de emergencia y la recuperación después de una crisis

⁴ Según datos oficiales (DANE), la pobreza de ingresos y la indigencia afectó en 2009 al 45,5% y al 16,4% de la población, respectivamente.

discusión con funcionarios de educación, maestros y comunidades, una extensa revisión bibliográfica, y una encuesta en línea dirigida a los aliados en la ejecución y los asociados de UNICEF en Colombia. Durante las visitas de campo a los departamentos de Nariño, Córdoba y Magdalena, y en Bogotá, se realizaron entrevistas en el marco de 69 grupos de discusión y con 55 individuos o grupos. Se celebraron consultas con diversas fuentes para verificar, contrarrestar y convalidar los resultados. Además, la oficina de UNICEF en Colombia llevó a cabo una autoevaluación de este programa.

En general, el programa EEPCT en Colombia ha contribuido a la protección del derecho del niño a la educación en situaciones de emergencia. El programa ha llevado a cabo y documentado las estrategias que han tenido un impacto positivo en la recuperación psicosocial de los niños y en el acceso a la educación en desastres naturales y emergencias complejas. El programa EEPCT ha utilizado este conocimiento para promover la reproducción de estrategias de eficacia demostrada, influir en las políticas públicas, fortalecer la capacidad de la educación en situaciones de emergencia a nivel nacional y subnacional, y garantizar que el derecho a la educación sea una prioridad en la respuesta de emergencia. El programa estableció alianzas importantes entre el Ministerio de Educación, la sociedad civil, el sector privado y las universidades, y aprovechó el poder multiplicador de la financiación del programa EEPCT en todo el país.

El programa EEPCT ha mejorado la respuesta en materia de educación de calidad en situaciones de emergencia mediante el desarrollo y la puesta a prueba de un modelo de respuesta de emergencia para situaciones de conflicto y desastres naturales. Se ha aumentado la capacidad de recuperación del sector de la educación, trabajando en estrecha colaboración con los gobiernos locales y nacionales en el establecimiento de mesas redondas para la educación en situaciones de emergencia y comités de planificación. El programa EEPCT aumentó la participación municipal y basada en la comunidad en los planes de preparación para emergencias. El programa EEPCT inició proyectos piloto en coordinación con el gobierno y los aliados en la ejecución para satisfacer las necesidades educativas de los niños en crisis. Los proyectos piloto fortalecieron la capacidad de las autoridades educativas para preparar e implementar estrategias de educación en situaciones de emergencia a fin de mitigar los efectos de los conflictos o desastres naturales. Se pusieron en marcha programas de educación para la paz y programas psicosociales y se fortaleció el tejido social entre las escuelas y la comunidad y se mejoró la comprensión de las necesidades emocionales de los niños en situaciones de emergencia crónica en entornos interpersonales, familiares y escolares. El programa EEPCT ha influido en la política pública y ha ubicado la educación en situaciones de emergencia en el discurso nacional y la planificación gubernamental.

Desde 2007 a 2010, el programa EEPCT de UNICEF en Colombia creó conciencia sobre la importancia de la educación en situaciones de emergencia en los planos nacional, departamental y municipal. Entre los logros del programa cabe destacar:

- Llevar a cabo la campaña de información de Educación para Todos en 100 municipios vulnerables para promover la inclusión en las escuelas de niños afectados o desplazados por causa de conflictos.
- Codirigir la Mesa Nacional para la Educación en Situaciones de Emergencia con el Consejo Noruego para los Refugiados y más tarde con el Ministerio de Educación para promover la incorporación de la educación en la respuesta humanitaria.
- Desarrollar una respuesta educativa de emergencia que comenzó como proyecto piloto en 2007, pero se reprodujo posteriormente en diversas situaciones de emergencia, integrando e incorporando la educación como parte de la respuesta humanitaria.
- Mejorar la coordinación de la preparación en materia de educación para emergencias entre el Ministerio de Educación, la oficina del Gobernador, los comités locales de planificación de emergencia y la sociedad civil en los departamentos de Córdoba y Nariño.
- Promover y contribuir a la formulación de la Directiva 012 del Ministerio de Educación, un documento de política clave que articula la estrategia de la educación en situaciones de emergencia del Ministerio de Educación y encarga a los secretarios departamentales de educación que preparen planes de emergencia y estrategias de respuesta.

- Ampliar la escala de programas integradores de educación del gobierno, como la “Escuela Busca al Niño” en las zonas con altos niveles de desplazamiento.
- Ampliar programas del gobierno, la universidad, psicosociales y de educación para la paz como “Aulas en paz”, “Pisotón” (Programa de Educación y Desarrollo psicoafectivo), “Retorno de la alegría”, “Pedagogía y Protección de la Niñez”, “Educación, ciudadanía y paz” a nuevas zonas donde hay desplazamiento y reclutamiento.
- Cultivar redes y asociaciones estratégicas para aprovechar aún más el poder multiplicador de la financiación del programa EEPCT.

El programa EEPCT ha logrado avances significativos en los cuatro objetivos estratégicos, pero aún quedan algunos desafíos. A continuación se presentan recomendaciones para que UNICEF y sus aliados mejoren el acceso a los programas y su calidad, y generen un cambio sostenible:

- Perfeccionar el enfoque estratégico del programa EEPCT reduciendo el número de proyectos y promoviendo la coherencia y coordinación del programa.
- Desarrollar una definición más global de “emergencias” en las zonas del proyecto piloto para aumentar la preparación del sector de la educación en casos de conflicto y desastres naturales.
- Fomentar una mayor comprensión de las normas mínimas INEE y promover la aplicación por el Ministerio de Educación de la estrategia sobre la educación en situaciones de emergencia.
- Promover una mayor participación de los “primeros encargados de la respuesta” del gobierno en la Mesa Nacional para la Educación en situaciones de emergencia o considerar la adscripción de un especialista en educación en situaciones de emergencia a sus organismos.
- Aumentar la labor intersectorial entre las unidades de protección y educación de UNICEF para abordar cuestiones como el reclutamiento, la intimidación y el acoso sexual en las escuelas apoyadas por el programa EEPCT.
- Mejorar la calidad de la transición entre la programación de emergencia y la programación del desarrollo de la educación mediante el fortalecimiento del seguimiento y el apoyo de las poblaciones beneficiarias, e iniciar programas de impacto rápido en las escuelas.
- Aumentar el hincapié en el género y la educación en la primera infancia en las situaciones de emergencia;
- Facilitar un mayor apoyo psicosocial para los profesores y los jóvenes en las situaciones de conflicto, de desastres naturales y de confinamiento.
- Aumentar el número de participantes en los programas de educación para la paz y los programas psicosociales para involucrar a más estudiantes y profesores por escuela y más escuelas por departamento;
- Proporcionar más apoyo técnico a nivel de la comunidad en la preparación para emergencias; específicamente, aumentar la administración de la escuela, maestro, niño y progenitor; y considerar el uso de técnicas de educación no estructurada y el uso de teatro, música u otros programas de estudios adicionales.
- Promover una mejora del Sistema de Información de Gestión en la Educación, en particular la necesidad de coordinar el Sistema de Información de Matrícula (SIMAT) y el Sistema de Información de Población Desplazada (SIPOD).
- Mejorar seguimiento y la evaluación del programa.

1. INTRODUCTION

1.1 Overview

UNICEF's Education in Emergencies and Post-Crisis Transition (EEPCT) Programme began in 2006 as a four year (later extended to five), US\$201 million dollar partnership between UNICEF and the Government of the Netherlands. Intended as a strategic intervention in support of the Millennium Development Goals (MDGs) and the Education For All movement, the EEPCT programme contributes to these targets by increasing institutional capacity and providing direct programme support. EEPCT currently supports programming in 39 countries, as well as global initiatives such as the Inter-Agency Education Clusters and the Inter-Agency Network for Education in Emergencies (INEE).

The progress evaluation examined implementation of the EEPCT programme to date on a global scale and specifically in six case study countries. The evaluation's objectives were to:

1. Take stock of the first three years of implementation to determine, as systematically and objectively as possible, the EEPCT programme's relevance/appropriateness, effectiveness, efficiency, coherence/coordination and, to the degree measurable, indicative impact and sustainability in relation to its objectives;
2. Evaluate the intermediate results achieved and the processes set in motion by the programme, with a view to critically reflect on the programme's value added to the education sector and to education service provision in emergencies and post-crisis transitions as well as UNICEF specific added value to the programme;
3. Gather relevant and applicable lessons learned on education interventions in emergencies, transition and fragility-affected contexts; and
4. Provide recommendations to improve future programming and support more-informed decision-making by UNICEF headquarters, regional and country offices, and relevant stakeholders.

This case study report examines the implementation of the EEPCT programme in Colombia. The findings also contributed to the Global Progress Evaluation Report, which examines implementation of EEPCT funded programming on a global scale. This evaluation is both a stand-alone case study of UNICEF Colombia's EEPCT programme and is part of a larger global evaluation of the EEPCT initiatives developed in 39 countries (including Colombia).

Colombia was chosen as a case study for its unique characteristics. It is a middle-income country with a strong democracy yet has the second largest internally displaced population in the world after Sudan. According to the Internal Displacement Monitoring Centre (IDMC) there were between 3.3 and 4.9 million displaced persons in Colombia in 2009, which accounts for between 7.2 per cent and 10.8 per cent of the population.⁵ Colombia invests appropriately in education but at the time of this evaluation had not achieved the Millennium Development Goals in education.⁶ The case study is a more detailed look at efforts to achieve education for children affected by both natural disaster and conflict in Latin America's longest running conflict.

⁵ Internal Displacement Monitoring Centre, 'Americas Regional Overview', <[www.internaldisplacement.org/8025708F004BE3B1/\(httpInfoFiles\)/B72F3AFB3DCF04A4C125772500621BA/\\$file/GO2009_Americas.pdf](http://www.internaldisplacement.org/8025708F004BE3B1/(httpInfoFiles)/B72F3AFB3DCF04A4C125772500621BA/$file/GO2009_Americas.pdf)>. October 10, 2010

⁶ *United Nations Development Programme, Human Development Report 2009, UNDP, New York, 2009.*

1.2 Country context

Colombia's population of 47 million makes it the third most populous country in Latin America, after Brazil and Mexico. Colombia's economy is the fifth largest in Latin America, and with a GDP per capita of US\$4,680, it ranks 77th out of 182 countries in the world.⁷ Colombia is characterized by its strong democracy, and its ethnic and geographic diversity, but wealth is unevenly distributed across the population. The country remains one of the most inequitable in the Americas, surpassed only by Bolivia, Brazil, Ecuador and Haiti.⁸ Government data indicates that approximately 45.5 per cent of Colombians (21.4 million) live in poverty while 16.4 per cent live in extreme poverty or indigence (7.7 million).⁹

Colombia has suffered from over 50 years of conflict, the longest in the world. During the last two decades, this conflict has left more than 210,000 dead and 4.5 million displaced.¹⁰ Violence caused by Colombia's illegal armed groups such as the Armed Revolutionary Forces of Colombia (FARC), National Liberation Army (ELN) and paramilitaries has led to a vast humanitarian crisis, with a dramatic impact on children and adolescents. Peace talks have proven elusive with the latest attempt at a ceasefire ending in February 2002 after three years of a turbulent 'dialogue without negotiations'.¹¹ The security situation in Colombia improved under President Alvaro Uribe's administration from 2002–2010.

Colombia's geographical location and poor infrastructure make it highly vulnerable to natural disasters, particularly in poverty-stricken areas. Shortly after the evaluation was conducted in 2010, Colombia experienced the worst humanitarian crisis in its history. Heavy rains and subsequent flooding affected more than 2.2 million people, leaving 301 dead and 62 missing. These heavy rains caused emergencies in 710 municipalities within 28 departments and resulted in the closure of 118 schools.¹²

At the end of 2009, there were approximately 4.9 million internally displaced people in Colombia.¹³ This is the second largest number of internally displaced persons in the world after Sudan. As a result of being displaced, they tend to have limited access to basic services, such as health, education, water, as well as limited opportunities for employment.¹⁴ Of those who are displaced, 50 per cent are under the age of 18¹⁵ and between 49 and 58 per cent are women,¹⁶ who often have become heads of household.

The situation of children and youth affected by armed conflict is sobering. Children and adolescents are victims of recruitment, forced displacement, hostage taking, landmine accidents and sexual violence

⁷Ibid.

⁸Ibid.

⁹El Tiempo, 'En La Pobreza Están 19,9 Millones De Colombianos', 1 May 2010, <www.eltiempo.com/archivo/documento/MAM-3946944>.

¹⁰Leichman, Aaron, 'Threats to NGOs Prompt Calls to Colombian Gov't for Protection', *The Christian Post*, 9 May 2009,

¹¹Thoumi, Francisco, *Illegal Drugs, Economy and Society in the Andes*, Johns Hopkins University Press, Baltimore, 2003.

¹²Conexión Colombia, 'Cómo Ayudar a los Damnificados de la Ola Invernal', 30 January 2011,

<www.conexioncolombia.com/como-ayudar-alos-damnificados-dela-ola-invernal.html>.

¹³Internal Displacement Monitoring Centre, 'Colombia: New displacement continues, response still ineffective', 31 December 2009, <www.internal-displacement.org/8025708F004CE90B>

¹⁴Bello, M., 'Desplazamiento Forzado: Dinámicas de guerra, exclusión y desarraigo', Universidad Nacional de Colombia, Bogotá, 2004.

¹⁵Constitutional Court of Colombia, Writ 251.

¹⁶'The rights of internally displaced women | Colombia | IDP Voices', n.d., <[www.internal-displacement.org/80257297004E5CC5/\(httpPages\)/05EBB49A68E7297DC12572F700308D23?OpenDocument](http://www.internal-displacement.org/80257297004E5CC5/(httpPages)/05EBB49A68E7297DC12572F700308D23?OpenDocument)>.

during armed conflict by guerrilla groups, paramilitaries and security forces.¹⁷ During the past 15 years an increasing number of Colombian children have been recruited or 'volunteered' to join illegal and guerrilla forces.¹⁸ It is estimated that between 14,000 and 17,000 girls and boys, 12.8 years of age on average, are used as child soldiers in Colombia.¹⁹

In 2004, the Colombian Constitutional Court, through Decision T025, declared a state of unconstitutionality with regard to the rights of the displaced population. In the case of displaced children and their rights to basic services, Ruling 251 of October 2008 mandated the design of pilot programmes in various departments on the basis that the collective experience would culminate in the creation of a holistic public policy for displaced girls and boys.

The Constitutional Court again assessed the situation of internally displaced persons in 2009²⁰ and 2010.²¹ The conclusions were similar: that insufficient progress towards fulfilling the rights of the displaced population has been made. The Court's most recent assessment found that the Government "has not yet made a systematic and comprehensive progress in the protection of the rights of the victims of forced displacement, nor has it effectively managed to guarantee the minimum protection that should be ensured at all times".²²

1.3 Education context

Colombia's educational system is divided into three levels: preschool (three years), basic education (nine years comprising five years of primary and four of secondary) and upper-secondary schooling (two years). Public education in Colombia is decentralized and funded almost exclusively by central government transfers. In the government's approved budget for 2010,²³ US\$1.08 billion (13.9 per cent of the total budget) was allocated to education.²⁴ Funds are allocated to departments and municipalities based on student enrolment numbers and a formula that provides annual rewards for increased coverage.

There are conflicting figures for the number of children and youth with access to education. The Colombian Government states that there is full educational coverage (100 per cent) according to the gross enrolment ratio.²⁵ However, a study commissioned by the Attorney General's Office found that "only 34.1 per cent of children between the ages of 5 and 17 enjoy the right to quality education. The other 65.9 per cent either do not have access to education, have access but fail the grade they are enrolled in or pass the grade but do not learn the skills they need to succeed in personal, civil, social,

¹⁷ Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos, 'Informes Anuales sobre la situación de los derechos humanos en Colombia', OACNUDH, E/CN.4/2006/9, 20 January 2006; A/HRC/4/48, 5 March 2007; A/HRC/7/39, 28 February 2008; and A/HRC/10/032, 19 February 2009.

¹⁸ 'Informe del Secretario General sobre los niños y el conflicto armado en Colombia', S/2009/434, 28 August 2009.

¹⁹ Ibid, paragraph 16.

²⁰ Corte Constitucional, 'Auto 008 de 2009: Persistencia del estado de cosas inconstitucional declarado mediante sentencia T-025 de 2004,' Corte Constitucional, Bogotá, 26 January 2009, <<http://bit.ly/edhnlc>>.

²¹ Corte Constitucional, 'Auto 385 de 2010: Solicitud pronunciamiento del Gobierno Nacional Frente al informe de cumplimiento entregado el 1 de julio de 2010, en el marco del seguimiento a la Sentencia T-025 de 2004 y sus Autos de Cumplimiento', Corte Constitucional, Bogotá, 10 December 2010.

²² Ibid, observation No. 45

²³ Colombia's National Budget for 2010, approved by the Congress on 10/19/2009. Information for this report was collected in July–August 2010, eight months after the Budget was approved.

²⁴ El Espectador, 'Recursos para seguridad y defensa superarán por primera vez los de educación', 21 October 2009, <www.elespectador.com/economia/articulo167967-recursos-seguridad-y-defensa-superaran-primeravez-los-de-educacion>.

²⁵ Ministry of Education, 'Ampliación de cobertura educativa para atender población vulnerable mediante contratación de la prestación del servicio educativo', 2004, <www.mineducacion.gov.co/1621/article-114108.html>.

cultural, economic or political life.”²⁶ This information has been contested by the Government in the media.²⁷

Colombia’s education sector is a victim of the nation’s on-going conflict. Official statistics are difficult to gather but in schools the recruitment of youth in the schools, extortion of teachers and infiltration of illegal actors such as paramilitaries or guerrilla members in schools appears to be more common in conflict-affected areas. Government-nominated teachers refuse to accept postings in areas controlled by illegal armed groups or illegal armed forces. Teachers, in particular, are subject to harassment, including pressure to cooperate with propaganda and indoctrination, threats, forced displacement, extortion and kidnapping.²⁸ According to the Colombian Federation of Teachers, unidentified armed groups have murdered 310 teachers since 2000.²⁹

To address the matter of access to quality education for vulnerable groups, in 2004 the Government issued Decree 4313,³⁰ which set out the legal framework for outsourcing education services to the private sector. This programme was devised to “provide quality education to four of the most vulnerable groups of the Colombian population: children affected by armed conflict, indigenous populations, children with disabilities and children from rural areas.”³¹ This outsourcing process handles approximately 12 per cent of total student enrolment.³²

In 2008, while evaluating the situation and fulfilment of rights of internally displaced children in Colombia, the Constitutional Court found “serious problems in education, especially pertaining to access, permanency, flexibility and adaptability of the system”.³³ The Constitutional Court concluded that the Colombian State “has gravely ignored its constitutional duties in this respect”.³⁴ Consequently, the Court ordered the Government to design and implement programmes to guarantee the rights of peoples affected by internal displacement.³⁵

1.4 Colombia education programme and the EEPCT programme

UNICEF Colombia’s five-year country programme (2008–2012), designed with a rights-based approach, contributes to the full realization of children and adolescent rights in Colombia as recognized by international law (Convention on the Rights of the Child) and Colombian law. The programme supports national policies and plans for children and adolescents, conducts pilot projects and community interventions that promote the right to participation throughout the life cycle, and

²⁶ Procuraduría General de la Nación, ‘El derecho a la educación’, Procuraduría General de la Nación, 2006.

²⁷ There is no indication that the Government ever responded to the study using established mechanisms for scholarly review, <www.procuraduria.gov.co/html/noticias_2006/noticias_157.htm>.

²⁸ Jiovani, Arias, et al., *Escuela y Conflicto Armado: De bien protegido a espacio protector. Aportes psicosociales para enfrentar las violaciones de los DH y los DIH*, Fundación Dos Mundos, 2009.

²⁹ Education International, ‘Colombia: El takes action to end the killing of teachers’, 2010, <www.ei-ie.org/rights/en/newshow.php?id=1234&theme=rights&country=colombia>.

³⁰ Ministry of Education, *Decreto 4313*, 2004.

³¹ Ministry of Education, ‘Ampliación de cobertura educativa para atender población vulnerable mediante contratación de la prestación del servicio educativo’.

³² LaRocque, N. ‘Contracting for the Delivery of Educational Services: Private management of public schools’, New Zealand Business Roundtable, Wellington, 2006.

³³ Constitutional Court of Colombia, *Writ 251*. 2008. *Protección de los derechos fundamentales de los niños, niñas y adolescentes desplazados por el conflicto armado, en el marco de la superación del estado de cosas inconstitucional declarado en la Sentencia T025 de 2004*. Octubre de 2008.

³⁴ ‘The rights of internally displaced women | Colombia | IDP Voices,’ n.d.,

<[www.internaldisplacement.org/80257297004E5CC5/\(httpPages\)/05EBB49A68E7297DC12572F700308D23?OpenDocument](http://www.internaldisplacement.org/80257297004E5CC5/(httpPages)/05EBB49A68E7297DC12572F700308D23?OpenDocument)>.

³⁵ Constitutional Court of Colombia, *Writ 005*, 2008. *Protección de los derechos fundamentales de los niños, niñas y adolescentes desplazados por el conflicto armado, en el marco de la superación del estado de cosas inconstitucional declarado en la Sentencia T025 de 2004*. Octubre de 2008

strengthens the capacities of children and adolescents to participate in school, family and community environments.³⁶ It continues earlier efforts by strengthening the capacities of local governments to promote and protect the rights of children at the municipal level within the framework of the 'Facts and Rights Strategy'.³⁷

UNICEF Colombia's country programme operates in 11 of the 32 departments.³⁸ Priority has been given to those departments with the most need as reflected by social development and child-rights indicators. The programme's orientation towards the most vulnerable populations (rural, ethnic minority and conflict-affected) is a key element.

The 2008–2012 programme includes four component areas:

1. Child survival and development;
2. Quality education, adolescent development and prevention of HIV and AIDS;
3. Protection and humanitarian affairs; and
4. Evidence-based public policies.

UNICEF Colombia's education programme falls under Component Two, part of which seeks to increase education coverage and reduce repetition and drop-out rates, as well as scale up successful initiatives that promote gender equality in education.³⁹ Expected results include:

- Full completion of primary school and at least 40 per cent of adolescents enrolled in and finishing secondary education (Grades 9–11) in the 11 UNICEF-focused departments;
- Increased access to flexible learning opportunities, including emergency situations, for vulnerable children and adolescents.

Overall, UNICEF Colombia's education strategy is closely aligned with the strategies of the Ministry of Education. The Colombian National Development Plan 2006–2012 and the Ten Year Education Plan (2006–2016) share a common goal with UNICEF's five-year plan: to achieve universal coverage of basic education by focusing on vulnerable children, including those affected by natural disasters and complex emergencies.

Component Two actions are organized around, and support, the four Goals of the EEPCT Programme. The EEPCT programme aims to "put education in emergency and post-crisis transition countries on a viable path of sustainable progress toward quality basic education for all". It seeks to accomplish this through four goals:

1. Improve the quality of education response in emergencies and post-crisis transition countries;
2. Increase the resilience of education sector services delivery in chronic crises, arrested development and deteriorating contexts;
3. Increase the education sector's contributions to better prediction, prevention and preparedness for emergencies due to natural disaster and conflict; and

³⁶ United Nations Children's Fund, 'Colombia 2008–2012 Country Plan', 2008.

³⁷ Ibid.

³⁸ The 1991 Colombia Constitution established Colombia as a unified republic divided administratively and politically into 32 departments. A department has a governor, is administered from its own capital and has its own geographic, economic and cultural identity.

³⁹ Ibid.

4. Implement evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

Since the initial receipt of programme funds at the end of 2007, UNICEF Colombia has received a little over US\$2.65 million and has pursued all four EEPCT programme goals. The EEPCT programme allowed UNICEF Colombia to expand existing programmes, strengthen advocacy efforts on the right to education, develop new pilot programmes and sharpen its focus on the education needs of children affected by conflict and natural disaster. In total, UNICEF implemented 42 separate projects⁴⁰ in 11 departments of Colombia. At the time of the evaluation, 26 agreements were signed and 13 were set for renewal.⁴¹ Given the large number, the evaluation team grouped projects into five broad categories for explanatory purposes in this section: 1. Emergency education preparedness and response, 2. Psychosocial programmes, 3. Peace education programmes, 4. Quality education, and 5. Policy development.⁴²

Emergency education preparedness and response: guaranteeing access for all

EEPCT funds enabled UNICEF Colombia to scale up the existing education programme, 'School Looking for the Child' and expand it to new areas affected by displacement and conflict. 'School Looking for the Child' identifies out-of-school children through a door-to-door census, family visits, radio campaigns and word-of-mouth and works to eliminate the barriers that impede access to schools. It was first piloted in Armenia in the 1990s and Medellín in 2004 and then adopted by the Colombian Ministry of Education as a viable strategy to increase coverage for vulnerable children. Between 2007 and 2009, UNICEF used EEPCT funding to introduce the programme to two departments with large numbers of displaced children, thereby extending government capacity to meet the education needs of vulnerable groups in this area.⁴³

Emergency education pilot projects were initiated in the departments of Nariño, Córdoba and Putumayo. Their initial focus was to test and develop an emergency education response model. This focus has since shifted from humanitarian interventions to building emergency-preparedness capacity of department level local education officials and schools.

Psychosocial and peace programming: mitigating the effects of violence on schools and promoting peace

The EEPCT programme permitted UNICEF Colombia to implement programmes to address school violence. These programmes – Protection, Pedagogy and Children (PPN), Education, Citizenship and Peace (ECP), and Classrooms in Peace – work with teachers and students. In PPN, teachers create classroom agreements, incorporate child-friendly teaching practices and prepare youth for work as conflict mediators for more peaceful, democratic schools. In ECP, students learn good skills for citizenship and human rights education for a more peaceful community. PPN and Classrooms in Peace

⁴⁰ Although projects had distinct agreements, several followed the same line of work. The "School Looking for the Child" programme has separate contracts but was essentially the same programme. The Quality Education Models programme was implemented in six different locations and had distinct implementing partners and separate agreements.

⁴¹ UNICEF Colombia Mid-Term Review, 2010.

⁴² See Annex IX: UNICEF EEPCT Funded Programmes per Year

⁴³ It is important to underscore that UNICEF had evaluated the programme previously and based on this evidence, it was possible for UNICEF to engage with the Government to validate the strategy and secure its support for replication.

are Colombia Ministry of Education programmes⁴⁴ and therefore this support has increased the presence of the Ministry and of the Secretariat of Education in these areas.

Psychosocial programmes were also expanded and their components were used in emergencies and with conflict-affected communities. Programmes such as Return to Happiness (Retorno a la Alegría) and Psycho-affective Education and Development Programme (Pisotón) work to mitigate the effects of community violence that permeate the home, the school and interpersonal relations. These programmes provide children and adolescents with tools to better negotiate their interpersonal relationships, and promote resilience and emotional recovery.

Contributing to Development of Public Policy Related to Education in Emergencies

UNICEF is co-leader of the National Roundtable for Education in Emergencies with the Ministry of Education and the Norwegian Refugee Council (NRC). For the purpose of the humanitarian coordination mechanisms, UNICEF and NRC are co-leaders. The Roundtable for Education in Emergencies has led to policy contributions and shared lessons learned at the national and department levels. The Roundtable raises the visibility of and promotes rights-based approaches to education in emergencies.

UNICEF has a strong human rights-based programme approach. Through national platforms its overall education programme promotes increased government responsibility and resource allocation to achieve Education for All and the Millennium Development Goals. A key policy achievement for education in emergencies is Ministerial Directive 012,⁴⁵ which instructs all secretariats to develop prevention and preparedness plans for emergency education response. UNICEF, along with all other members of the cluster, contributed to this change in Ministry of Education policy.

UNICEF also contributed to education in emergencies through national coordination and advocacy groups such as the Facts and Rights Strategy, Education Everyone's Commitment, and the Education Alliance for the Culture of Peace.

2. METHODOLOGY

2.1 Purpose

The progress evaluation aimed to determine EEPCT's outcome and indicative impact as well as draw lessons and recommendations to strengthen its on-going practices and policies. Within this context, the evaluation seeks to achieve three inter-related objectives:

- Provide an outcome-indicative impact analysis of EEPCT (2006–2009);
- Examine the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (OECD-DAC) evaluation criteria as applied to education in emergencies, transitions and fragility; and
- Provide evidence-based conclusions, lessons learned and recommendations.

⁴⁴ PPN began as a programme by the United Nations High Commissioner for Human Rights (UNCHR), and Classrooms in Peace was developed by the University of the Andes.

⁴⁵ Ministry of Education, 'Directiva Ministerial 012', 2009.

2.2 Approach

In Colombia, the evaluation focused on programme implementation, results and learning related to beneficiary and education systems outcomes, with attention to the incorporation of standards, and the level of quality and innovation. The evaluation examined how EEPCT Goals were translated and adapted to the Colombian context.

2.3 Evaluation methodology

The evaluation employed a sequential mixed-methods approach – that is, it drew on quantitative and qualitative methods – to allow for broad coverage and in-depth analysis. The approach aimed to: strengthen validity through triangulation; enable the use of results of one method to help develop the instrument of the other; and extend the comprehensiveness of the findings and generate new insights.

2.4 Cross-cutting issues

The evaluation examined how five cross-cutting issues would affect EEPCT's ability to meet its goals. These included gender, rights-based programme approach, disaster risk reduction (DRR), sensitivity to conflict and fragility, and accountability, monitoring and evaluation.

2.5 Data collection and analysis

Data sources included document reviews, key informant interviews, surveys, field visits and focus groups with children, youth, parents, and educators. This information, collected in each instance according to the EEPCT programming priorities, was used to identify and link results related to approaches, processes and outputs.

Primary and secondary literature review: Accessed and integrated the primary and secondary literature developed in and about Colombia, to include government documents, publications by local and international non-governmental organizations (NGO) and academic literature.

UNICEF self-assessment: Examined UNICEF Colombia's self-assessment in which UNICEF describes the local context, specific EEPCT aims and objectives, the extent to which these aims and objectives are being achieved — and importantly, when relevant, the reasons why they are not. Responses to this assessment were used as the basis of the organization of programmes under each of the four EEPCT goals in the progress evaluation.

EE-DAC scorecard: Examined the OECD-DAC criteria for evaluating development assistance: Relevance, Effectiveness, Efficiency, Impact, and Sustainability. Specific questions were crafted to examine DAC criteria in the context of the EEPCT programme goals and related indicators. The DAC scorecard was used at the national, department and community levels with groups of United Nations personnel, NGO representatives, government employees and local educators to generate comparisons across different regions and sectors. The team was able to use the DAC scorecard with 119 individuals in Colombia.

Individual interviews and key stakeholder consultations: Conducted 32 individual and group interviews with relevant UNICEF staff, government officials, NGO staff and other key stakeholders (55

individuals in total) deemed most knowledgeable about the education sector and the EEPCT programme.

Internet-based adequacy survey: To incorporate the opinions of all EEPCT actors in Colombia, a team from the Columbia Group for Children in Adversity used an online adequacy survey to reach 47 individuals representing organizations that received direct support from, or worked in close association with, the EEPCT programme. A total of 44 individuals returned the survey. Of those who responded, 21 completed the survey, representing a 47.7 per cent 'useable' response rate. The survey was designed to provide insight into cross-cutting, operational, financial, and managerial issues relating to EEPCT and to give the team a sense of related trends.

Field visits: Colombia was one of six countries identified as case studies for the field research component of the progress evaluation. The research plan allowed for eight weeks in Colombia. During field visits the team met with 532 community-level beneficiaries. From field visits the team also documented the extent to which global and regional contributions added to country-level results.

The evaluation team chose the departments of Nariño, Córdoba and Magdalena, which contain a wealth of programmes with particular relevance to the EEPCT goals. Nariño and Córdoba were selected for their Education in Emergencies pilot projects. Both departments focus on disaster risk prevention, preparedness and risk management in response to conflict and natural disaster. The department of Magdalena was selected because its School Looking for the Child programme and the Quality Education Model programme are both large projects with a presence in other departments of Colombia. In these three departments the evaluation team also observed two peace education programmes and one psychosocial programme.

Data analysis: Field data was collected in Spanish and translated to English by the research team. Data was captured in an Excel worksheet standardized for use across six case study countries. Upon completion of data collection, results were sent to the evaluation's New York-based biostatistician for analysis.

2.6 Evaluation team

Two evaluation co-leaders directed and supervised the overall evaluation supported by a programme officer based at Columbia University, a finance administrator and a biostatistician. Co-leaders supervised and supported the work of evaluation teams in the six case study countries. They were also responsible for the implementation of global evaluation activities, and for final data analysis, synthesis and report writing.

The Colombia case study research team consisted of a team leader, two national researchers to support the evaluation, and a Columbia University research associate to support the evaluation and facilitate data collection.

2.7 Limitations

The evaluation team used a consistent template of evaluation materials to maintain a high level of coherency and quality across the research including:

- A PowerPoint presentation stating the evaluation goals, purpose, design and tools to introduce the project to stakeholders.
- User guides for each tool and instructions for all data collection methods;

Field research teams received a central training followed by in-country parallel trainings. The team adopted and adhered to the following protocols:

- Consistent data entry approach including use of consistent entry form and supervision of research teams during the fieldwork stage.
- Bi-weekly calls between research teams and the evaluation leaders.
- Scheduled data transfer from field sites to Columbia University and a set schedule for feedback and analysis.

The Colombia team took steps to ensure the highest level of quality and consistency throughout the evaluation but faced limitations such as limited possibility for randomly selected focus groups and control groups and limited separation by gender. Difficult access to some areas and strict timetables related to security prohibited control groups in some communities. Given the challenging geography and large number of EEPCT-funded programmes, the evaluation team was only able to observe first-hand one fourth of the programmes. The team focused on larger programmes with a presence in various departments.

3. EVALUATION FINDINGS

3.1 Goal One: Improved quality of education response in emergencies and post-crisis transition countries

Goal One encompasses the immediate task of restoring education to affected populations and rebuilding destroyed or interrupted education systems to support long-term reconstruction objectives.

In UNICEF Colombia's self-assessment of the EEPCT programme, progress toward meeting Goal One is reflected in the following programmes:

- The 'School Looking for the Child' programme;
- Two pilot projects in Nariño and Córdoba that focused on building emergency response capacity and emergency preparedness;
- A psychosocial programme, 'Return to Happiness' (Retorno a la Alegria), for conflict-affected children and adolescents

The ‘School Looking for the Child’ programme

The UNICEF-supported ‘School Looking for the Child’ (Escuela Busca al Niño –EBN) programme works to improve school access for vulnerable children and adolescents. It is a post-crisis strategy aimed at identifying extremely vulnerable children⁴⁶ and eliminating the barriers that impede their enrolment and retention in formal school or in a flexible learning programme. The EEPCT programme facilitated EBN systematization and evaluation, as well subsequent expansion to new municipalities. EBN has an aggressive outreach or search component. To identify out-of-school children and adolescents, the EBN programme takes a door-to-door census in pre-selected areas. Identified students are placed in a transition programme to assess their readiness to attend school and provide academic and social support to facilitate their sustainable return to formal school. To assist with education costs the programme facilitates the elimination of school fees and provides each child with a uniform and a school kit. EBN emphasizes strong family and community involvement during this process and continues to provide support for a period of one year after a student returns to either formal school or alternative education.

The EBN programme is an official government strategy for increasing access. It began in the 1990s after the Armenia earthquake, expanded to Medellín in 2004 and then, with EEPCT funding, was implemented in Ipiales and Santa Marta in 2008 and 2009. Both of these municipalities have very high numbers of displaced and conflict-affected populations. The programme, in alliance with the University of Magdalena, UNICEF and the Government of Colombia, has returned 895 children to school and anticipates returning a total of 1900 students by 2011. It covers 15 of 66 schools in Santa Marta, representing 23 per cent municipal coverage.

Table 1: Numbers of boys and girls matriculated in Santa Marta through EBN support

	Preschool	Primary School	Middle School	High School	Total
Girls (6–11 yrs)	81	224	12		317
Boys (6–11 yrs)	91	332			423
Adolescent girls (12–18 yrs)	1	45	35	3	84
Adolescent boys (12–18 yrs)	1	20	42	8	71
Total					895

EBN is effective and relevant. Many adolescents in the programme had not participated in school for years and had only primary school education (see Table 1). As such, the results of this intervention are especially encouraging because programme staff reported that adolescents who have been out of school for several years are a challenging group to reintegrate. Approximately 30 University of Magdalena education students manage the outreach and census process as well as the transition programme with children and their families. The schools where identified children enrol are hubs for flexible education programmes and/or regular formal school. The EBN programme in Santa Marta

⁴⁶ In Colombia, the term ‘vulnerable children’ refers to working children, displaced children, extremely poor children, children with disabilities and indigenous and afro-Colombian populations.

partnered with Pisotón,⁴⁷ a psychosocial programme to ease the transition to formal schooling with an emphasis on the emotional needs of children and teacher training. This component was highly valued by focus group participants. Focus groups revealed that participants perceived the programme as successful and relevant.

While the ‘School Looking for the Child’ programme seeks to increase access, it also incorporates quality teaching and learning initiatives. The teachers involved reported improvements in their ability to teach (4.3) and in the quality of the training (4.3) received since the programme began.⁴⁸ The EBN scored positively in these areas, as did other EEPCT programmes in Chart 1.⁴⁹

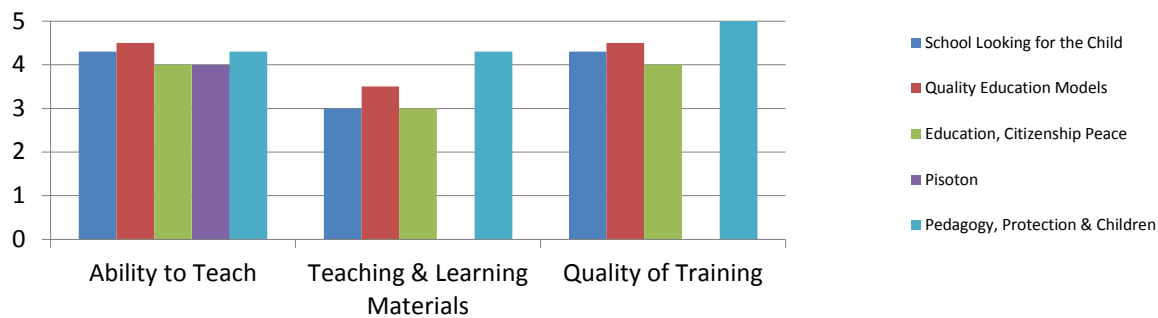


Chart 1: Focus group results with teachers across select EEPCT funded programs

In focus group discussions, teachers reported a shortage of classroom resources needed to best serve newly matriculated students. They felt this shortage of materials compromised their ability to properly work with students. They ranked the quality of teaching and learning materials as the same (3) as prior to programme inception. Three focus groups of students listed lack of supplies as one of four major programme weaknesses. Children in the School Looking for the Child program are provided with a uniform and a learning kit.

The process to identify students to be included in the EBN programme was found to be very strong in Santa Marta and clearly responds to Goal One of the EEPCT programme. In focus groups with participants, the majority of students self-reported being displaced and or victims of conflict. In Ipiales the search component and its capacity for identifying displaced children was unclear. Among four focus groups of randomly selected youth, approximately 85 per cent were students who had left their previous institution because of behaviour problems. Less than 10 per cent of these participants referred to themselves as displaced and 90 per cent had been out of school for three months or less.⁵⁰ The students reported hearing about the programme on the radio or being referred by their previous school after being expelled due to behaviour problems. In this location, it appears that students were not identified in their homes and many did not receive home visits. As students with behaviour problems or students who have recently left schools are also at risk for abandoning their formal education, the EBN programme employed an appropriate student identification strategy in this location. However, this

⁴⁷ The Pisotón programme promotes psycho-affective education and strategies to deal with the emotional health of students. It is the product of research initiated in 1990 at the University of the North in Barranquilla, Colombia.

⁴⁸ A score range of 1-5 was used with 1 being ‘much worse’ and 5 being ‘much better’.

⁴⁹ The other EEPCT-funded programmes are described under Goals 1, 2 and 3 of this report.

⁵⁰ Focus Groups 7–10; 26 July 2010.

process could be strengthened through similar partnerships like those observed in Magdalena (the contribution of university students dedicated to outreach) to better identify students who have been outside the system for longer periods of time.

The evaluation team determined that while clear procedures for selecting the zones of influence existed in the EBN programme, the presence of illegal armed groups influences school attendance and permanency in the system. In focus groups, coordinators and teachers commented that truancy and the eventual abandonment of the education system by programme participants could be attributed in part to negative influences or threats by such groups. The evaluation team did not find evidence that specific activities were in place to mitigate this risk but recognized that the programme possibilities for intervention are limited.⁵¹

In conclusion, the 'School Looking for the Child' programme is complete in that it works to eliminate important barriers to education by providing economic, psychosocial and academic support. This programme has broad alliances and financial contribution from the Ministry of Education, the private sector and universities. It has an aggressive search component and demonstrates effectiveness at matriculating students. The programme goes beyond access and also focuses on the quality of teaching and learning. Cost effectiveness is not known as unit costs per student have not been calculated and similar programmes were not seen in the evaluation areas. The strategy has been adopted by the Ministry of Education and by the private sector and universities. Participants of the programme are followed for one year. Parents expressed concerns that once their children were enrolled in formal school, financial and material support ended after the first year. Whether or not this will affect student retention was not evaluated given the programme is relatively new and does not possess longitudinal data. Finally, while this programme has not been piloted during an acute emergency and is considered a post crisis strategy, various components, in particular the 'search' component, show potential as replicable in emergencies to identify and ensure access of displaced children and adolescents.⁵²

Pilot projects to increase access in emergencies

In partnership with the Colombian Ministry of Education, NGOs and local education officials, UNICEF initiated pilot projects in Nariño and Córdoba to operationalize the right to education in communities affected by conflict and natural disaster. These pilot projects were in response to the high incidence of internal conflict and extensive flooding that led to massive displacements there in 2007.

UNICEF used pilot projects to highlight the education needs of children who are victims of armed conflict and natural disaster, and to develop quality education in the acute phase of the emergencies. The programmes were considered as laboratories for learning. The initial objective was to meet the urgent education needs of displaced students but the ultimate goal was to build capacity of national and local education and emergency authorities to adequately meet the education needs of displaced children and adolescents. The pilot projects operated in two distinct phases. The first phase was the development of the education response in an acute emergency. In Nariño, the first phase of the pilot project was implemented by the International Rescue Committee (IRC). The second phase was

⁵¹ A similar finding was found in a 2009 evaluation of EBN. See: Corporación para el Desarrollo y la Gestión Social (CODESOCIAL), 'Evaluación del Programa "La Escuela Busca al Niño-A"', Colombia. May 2009, p. 59.

⁵² The search component consists of the following: identification of out-of-school children and adolescents; door-to-door census in pre-selected areas; placement in transition programmes that assess readiness to attend school; and the provision of academic and social support to facilitate return to formal school.

implemented by the Refugee Education Trust Fund (RET).⁵³ This second phase focused on strengthening the Department of Education and corresponding schools in emergency preparedness, and the incorporation of school and municipal-based emergency prevention and preparedness plans. Findings from Phase One of the pilot projects are analysed under Goal One of the EEPCT programme. Phase Two results are covered under Goal Three and examine the pilot projects' activities as they relate to prediction, prevention and preparedness.

The pilot project in Nariño was “the first opportunity to try to apply and operationalize INEE minimum standards for education in emergencies”.⁵⁴ It consisted of two phases each carried out by a different implementing partner. UNICEF's implementing partner, the IRC, responded to the education needs of displaced children in the acute emergency. The project focused on direct service delivery of recreational and educational opportunities and reached approximately 6,000 children and adolescents in 22 municipalities within the first year and a half.⁵⁵ The project had a strong focus on ensuring access and meeting the education, protection and psychosocial needs of children. The project adapted an integral approach to meeting the education needs of students by focusing on the whole child and their school environment. Safe spaces and temporary classrooms were provided when local schools were unable to absorb the displaced community or when children needed a transition programme to encourage their readiness for formal schooling. Select receptor schools benefited from improvements in infrastructure, sanitation and school feeding. The project created broad alliances with other humanitarian actors, as well as national and local governments. It also leveraged additional funding⁵⁶ to assist with education, school feeding and improved school sanitation.

In Córdoba in 2007, flooding affected 2,000 families, schools were reportedly closed or used as shelters, and numerous persons were displaced.⁵⁷ Like the Nariño project, the Cordoba pilot project initially focused on integrating education into the emergency response. Kits were distributed and safe spaces for study provided to the communities. While the rains and flooding in 2007 were particularly heavy, historically this region of Colombia is affected by annual flooding. School closings were frequent as displaced families sought shelter in schools until the waters subsided. Teachers and education officials in the region described school closings as part of the cultural fabric of the department. Teachers were accustomed to additional vacation time and a shorter academic year. Weeks lost to flooding were typically not recovered. The first phase of the Cordoba pilot project ended rapidly as the situation stabilized and quickly moved to addressing the need for prevention and preparedness of the schools and the department. These initiatives are further elaborated under Goal Three of the EEPCT programme.

In Phase 1 of both pilot projects, EEPCT began laying the groundwork for capacity building of schools, communities and education authorities to prepare emergencies. The pilot projects established departmental level Roundtables for Education in Emergencies composed of other humanitarian actors, education officials, health and protection officials, and educators. Both pilot projects shared information with the members of the National Roundtable for Education in Emergencies (Bogota), creating a

⁵³ The IRC left the country after 18 months of implementation due to insufficient funds. UNICEF removed support from the programme for a period of four months until the Refugee Education Trust Fund was identified as the implementing partner for Phase Two.

⁵⁴ Interview 7; July 21, 2010.

⁵⁵ Adapted from UNICEF Self-Assessment, July 2010, p. 21.

⁵⁶ The IRC leveraged the EEPCT funding by securing additional support from Stichting Vluchteling (SV) and the Bureau of Population, Refugees and Migration (BPRM).

⁵⁷ Hernandez, Raul, 'Permanencia y Mejoramiento de la calidad de la educación en las escuelas en riesgo por la emergencia invernal', Project Proposal, OPCION LEGAL, Bogota, 2009.

platform for dialogue marked by upstream policy development around emergency education stemming from concrete efforts to achieve education for all at the community level.⁵⁸

Evaluation of the Nariño pilot project took place after the acute emergency and was therefore limited. There was an average lapse in programme activities of one year due to the withdrawal of UNICEF's implementing partner, the IRC from Colombia. First-hand observation of emergency education response could not be evaluated in the municipalities visited. The evaluation team spoke with the Refugee Education Trust Fund (the organization that now implements the second phase of the pilot project), the Secretariat of Education, former IRC employees and beneficiaries, as well as 70 individuals in six focus groups from five of the 22 municipalities that had direct experience with the IRC programme. Municipal visits were made to four of the nine prioritized communities of the pilot project. Visit times were limited to four or five hours due to distance and insecurity. The municipalities selected for evaluation were therefore chosen purposively to mitigate these risks.

The Secretariat of Education and communities expressed a high level of appreciation for the quality of the IRC-supported emergency education programme. In focus group discussions, children and youth said their feelings about their school had improved greatly (an average score of 4.7). This research did not include observations of temporary classrooms and all students interviewed were either fully enrolled in the formal education system or an alternative programme. However, the programme literature, interviews with key stakeholders and focus groups with teachers and students corroborated the view that the emergency education programme was relevant and reflected several INEE minimum standards for emergency education. "The recreational materials and the teaching kits were great. We had musical instruments, art supplies and books. The kids and the parents really appreciated the breakfasts. Without it I don't think many kids would have eaten."⁵⁹

At the national and department level, there was near consensus on the relevance and effectiveness of the Nariño Phase 1 pilot project as a model or roadmap for future emergencies. There was also a great appreciation of the programme in the communities. Focus groups results showed that students who participated in the Education in Emergencies pilot project saw positive changes in their feelings about school as well as their participation in problem solving.

Teachers in the pilot did not see changes in their ability to teach or the quality of their teaching (reporting an average score of 3). They did report an increased awareness of the emotional needs of their students in emergencies and the incorporation of child-friendly strategies in the classroom. Teachers reported the training was not continuous or sufficient in length or frequency but they did feel that the provision of teaching kits was integral to their ability to teach properly. Teachers also appreciated the academic aspects (Nariño) and the provision of materials (an average score of 4).

Although supplies and materials were distributed in all evaluated schools, there is evidence of gaps in uniformity, equity and timeliness – particularly the kits. For example, teachers reported having to share the contents of teaching and recreation kits with colleagues. In addition, the kits had not been revised to accommodate the different age groups of recipients (i.e., primary and secondary students received the same kit). Of 700 kits promised, only 200 had been provided at the time of the evaluation despite only weeks remaining in the project cycle in Nariño.⁶⁰

⁵⁸ The IASC Education Cluster is an open network of UN, NGO and government actors. UNICEF has been co-lead of the Cluster since 2007 and contributes in areas of technical support, policy development and coordination.

⁵⁹ Interview 13; 28 July 2010.

⁶⁰ Interview 15, July 29, 2010

Overall, emergency classrooms eased the pressure on local schools absorbing displaced children in Nariño in the acute emergency. It also demonstrated to local and national authorities how children's right to education in emergencies could be guaranteed in the midst of heavy displacement and emergency. However, the transition from the acute emergency to post-conflict programming demonstrated gaps in both education service delivery and integral programming. There was no established monitoring system within the pilot projects that documented whether or not students remained in their receptor schools or re-enrolled and remained in schools in their communities of origin after a voluntary return. Education information systems and local/regional authorities could not provide reliable and timely statistics to monitor student retention of children in situations of displacement or return.⁶¹

In two observed communities, displaced students remained in their new communities and integrated into local schools.

In general, the integration into local schools was a positive step towards meeting the long-term education needs of these students after the acute emergency. Matriculation brought stability to both the child and the family. Multiple study shifts were implemented to accommodate the new students. In focus groups, the evaluation team found that placing students in separate shifts had both positive and negative results. In one school, separate shifts were established because students were enrolled in flexible learning programmes that provided additional emotional and academic support to better prepare them for full integration at a later date. In other instances, separate shifts were established because the number of displaced children was too great to accommodate at the same time as the other children. The negative consequence of the separate shift as reported included feelings of inferiority or discrimination by students and displaced educators.⁶²

The overall cost of the IRC-supported emergency education pilot project in Nariño could not be determined during the course of the evaluation as a variety of resources were secured by the IRC independent of UNICEF's contribution. EEPCT funds supported the programme with US\$164,000. This was the largest single grant given to an EEPCT implementing partner. The programme also leveraged funds and support from Emergency Relief Funds (ERF), governmental and non-governmental sources, especially towards supporting school feeding, water and sanitation and mobile health units. The UNICEF pilot project experience did not have a calculated unit cost per beneficiary in Nariño and did not facilitate benchmark costs for future planning purposes to ensure that quality emergency education responses are properly budgeted.

Psychosocial support for children in emergencies: Return to Happiness (Retorno a la Alegria)

UNICEF's Return to Happiness psychosocial programme for children affected by conflict originated in Mozambique and was adapted to the Colombian context. The programme is used to mitigate the effects of violence on children and adolescents and promote resilience and well-being. In Colombia it was also used as a strategy to prevent the recruitment of youth by illegal armed groups. The methodology was used in the departments of Chocó, Cauca and Cordoba in four separate projects. Its objectives focused on the emotional recovery of children and youth affected by armed conflict and the

⁶¹ The National Matriculation System (SIMAT) does not have a subset that follows the matriculation of displaced students from one location to another.

⁶² Focus groups discussions 13, 14, 15, 16, 25 and 26.

prevention of recruitment of children and adolescents in these areas.⁶³ In 2009, six months after the projects were finished, the EEPCT programme financed an evaluation of this methodology⁶⁴ and findings indicated that it was relevant, effective and showed promise of sustainability. Some recommendations indicated that it needed more institutional support with local authorities and that the short nature of the methodology (12–15 months) would benefit from longer programme cycles.

Modules of the 'Return to Happiness' methodology were incorporated in the emergency response model in Nariño and Quetame. The specific modules or techniques adapted from this methodology to the emergencies were not mentioned in project documentation. The evaluation team concluded that the emphasis on the psychosocial recovery of children in emergencies was considered an integral part to the emergency education response yet a systematization of the psychosocial modules was not observed.

In conclusion, the above-mentioned programmes did contribute to Goal One. The Nariño pilot project proved a successful model and was replicated with success in Quetame,⁶⁵ Florencia,⁶⁶ and La Mojana in collaboration with the Ministry of Education. The Nariño pilot project had a strong focus on ensuring access in the acute phase of the emergency and the 'School Looking for the Child' programme developed strategies to increase access post emergency. UNICEF's support to both programmes helped extend the Government's capacity to successfully integrate vulnerable children into the education system. The Nariño pilot project had a child-friendly focus in the acute emergency but did not have an observable or documented strategy to monitor or guarantee the education and protection needs of children post-emergency. Finally, the quality of teaching and learning was not evaluated in the acute phase of the emergency. While the pilot project can report on access, the project cannot account for student performance, student learning or student retention. Likewise, the 'School Looking for the Child' programme can report on access but cannot yet measure student retention over time given its recent implementation.

3.2 Goal Two: Increased resilience of education sector service delivery in chronic crises, arrested development and deteriorating contexts

In the absence of common definitions regarding resilience, there is flexibility to interpret what types of programmes best foster resilience. The evaluation team relied on the responses in UNICEF Colombia's self-assessment to determine which programmes were contributing to Goal Two. As such, three programmes were identified as contributing to the resilience of the education sector: Quality Education Models (QEM); Ethno Education; and Technical Assistance to the Secretariat of Education and educational establishments for the coordination of middle and secondary education for work and human development. Of these, the only programme observed by the evaluation team was the QEM in

⁶³ These four programmes were not part of the EEPCT programme but rather were managed through Protection and Humanitarian Affairs (Component 3), of the UNICEF 2008–2012 programme.

⁶⁴ Solano, Forero Oscar, 'Informe de Evaluación: Proyecto evaluación de la metodología Retorno a la Alegría como estrategia de recuperación psicosocial y como componente de la estrategia de prevención de la vinculación de los niños, niñas y adolescentes a los grupos armados ilegales', Bogotá, Colombia, 2009.

⁶⁵ Quetame is a city located approximately 68 km from Bogota. In 2008 an earthquake in the city damaged local infrastructure including schools. The Ministry of Education, UNICEF and the Department of Education replicated the pilot project in Nariño and insured the continuity of classes for the children in this municipality.

⁶⁶ Heavy flooding had occurred in Florencia at the time of the evaluation in July 2010. The National EiE Roundtable and MoE presented the situation and its EiE response to the evaluation team. This is another example of 'replication' of the emergency education response model.

Magdalena.⁶⁷ The others were analysed through a literature review and, in the case of the remaining QEM programmes, a coordinator interview.

Quality Education Models programme

Quality Education Model (QEM) is a programme carried out in Magdalena, Bolívar, Boyacá and Chocó, Soacha and Bello. It is implemented through local partners and developed in accordance to the needs of each local context. In the six projects, quality education is promoted in collaboration with UNICEF, departments of education, private sector partners (usually foundations), local schools, education officials, students and families. While the programme has different objectives in each location, it shares the common strategy of working with educational authorities and other stakeholders to develop Institutional Education Projects (PEIs), which seek to improve the quality of education in participating schools and ensure the access and retention of vulnerable children and adolescents.⁶⁸

In Magdalena, at the time of the evaluation, the QEM project was in Phase 2 and had scaled up from 17 to 19 schools and from 100 to 212 participants consisting of teachers, students and parents.⁶⁹ Focus groups highlighted the participatory model of the QEM programme, which promotes inclusion and treats learners as active participants in their own educational system. One beneficiary explained the change since programme implementation: “Now the professors are no longer dictators of the school, they are more our friends”.⁷⁰ Parental involvement and participation in schools can promote resilience. Another stated: “There are connections between parents, teachers, students and directors of the school. Before it [the educational model] was just the responsibility of the principal, now they are trying to integrate the parents.”⁷¹

Results from focus groups with educators in the programme rank student participation in problem solving as much better (an average score of 5). This ranking was significantly better when compared to the average rankings of educators in other EEPCT-funded programmes. Students also perceived their experiences in the programme favourably, ranking their levels of participation in the schools as better (4) when compared to their experiences prior to the programme’s inception.

During focus group discussions with participants from a cross section of the 19 schools participating in the programme in the department of Magdalena, participants ranked ‘teaching and learning’ as the programme’s greatest strength. They cited ‘more attention paid to children’ and ‘new learning methods’ as strengths, indicating satisfaction with the quality of learning and new methodologies shared. Finally, they ranked ‘participation’ as a strength and liked that the programme encourages integrated (student, teacher, parents and community) participation. However, ‘*low participation*’ was also cited as a major programme weakness. Low participation was characterized in participants’ comments that there were too few students and educators per school and this lead to a sense of isolation. While participants agreed with programme direction and valued participation, they believed programme expansion and additional teacher participation was necessary. See Table 2 below for further details.

⁶⁷ The Quality Education Models (QEM) programme is implemented in various departments. The distances between departments (accessible only by plane) did not permit observation of more than one.

⁶⁸ UNICEF Self-Assessment document, July 2010, p. 19.

⁶⁹ Fundación CINDE, ‘Informe cooperacion holandesa marzo 010’, CINDE, 2010.

⁷⁰ Ibid, 12 August 2010.

⁷¹ Interview 23; 12 August 2010.

Table 2: Strengths and weaknesses of the Quality Education Models programme

Strengths	# Responses	Weaknesses	# Responses
Teaching and learning	17	Lack of support from education community	7
Community participation	10	Teaching and learning	6
Conflict resolution	2	Lack of resources	5
Human values	2	Low participation	3
		Poor communication	2

QEM, like the previously mentioned programmes under Goal One, built alliances between key actors in each department. The programmes partnered with education officials, universities and the private sector. Alliances brought new resources to schools and an important emphasis on quality. The model in Magdalena promoted the integrated, non-violent development of children and adolescents and emphasized the involvement of all members of the educational community, particularly parents. Focus group participants reported excellent results for Magdalena's QEM programme. However, the programme is limited by insufficient coverage in terms of beneficiaries per school as project documentation indicates only 212 direct and 26,500 indirect student beneficiaries. Therefore, this programme is not likely to effectively increase resilience in the department given its insufficient representation.

While Magdalena has a large displaced community, it is not obvious how this programme differentiates their needs from those of poor or indigent children or children with disabilities. The strategies employed and the focus of this programme is not particular related to emergencies. The evaluation team did not see a strategy that recognizes the particularities of the displaced population. The link between this programme and the resilience of the education sector in an emergency could not be identified.

Ethno Education and Technical Assistance⁷²

The Ethno Education and Technical Assistance programmes work to make education more relevant to the learner. The Ethno Education programme in Guambia grounds the school curriculum in cultural traditions and indigenous language. 'Technical Assistance' is an initiative to align the secondary education curriculum with labour market demands to increase schools' relevance and strengthen linkages to viable post-secondary job opportunities. The latter two programmes could not be evaluated to determine if they promote resiliency in an emergency.

Focus group participants at the national and department level felt flexibility of the Ministry of Education (MoE) was essential in promoting school resiliency in emergencies. Teacher placement was also cited as a concern. Focus group respondents repeatedly mentioned that in situations of acute emergency or confinement, there is a lack of teachers as MoE teachers are often not from communities and refuse their nominations in these difficult areas. The solution that most municipalities use is the outsourcing to private education companies. Repeatedly the evaluation team observed that this was not a rapid or simple solution. It was observed that outsourcing teachers from private companies in EEPCT-supported areas was a lengthy process, and school directors' report that it can take months before a candidate is identified. This may result in students missing school for weeks or months until placement

⁷² The complete name of the project is 'Technical assistance to ministries of education and educational institutions for the articulation of the upper secondary education and education for work and human development and enterprise guidance'.

is made.⁷³ One mayor from a conflict-affected zone estimated that 500 students were out of school in his community education centres due to a lack of teachers.⁷⁴ The ability to quickly and reliably appoint teachers in difficult areas was repeatedly mentioned by community members as vital to promoting resiliency of schools in areas affected by conflict.

Quality Education Models, Ethno Education and Technical Assistance are programmes that produce excellent results in increasing community participation and relevance of education to learners but do not exhibit a specific set of strategies to promote resilience in emergency situations. The QED programme in Magdalena had insufficient beneficiary coverage to sustain change over time. Overall, the programmes do not appear to contribute solidly to Goal Two.

3.3 Goal Three: Increased education sector contribution to better prediction, prevention, and preparedness for emergencies caused by disasters and conflicts

Goal 3 involves the development of strategies and tools that the education sector can employ to better predict, prepare for and, when possible, prevent emergencies. In UNICEF Colombia's self-assessment document, progress toward meeting Goal Three was attributed to the following programmes: 'Education, Citizenship and Peace' (ECP), 'Classrooms in Peace', 'Golombiao', 'Pisotón' and the pilot projects in Nariño and Córdoba.

Prevention, prediction and preparedness in the EEPCT programme: pilot project in Nariño and Cordoba

Phase 2 of the pilot projects focused heavily on disaster risk reduction, the institutionalization of emergency education response and influencing local education policy. In Cordoba, the implementing partner, Legal Option, determined that despite the frequency of flooding in the area, neither schools nor local authorities were prepared to mitigate the effects of flooding on children's right to education. The project worked at three distinct levels. It worked nationally by coordinating its efforts with the MoE, on a regional level with education officials and local government, and at the municipal level with mayors, civil society and schools. A department level Roundtable for Education in Emergencies unified humanitarian, emergency, education and government actors around the importance of keeping schools open in moments of crisis and discontinuing the practice of using schools as shelters. The network spread technical and financial responsibility across the community and government therefore integrating health, protection and education perspectives in the planning process to best promote an integrated child-friendly EIE response. The network met on average four to six times a year.

The pilot project constructed a participatory diagnostic tool for schools focused on natural disasters. Results from these assessments were analysed and solutions to mitigate the effects of natural disaster on the schools were then integrated into a variety of school, municipal and department-based planning documents. Within the space of a year and a half, these diverse committees were working in over 14 different municipalities across the department, and supported 20 School Committees for the Prevention of Disaster (CEPADs) and various School Environmental Projects (PRAES).

The pilot project initiated important cultural changes in the department. Surveyed educators, government officials and students felt that school closures in emergencies were no longer acceptable a

⁷³ Focus Groups # 7, 9, 11, July 2010.

⁷⁴ Interview # 14, 27 July 2010.

year after the programme began. The department of Cordoba and the municipality of Lorica⁷⁵ dedicated personnel time to the coordination process and earmarked funding to the process. “Today, schools are developing Institutional Improvement Plans and Institutional Educational Projects with strategies to prevent absenteeism or school desertion during flooding and guarantee that children stay in school during floods.”⁷⁶

The pilot project also worked with the MoE and the SoE to adapt strategies that ensure the quality of the EiE response. Local solutions included the development of a flexible curriculum to be introduced and used in short-term emergencies. This curriculum provides students a home-school option to study individually or with groups until schools reopen. Teachers contributed to this process and received training. At the time of the evaluation, the curriculum was developed but in need of pilot testing. The University of Córdoba is scheduled to pilot test the curriculum in 2010–2011. Another example of local innovation was to make the academic calendar more flexible to adapt to the rainy season. One school changed its academic calendar during the course of the EEPCT programme.

The evaluation team felt that the emphasis on integrating education into emergency planning at the local level was important and provided a platform for coordination, advocacy and sustainability. The impact of these committees during an emergency was not measurable at the time of the evaluation. In the absence of an emergency, the effectiveness of these committees cannot be measured beyond the output level.⁷⁷ Various focus group participants expressed concern that in an actual emergency, plans may not be properly executed or earmarked resources available. This lack of confidence in government and some public officials is secondary and a risk in any project that involves support from external actors. What is clear is that the pilot project had a strong focus on disaster risk reduction and was focused on preparation and planning to mitigate the effects of natural disaster on the education system.

The evaluation team visited three participating schools, held six focus groups with 26 teachers and 40 students and met with local education authorities. Teachers and students responded to questions regarding the programme’s contribution to prevention and preparedness, improvements to teaching and learning, changes in student interactions and increased solidarity in schools vis-à-vis emergencies.

Despite each department’s emphasis on preparedness and strengthening of the SoE, in general educators and teachers did not feel more prepared for an emergency. The strong focus on the institutionalization of school and community preparedness and contingency planning has not led to a perceived change in their preparedness for an emergency at the institutional level. One focus group participant commented, “If today we had a major emergency again, the schools would simply be used by the community as shelters because there are no shelters that are adequate for victims.”⁷⁸

Departmental clusters for education in emergencies did demonstrate progress. Coordination and emphasis on preparedness and the institutionalization of contingency and emergency plans led to statistically significant higher DAC scores at the government and departmental levels than at the community level (3) from focus group discussions.

⁷⁵ The municipality of Lorica is ‘certified’ and therefore has autonomy in the planning, supervision and execution of education resources.

⁷⁶ Interview # 29, August 12, 2010.

⁷⁷ In the revision process of this evaluation, UNICEF Colombia commented that Cordoba was better prepared to mitigate the effects of the December 2010 humanitarian crisis than other departments in Colombia in part due to the efforts of the pilot project. Although this occurred post evaluation and the evaluation is unable to verify it, this information is encouraging and implies that UNICEF’s emphasis on local coordination and advocacy is technically sound.

⁷⁸ Focus Group # 5; 04 August 2010.

Student respondents' perceptions of personal security and safety and their perceived capacity to protect themselves in a future emergency. Across several EEPCT-funded programmes, feelings of preparedness are mixed. Despite the strong focus on preparedness in the Nariño and Córdoba pilot projects and the institutionalization of school- and municipal-based contingency plans, children and youth did not feel more able to protect themselves in a future emergency (an average score of 2.5). In comparison, respondents in the Golombiao and PPN programmes reported that their ability to protect themselves was much better (an average score of 5) and better (an average score of 4) respectively. The remaining programmes reported the ability to protect themselves as the same or worse. It is worth noting that the improved feelings of security and preparedness in Golombiao can in part be attributed to the strong political support to the indigenous community and the established methodology there.

Feelings of security are most likely directly linked to the levels of insecurity in communities. EiE and PPN are both programmes implemented in communities significantly impacted by conflict. While some progress is seen (3.3 and 3.4 respectively), a clear change in participants' feeling of security was not found despite the explicit orientation of these programmes in responding to situations of risk. "Today there are more situations of vulnerability and higher risk of recruitment. Today, we don't have resources to cope with that."⁷⁹

This perception is shared by the parents from a municipality covered by the EiE programme in Nariño. As a focus group respondent noted: "The kids have to study in the afternoon, they don't have the right to study in the morning, the other students (not displaced) of the school use it, but our kids have to go in the afternoon. The children get home at night, it is dark and they run home at night because it is a dangerous area."⁸⁰

Finally, access to trustworthy, timely and relevant information is a basic component for programme management and particularly for the prediction and prevention of and preparation for emergencies caused by natural disasters and armed conflict. With improved Education Management Information Systems (EMIS), making timely and informed decisions that protect the right to education for children affected by natural disasters and forced displacement can be strengthened. The National Matriculation System (SIMAT – the official register of matriculated students in the country) for example, would require integration with the National Register of Displaced Individuals (SIPOD – the official government register of displaced individuals) regarding data about displaced children and adolescents to try and identify how many displaced children might be outside of the school system. "The relationship between SIPOD and SIMAT shows a disconnect. Many children are lost in crossing from one to the other."⁸¹ Likewise, it will be important to investigate possible interactions with the Early Warning System (SAT)⁸² and its mechanisms so that it passes relevant information to the Inter-active Education Infrastructure Consultation System (SICIED), the MoE database that monitors school infrastructure needs in the country. Challenges in EMIS for Colombia are well known and discussed in the National Education in Emergencies Roundtable education cluster but the evaluation team found no observable progress towards resolving these key issues.

Many schools visited had significant infrastructural limitations affecting their ability to provide safe, child-friendly environments. These included insufficient toilets, flooded school yards, leaking roofs, one

⁷⁹ Focus Group 22; 12 August 2010.

⁸⁰ Focus Group 15; 27 July 2010.

⁸¹ Interview 6; 19 July 2010.

⁸² This tool monitors credible information on violations of human rights resulting from internal armed conflict. It produces reports that are shared with local government to ensure adequate response at the municipal and departmental level."

entrance and exit to the school, lack of first aid kits, school lunch areas overrun by pigs, or unhygienic food preparation conditions. UNICEF did not use EEPCT funds to address these health and safety concerns in schools. In a middle-income country such as Colombia, UNICEF focused on institutional and governmental capacity building to address such problems. In particular, EEPCT focused on the development of school and municipal based preparedness plans and did not intervene directly in issues of infrastructure or school environment. The focus in the pilot projects was on ensuring access in emergencies by strengthening the Secretariats of Education and proper planning with local authorities. EEPCT resources would have proven insufficient in addressing all of the above-mentioned problems; however these safety and health issues appeared to hamper students' ability to access safe schools in emergencies or post emergency. Focus group respondents suggested accompanying the pilot projects (with its emphasis on government capacity building) with specific quick impact projects that ensure safe school environments. In some observable instances UNICEF did try to address these issues by advocating with local education authorities to address these problems and leverage funding sources through mechanisms such as Law 21 and government royalties to improve school infrastructure and safety in emergencies.

Finally, projects in this context need to look beyond the impact of natural disasters. A complete risk assessment conducted in Córdoba yielded data from 630 surveys about the effects of floods on schools but ignored the impact of armed conflict. Projects that consider emergencies caused by natural disasters and those caused by armed conflict separately cannot generate comprehensive preparedness plans. A Legal Option staff member remarked, "One year into the programme, we became aware of difficulties that affect the right to education, some new and others more structural; violence and illegal armed groups generate fear and uncertainty in the school environment and there are constant threats coupled with forced recruitment in the schools."⁸³

It is important to note that the security situation is volatile and changing in areas where EEPCT implements its pilot projects. The presence of illegal armed groups and armed conflict may contribute to overall feelings of insecurity in the beneficiary population that UNICEF can only partly address through the pilot programmes.

Peace education and psychosocial programmes

INEE minimum standards maintain that peace education programmes are fundamental components of emergency education programmes. Their initiatives cannot be considered separately from education in emergencies. EEPCT-supported projects such as Pisotón, Education, Citizenship and Peace (ECP) and Pedagogy, Protection and Children (PPN) provide age-appropriate tools for conflict management and facilitate emotional maturity, skills in conflict resolution and emotional healing. Educators in such peace education programmes commented: "[W]hile the coverage is limited, changes in attitudes of children vis-à-vis their parents can be seen. We also see changes in how they express themselves. The children are less aggressive."⁸⁴

Overall, educators reported that peace education programmes improved children's ability to handle interpersonal conflicts, led to enhanced feelings of participant solidarity and promoted student interaction (with average scores between 4 and 5). However, these programmes do not work in coordination with one another or incorporate aspects of prevention and preparedness.

⁸³ Hernández, Raúl, Informe Final del proyecto. *Mejoramiento de la calidad de la educación en las instituciones educativas en riesgo por la emergencia invernal*, Corporación Opción Legal, August 2009, p. 12

⁸⁴ Interview 22; 11 August 2010

While educators reported that peace education programmes were useful in providing them with tools to handle conflict in the schools and teaching strategies for engaging learners and keeping classroom climates positive, there were too few direct beneficiaries to generate sustainable change in these schools. For example, of the 926 educators across all EEPCT-supported schools, only 29 were direct beneficiaries. Likewise, of the 35,650 students in EEPCT-supported schools, only 105 participated in peace education programmes. In general, the evaluation team noted that training of trainers models are being used as a strategy for dissemination of information. Both student and educator focus group participants who received training with the PPN, ECP and Pisotón programmes emphasized the importance of replication and their own insecurities in being the only formally trained members of the school to handle this responsibility without losing the quality of the content.

Common in most peace education programmes, there is a weak link between strategies that promote the construction of good citizenship and an actual reduction in violence external to the school. The projects developed under this concept are highly valued by communities, and the evaluation team concluded they have the capacity to provide students with the emotional and intellectual tools to better navigate the effects of violence in their schools and communities. They are, however, limited in their contribution to prevention, prediction and preparedness vis-à-vis emergencies under Goal Three primarily due to low numbers in the programmes. Participants in these programmes exhibited remarkable leadership qualities, were extremely articulate and referred to themselves as good students who never missed school.

Teachers and students remarked that the peace education and psychosocial programmes helped in dealing with daily struggles in school between friends, teachers and family. It also successfully incorporated emphases on human rights education and competencies for good citizenship. They acknowledged that the programme did not specifically provide the space to talk about problems linked to the presence of illegal armed groups in the community. A more targeted programme approach that concentrates on students who are at a higher risk for participation, exploitation or recruitment by illegal actors (e.g., those in single parent households, lower income families or with known siblings participating in groups) was also lacking.⁸⁵

3.4 Goal Four: Evidenced-based policies, efficient operational strategies and fit-for-purpose financing instruments

UNICEF Colombia identified the following programmes in their self-assessment as contributing to Goal Four.

Education Everyone's Commitment

Since 1998, Education Everyone's Commitment (*El Proyecto Educación Compromiso de Todos*) has analysed education policy in Colombia to increase citizen participation in advocacy and decision-making about the overall quality, coverage and financial earmarking of education. It conducts research, contributes to public policy development and strives to coordinate civil society actors committed to improving education in Colombia.

⁸⁵ Focus Group # 9, 26 July 2010.

UNICEF is a member of the advisory and technical boards. UNICEF brings its child right's perspective and shares project-based information covering 13 departments of Colombia. In coordination with Education Everyone's Commitment, UNICEF organized an advocacy campaign around education in emergencies to raise public awareness in 100 municipalities. The outcome of this campaign in terms of changes in funding allocation or increase in access has not yet been determined.

Education Alliance for the Construction of Peace (Alianza Educación para la Construcción de Culturas de Paz)

Comprising 16 international and national entities, this group promotes coexistence and a culture of peace through education at the national, regional and local levels. It influences public policy by providing territorial level technical assistance for the inclusion of peace education programming in national and departmental development plans. UNICEF held the Technical Secretariat position from 2004 to 2008. EEPCT funding contributed to the continued technical support of the organization and the development of a diagnostic tool for the pilot project for Education in Emergencies in Nariño.

Facts and Rights (Hechos y Derechos)

Facts and Rights is a comprehensive strategic programme to improve the living conditions of children and adolescents through concerted advocacy and information-sharing with public officials. This programme promotes integration of children's issues and rights, including the right to education, into governors' action plans and budget allocations. UNICEF has participated since 2005 in the national governors' meetings where lobbying and information sharing takes place with the aim of influencing public policy in favour of children. 'Protective Schools' was one of the themes in 2009 and EEPCT funding was used to support this discussion on Education in Emergencies. Presentations focused on how to keep schools safe and eliminate factors that lead to school insecurity. Education in Emergencies benefits from the Facts and Rights programme, but the topic is often hidden under 'right to education' platforms or 'children in emergencies' discussions. EEPCT funding was minimal, with the majority of the programme being financed from other sources.

Coordination with the Ministry of Education and the National Roundtable for Education in Emergencies: Ministerial Directive 012

In 2009, the Ministry of Education released a Directive (or Ministerial Order) to its Secretariats of Education informing them of their responsibility to prepare the education sector for future emergencies. This Directive serves as a roadmap for education in emergencies, in which it mandates the development of emergency preparedness plans, outlines criteria for a quality emergency education response and forbids the use of schools as shelters during emergencies, whenever possible. In its self-evaluation, UNICEF Colombia cites the Ministerial Order 012 on Education in Emergencies as one of its major public policy accomplishments. UNICEF, with other cluster group members, has placed the Directive at the centre of its programming.

Ministerial Directive 012 is a solid first step to articulate the Ministry of Education's position on education in emergencies. It provides a strong foundation within the Ministry for education in emergencies and a platform for future advocacy to promote increased resource mobilization in the future. The Directive is the product of joint collaboration between the National Roundtable for Education in Emergencies (which UNICEF co-chairs) and the Ministry. It firmly established EiE as part of education public policy. The Directive is complete and contains requirements to prepare for emergencies, to respond in emergencies and to handle post crisis. In terms of prevention, 012 requires

the Secretariats of Education to participate on regional and local committees for disaster prevention and response, in order to develop local emergency and contingency plans. It also requires participation in regional and local committees for comprehensive attention for displaced populations, and for the formulation, implementation and monitoring of unified comprehensive plans to attend to the needs of the displaced population. In emergencies, Directive 012 requires that plans are effectively implemented and collaboration is sought between the Secretariats of Education and the international community. Post emergency, schools are required to document damage done to buildings and seek solutions for their repair, with emphasis given to existing sources that may be consulted.

Directive 012 was an important accomplishment that requires continued support. The evaluation team noted limitations in Directive 012 and gaps the EEPCT programme can fill. First, it has no legal power beyond the Ministry of Education and does not apply to other actors, including Social Action, the Red Cross or the National Centre for Disaster Risk Management. Second, despite the dissemination of Directive 012 to all Secretariats of Education, there is still no clear strategy to provide the needed technical support to the 32 departmental secretariats and the 1080 municipal level secretariats. Third, the financing necessary to ensure quality implementation of Directive 012 in emergencies is also uncertain. A solid child-rights perspective is essential in the development of departmental and municipal emergency and contingency plans. Without proper technical assistance, contingency plans may be weak and in turn limit the quality of the EiE response and its capacity to meet the diverse protection and education needs of children and adolescents in emergencies. The pilot projects are providing support but only in the two departments where they are situated. It will be necessary to ensure that parents and schools are well informed and can demand accountability from local education authorities for the implementation of Directive 012. While a positive policy improvement, Directive 012 will need technical and financial support to ensure its effectiveness as a policy instrument that guarantees the right to education in emergencies.

3.5 DAC criteria

Relevance / Appropriateness

The DAC-related questions posed to participants addressed perceptions of changes in access, quality, and gender sensitivity in emergency situations. In the 2010 EEPCT log framework, UNICEF reported the total number of out-of-school children at 1,095,584 in 2007 while in 2009 the number reported was 1,027,057. This is a 6 per cent decrease of out-of-school students since the EEPCT programme began.⁸⁶ National education authorities in the Ministry of Education felt it was impossible to confirm a change in the access as a result of the programme (reporting a score of 3.5). “Progress in infrastructure improvement, flexible learning systems and increased cooperation make it possible to identify improvements in access. However, it is not easy to

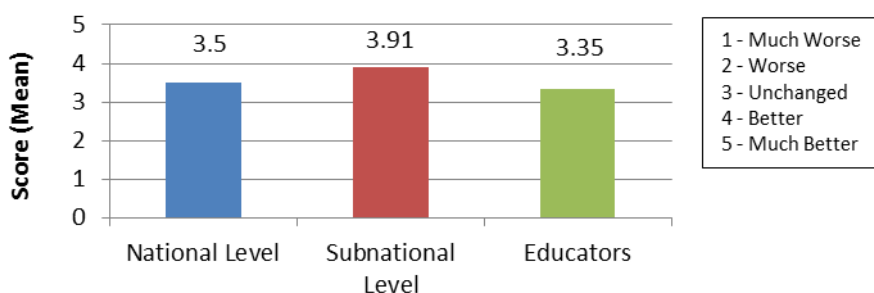


Chart 2: Relevance and Appropriateness of EEPCT Programme as assessed by different stakeholder groups by scoring 1-5

⁸⁶ UNICEF refers to Ministry of Education statistics in the 2010 logframe but does not specify the exact document source.

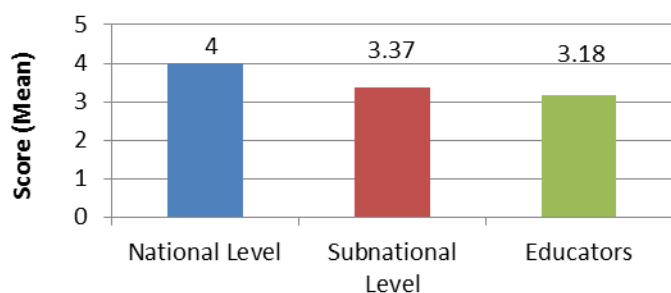
see if this improvement in access can be attributed specifically to this programme.”⁸⁷ The inability to link changes in access directly to EEPCT highlights the need to incorporate baseline information at programme inception in collaboration with the Ministry of Education and its department level secretariats to allow for comparison.

Departmental education officials and local education actors in the three departments the evaluation team visited were more emphatic about noting an improvement in access and quality of education in emergencies. These departments have formed EiE Roundtables which have been active for the last two years with UNICEF support. They were also more confident in attributing improved access to the EEPCT programme. Education officials at the departmental level in Nariño were part of the emergency education response and highly valued the programme in relation to both its quality and ability to provide access to displaced students. However, the lack of baseline data made it impossible to corroborate this perceived increase in access. Respondents at the community level reported slightly lower relevance/appropriateness scores when compared to respondents at the national and sub-national levels.

All DAC respondents felt there was considerable gender parity in schools and generally saw no improvement in the access of one gender over the other as a result of this programme. In general, Colombia's education system has accomplished its MDGs in relation to gender parity in education. Already in 2004, the gender development index (GDI) for Colombia was 0.806. When compared with its human development index (HDI) value of 0.807, Colombia's GDI value is 99.9 per cent of its HDI value. Out of the 155 countries with both HDI and GDI values, only one country has a better ratio than Colombia.⁸⁸

Effectiveness

Effectiveness was measured by soliciting participant feedback regarding the education sector's ability to recover in emergencies as well as changes in the role of government preparedness and early warning knowledge since the inception of the programme. On this measure, national education authorities perceived greater change than the department and community level representatives. The Ministry of Education feels better prepared to respond to and recover from emergencies⁸⁹ than community educators. Findings under Goal Three of Section 4.3 suggested that the insufficient participation of teachers and students in emergency education preparedness may explain this perception of lower effectiveness at the community level.



Regarding emergency education preparedness and knowledge of early warning systems, participant opinions vary. At the national level, increased preparedness is attributed in part to the

Chart 3: Effectiveness of EEPCT Programme as assessed by different stakeholder groups by scoring 1-5

⁸⁸ UNDP. Human Development Report. Colombia, 2009. [not clear if this is specific Colombia report of international one]

⁸⁹ The average score was 4 or “better”.

Ministry of Education’s Directive 012. At the department level, the role of Directive 012 is not as clearly understood and participants expressed doubts about its practical ability without appropriate funding mechanisms to support it. At both the national and department levels, there was consensus regarding progress: “Now there are tools to confront [an emergency] situation,”⁹⁰ and “...the government has shown progress. Two years ago no one discussed the issue of education in situations of emergency.”⁹¹

At the department and community level, the government’s early warning system is poorly understood and not appreciated. “There is too much corruption. Some people want to declare the emergency so as to manage more humanitarian and emergency aid.”⁹² “The government does not have strategies of its own to attend to the emergencies in schools, its only interest is in widening coverage and doing external evaluations, but it does not contribute anything real for responding to emergencies.”⁹³ These negative comments and rankings regarding the early warning system lowered overall scores in effectiveness. It is important to note that UNICEF’s EEPCT programme does not coordinate with the government early warning system and therefore its success or failure cannot be attributed to this programme.

Efficiency

The DAC education efficiency questions assessed EEPCT performance versus comparable programmes in the country. This measure analysed whether students are (or are perceived to be) safer in schools today as compared to when the programme began. Pilot projects like those developed in Córdoba or Nariño were considered unique. With the exception of participants at the national level, most were unaware of similar programmes in their departments or communities. Due to the lack of familiarity with other programmes, most respondents focused on the issue of child safety in schools.

Respondents at both the community and subnational levels reported improvement in their safety and security. However, many respondents felt under continual threat from external factors such as insecurity in the community, infiltration of illegal groups in schools, threats and extortion. For example, the security situation in the departments of Nariño and Córdoba is quite tenuous and this generalized violence affects the education sector and strongly affected participant perceptions of security in such a protracted conflict.

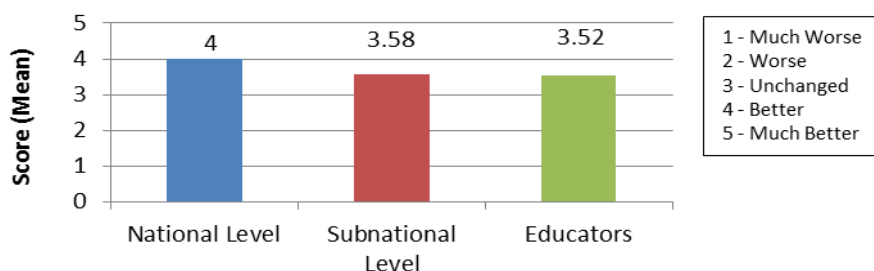


Chart 4: Efficiency of EEPCT Programme as assessed by different stakeholder groups by scoring 1-5

Regarding efficiency, focus group respondents noted that several EEPCT-funded projects have a low number of direct and a large number of indirect beneficiaries.⁹⁴ “These programmes should be extended to more children so that things don’t get destroyed it’s just that in the programme we are 15

⁹⁰ DAC 3; 11 August 2010

⁹¹ DAC 2; 4 August 2010

⁹² DAC 5; 12 August 2010

⁹³ Focus group 19; 29 July 2010

⁹⁴ In particular the peace education and psychosocial programmes described under Goal Three.

and in the institution there are more than 1,000, this should be extended so it can have an impact.”⁹⁵ Programme reach in total numbers per school in some EEPCT-funded projects is limited compared to the needs of beneficiaries and school community sizes. As some programmes advocate for the reduction of conflict in schools and a more peaceful environment, sufficient beneficiary coverage is necessary to foster and sustain such change.

Coherence and coordination

In order to measure the coherence and coordination of the programme, the evaluation examined the use of INEE standards and the role of the education clusters to improve coordination at the national and departmental levels. Given virtually no community-level familiarity with INEE standards or the Roundtables for Education in Emergencies, they were removed from analysis under this section.

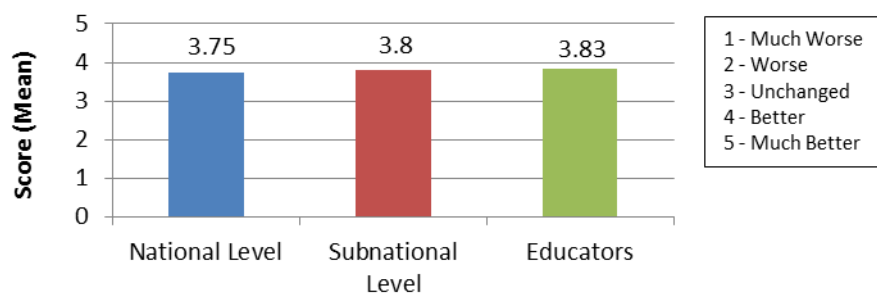


Chart 5: Coherence and Coordination of EEPCT Programme as assessed by different stakeholder groups by scoring 1-5

INEE minimum standards are referred to at the national and departmental levels but have not been sufficiently adopted by all groups. “We are just starting to work on the INEE norms. There has been training, especially of education officials, but there have just been one or two informative seminars. The real work of incorporation must still be done here and the same is true at the level of IASC education cluster.”⁹⁶

Within the EEPCT programme in Colombia, only three of the 42 programme initiatives make reference the INEE minimum standards. Programmes that operationalized these standards include EEPCT pilot project partners International Rescue Committee, Refugee Education Trust Fund and Legal Option. These implementing actors used the INEE standards to help design and implement the emergency education pilot projects in Nariño, Putumayo and Córdoba. UNICEF facilitated workshops on the standards but focus group and key informant interviews showed a resistance to their adoption in Colombia and the need to contextualize or adapt them to the Colombian context.

The National Roundtable for Education in Emergencies is contributing to increased coordination. UNICEF co-chairs the Roundtable at the national level, and its pilot programmes in Nariño and Córdoba established corresponding departmental roundtables. Information sharing between the two levels is substantial and contributes to upstream policy development and learning in real time. The MoE and its corresponding secretariats co-lead the clusters and have been influential in both policy and practice development, in particular the development and application of the Ministerial Order Directive 012.

⁹⁵ Focus Group 27; 5 August 2010.

⁹⁶ DAC 6; 17 August 2010.

Sustainability and connectedness

Focus group participants felt that there was a trend toward sustainability. At the national level, participants linked confidence for sustainability with Directive 012, which lays the groundwork for sustained progress in responding to education needs in emergencies. This same group also believed it was important to identify reliable, dedicated future funding sources and provide sufficient technical support to Secretariats of Education to ensure a quality education response and the implementation of Directive 012. At the department level, groups felt they were better prepared to handle emergencies in the future (an average score of 3.91). Focus group participants attributed this to the learning opportunities provided by the UNICEF pilot projects and the critical coordination role of the departmental emergency education clusters.

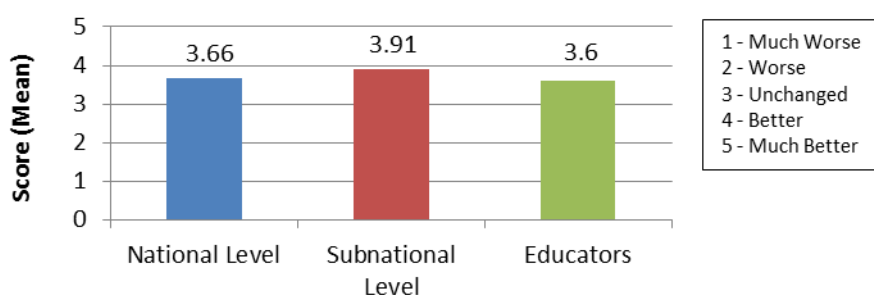


Chart 6: Sustainability / Connectedness of EEPCT Programme as assessed by different stakeholder groups by scoring 1-5

The pilot projects, the education roundtables and increased visibility of the education needs of children in emergencies in UNICEF areas of intervention contribute to positive perceptions in sustainability and connectedness. Focus group participants reported progress towards sustainability but also referenced the lack of participation and commitment from other government sectors such as Acción Social and the Colombian Institute of Family Wellbeing (ICBF). In addition, several sectors and government first responders are not consistently prioritizing education in emergencies.

Finally, at the community level, the evaluation team found that the region's teachers and parents were conscious of the importance of taking preventive actions to guarantee the right to education in both conflict and disaster-affected areas. This cultural change is essential and lays the groundwork for future programme sustainability. "There is a cultural change among our teachers. They are actively looking for solutions to keep education at high levels even in situations of flooding."⁹⁷ Insufficient resources at the community level, both technical and financial, were mentioned as a potential threat to sustainability.

3.6 Cross-cutting issues

Gender

In UNICEF's self-assessment, the incorporation of a gender-sensitive perspective is raised as an opportunity for future programme improvement.⁹⁸ As mentioned earlier under the DAC analysis section, gender parity in schools is high in Colombia. Although it is possible to identify references to the subject in certain documents, very little from the literature review or field-based observation indicates that gender sensitivity is an important element in the EEPCT programme. Overall, various EEPCT programme initiatives emphasize improving access but do not look at specific barriers affecting girls or

⁹⁷ DAC 5; 12 August 2010

⁹⁸ UNICEF Colombia.. Self-Assessment for the progress evaluation of EEPCT Programme. June 2010. Version 5, 1 July 2010, pp. 9.

boys in emergencies. Specifically, they do not have initiatives oriented towards prevention of and response to gender-based sexual violence inside or outside schools that impedes the access of girls or boys. Likewise, the EEPCT emergency education programmes do not have a focus on the prevention of recruitment in schools. While Component 3 of the UNICEF country programme does address recruitment, there is insufficient coordination between the two in relation to EEPCT-supported schools.

Human rights-based approach

The UNICEF 2008-2012 Country Programme was developed with a human rights-based approach combined with results-based management.⁹⁹ The evaluation team recognizes the strong contribution of UNICEF in Colombia in integrating a child-rights perspective in policy and practice. The EEPCT programme extends this rights-based perspective to highlight the overlooked education needs of children in emergencies. The Ministry of Education in Colombia does not have a specific strategy for the education needs of disaster or conflict-affected children but rather refers to displaced children as 'vulnerable' – a title they share with working children, indigenous minorities and students with mental or physical disabilities. EEPCT Colombia sharpened the right to education dialogue by giving visibility to the particular challenges displaced children face in accessing and formalizing their right to education. This has in turn strengthened the MoE's understanding of how to best meet the education needs of these students.

The evaluation team noted areas where some EEPCT-funded programmes should sharpen their rights-based approach. For example, kits were not standardized so that all children received the same supplies in emergency situations. Children's right to assistance should be uniform; and UNICEF as a champion of the rights-based approach needs to emphasize this point with different donors and implementing partners. Additionally, the use of separate school shifts for the displaced children exacerbated feelings of discrimination in some cases.¹⁰⁰

Disaster risk reduction

Disaster risk reduction (DRR) is well established in Colombia through the National Plan for Disaster Risk Management. There have been efforts in recent years to decentralize disaster risk management to departments and their certified municipalities. However, the programme still needs to reach more than half of the municipalities in the country.

Efforts to integrate DRR in the education sector have primarily focused on mapping schools in risk areas and repairing infrastructure. Curriculum changes that teach disaster risk reduction were incorporated by the MoE in Colombia and reflected in their educational standards.

EEPCT funding in Colombia contributed to preparedness through the pilot projects in Córdoba and Nariño. The pilot programmes strengthened preparedness through the institutionalization of school and community-based preparedness plans. There was no focus on formal and non-formal education methods for increasing preparedness or looking at broader aspects of DRR such as prediction and risk reduction in the schools. In practice, most projects focusing on DRR can only focus on a few specific aspects of the problem, given limitations in ownership or funding. Nonetheless, the EEPCT programme has the potential to expand its focus, especially by engaging the schools in a variety of non-formal education strategies that involve teachers, parents and children in more meaningful ways. As was seen

⁹⁹ UNICEF Colombia.. Self-Assessment for the progress evaluation of EEPCT Programme. 1 July 2010, pp. 9

¹⁰⁰ Focus Group 14; 27 July 2010

in the evaluation, children do not feel more prepared for an emergency and complementing the planning process with curriculum changes – such as non-formal games and activities, drills and quick impact school-based improvement projects – may contribute to better prediction, preparedness and prevention and improved feelings of security and preparedness in the school population.

Sensitivity to conflict and fragility

Education's capacity to mitigate conflict and fragility requires a shift in focus beyond simply improving access to a range of other education dimensions. For instance, a focus on quality is critical. What children learn must be relevant to their social and economic context. This is of particular importance in Colombia where many youth may leave school to 'voluntarily' participate in the surrounding conflict. Without an eye to relevance and the quality of the educational opportunities, the real possibilities for education to contribute to mitigating conflict and fragility, particularly in the long term, are lessened.

There was no evidence in project documents or in the fieldwork that the monitoring of pilot programme participants focused on the quality of the learning environment. The question for the pilot projects is how to build a bridge from the emergency response to issues of teaching and learning, relevance of the curriculum and student well-being. UNICEF Colombia in coordination with the Ministry of Education should strengthen the ability of the secretariats to assimilate these issues into the discourse on and practice of education in emergencies. The EEPCT programme does focus on quality in its Quality Education Models programme, and coordination of the two may be an opportunity to address this in emergency contexts.

Accountability, monitoring and evaluation

UNICEF's country plan for 2008-2012 developed key objectives and indicators related to education. The objectives of the five-year plan reflect a commitment to the Millennium Development Goals, Education for All and the plans of the Government. However, the objectives and indicators in the five-year plan are not EEPCT-specific and do not serve as a viable roadmap for measuring progress towards the EEPCT goals.

Funding from EEPCT began in 2007 and while there existed the opportunity to incorporate EEPCT goals into the new five-year plan starting in 2008, there is no evidence that this occurred. In examining subsequent annual work plans, more EEPCT-specific results have been incorporated but the goals and indicators of the five-year plan, to which UNICEF Colombia holds itself accountable, are the same. The five-year plan's objectives and indicators are too general to accurately measure EEPCT goals. A UNICEF official said, "When we realized we needed to be more accountable for these funds, we were very lucky because EEPCT goals were more or less aligned with our five-year country plan."¹⁰¹

Monitoring and evaluation was challenged as no established baseline existed. As a result, there was no construction of a causal pathway that linked individually funded programmes to EEPCT goals. This lack of programme planning does not allow for an examination of how one project builds upon another and/or fosters organizational learning and self-correction from one year to the next.

UNICEF personnel reported that the EEPCT was presented as 'flexible' funding, which could be adapted to fit country needs or purposes, and that there was no firm commitment of renewed funding from one year to the next. One UNICEF Colombia official stated, "We were told that unfortunately there

¹⁰¹ Interview 28; 25 August 2010.

would be no more new funding and to our surprise we received a second instalment of funds that same year in August that needed to be spent by the end of the year.”¹⁰² This uncertainty of funding creates a disincentive for the integration of measurable objectives and indicators in the five-year plan. This lack of clarity favours the programmatic approach taken in Colombia that builds upon existing programmes and expands in only very small pilot programmes. Nonetheless, according to a UNICEF official, “We saw this flexibility as an opportunity and we were able to do great things with it.”¹⁰³

Another challenge to direct monitoring is the lack of a programme database to track progress against the four goals. This has led to an inability to calculate basic programme outputs such as total numbers of children and adolescents supported by all EEPCT-funded projects, type and amount of teacher training in communities or quantity and type of material support. The numbers of books, educational kits, recreation materials and infrastructure investments are also not accounted for unless procured by UNICEF.

With only one field office¹⁰⁴ at the time of the evaluation and projects in 11 departments, UNICEF Colombia depends on strong implementing partners and has worked to improve its monitoring capacity through required log frameworks, on site visits and meetings. The evaluation team conducted an on-line adequacy survey to determine whether or not EEPCT implementing partners felt that there was sufficient guidance and technical support by UNICEF. Of the implementing partners, 52.4 per cent responded that they receive UNICEF’s technical support.

The respondents qualified the nature of this support as a mixture of technical assistance ranging from bi-monthly visits to conversations regarding programme progress.¹⁰⁵ When survey respondents were asked if they had given or received formal training on the needs of children affected by natural disaster or armed conflict, 33 per cent said yes and 66.7 per cent replied no. This may suggest a need for increased technical support by UNICEF or simply that this training was seen as unnecessary since the EEPCT-supported programmes did not have a specific focus on natural disaster or armed conflict.¹⁰⁶ While UNICEF Colombia as a whole has a well-defined monitoring and evaluation system, EEPCT survey participants show there may be room for improvement.

3.7 Operational issues and management

Oversight and guidance

The UNICEF Colombia office has been missing its key Component Two Programme Officer for two years. The Education Officer (hired in 2006) had technical responsibility for both the Quality Education Programme and EEPCT.¹⁰⁷ This lean staffing structure coupled with the large number of EEPCT-funded projects has limited the ability of the Bogota office to provide sufficient technical oversight to the entire EEPCT programme. Little documented support is provided that demonstrates sustained oversight or guidance of EEPCT Colombia by UNICEF Headquarters or the Regional Office TACRO. This lack of oversight and dialogue around EEPCT led to uncertainties about future financials allotments and unclear monitoring responsibilities beyond overall country programme accountability.

¹⁰² Interview 31; 6 September 2010.

¹⁰³ Interview 28; 25 August 2010.

¹⁰⁴ A second field office is due to open this month in Nariño.

¹⁰⁵ Interview 28; 25 August 2010.

¹⁰⁶ Survey questions were sent to 48 individuals. Results for the above question reflect answers from 21 respondents.

¹⁰⁷ A consultant was hired in November of 2009 to focus on the National Roundtable for Education in Emergencies and the pilot project in Nariño and Cordoba.

The Country Office appreciated the flexibility in programme design and spending. However, the subsequent introduction of indicators in August 2010, three years into operations, limited the ability to determine specific progress attributable to EEPCT funding.

Country Office response to EEPCT revised log frame

As part of this global evaluation, the Chiefs of UNICEF Education Section and Evaluation Office requested all EEPCT-funded countries-territories to use a revised log frame to report on the results of their respective country education programmes.¹⁰⁸ The Education Section provided guidance notes to assist Country Offices with this request. This section provides a brief overview analysis on the Colombia office's ability to report on EEPCT indicators using this globally agreed revised log frame. This process was completed in mid-August 2010.

Overall, the Colombia Country Office was able to report figures related to its accomplished activities, including percentage change indicators required for outputs one and two.¹⁰⁹ The main source of this information was the Ministry of Education. Required information related to percentage change of government financial data, however, was unavailable.

Under Outputs One and Two, the Country Office reported the number of students benefiting from the assistance provided through EEPCT, and an estimated per cent coverage of assistance compared to the total need. The country office was also able to report on some (but not all) of the changes in school completion rates. Further, the office was able to report on increases in its own education budget but not the detailed breakdown requested in the revised log frame.

The Country Office was also able to report in considerable detail on output three indicators, including those related to policy and advocacy change. However, the country office also indicated that a large number of the proposed indicators for outputs three as well as four were 'not applicable' to the Colombia context.

Overall, the Colombia Country Office was able to report on relevant information related to a majority of the required percentage change indicators, largely a reflection of the national government's functional information management system. Still, it remains somewhat unclear how well or comprehensively emergency response specific indicators were met and whether or not EEPCT funds played a key role in these emergency response scenarios. From a Colombia country perspective, the Revised Log frame would benefit from further revision through a process that included country and regional participation.

Financial allocation

At the time of the evaluation in July 2010 UNICEF Colombia had received US\$2,652,840. It received the first instalment of EEPCT funding, US\$94,340, in 2007. Since then all funding distributions were much larger. In 2008 the Country Office received US\$946,412; in 2009, US\$670,750; and in 2010, US\$941,338. These funds represented a significant increase in the overall education budget of UNICEF from previous years. They also represented more than half of the total education budget each

¹⁰⁸ The Programme Review and Evaluability Study of the EEPCT Programme (2010) noted shortcomings in the EEPCT's monitoring and reporting and developed a log frame and set of indicators that was modified by UNICEF Education Section based on the original proposal and used as a component of this evaluation. The evaluation's Terms of Reference stipulated that this revised logframe be used as a component of this independent evaluation.

¹⁰⁹ Globally, most EEPCT funded country offices that responded to this global exercise were unable to report percentage changes for outputs one and two.

year from 2007–2010. Despite such a sudden change in overall education funding, spending was regular throughout the lifecycle of EEPCT funds. UNICEF managed its budget properly with the exception of 2007 when there was insufficient time to spend the total received.¹¹⁰ Funds were fully spent every year in December although greater portions of expenditures happen in the fourth quarter of each year. This late spending in the year is attributed to lengthy negotiations with government and implementing partners prior to the signing of agreements. In 2010, because of presidential elections in Colombia, signing of many agreements had to be delayed and therefore UNICEF may underspend in 2010 due to external factors outside UNICEF management control.

EEPCT funding per project

UNICEF dedicated funds to 42 distinct programmes, with US\$1,360,000, or 62 per cent of the funds, allotted to programmes. The remainder went to salaries, contracts, supplies, travel and cash contingency. Such high overhead costs in Colombia can be attributed to distances travelled to support such a large number of programmes, the lack of field offices until 2010 and the need to hire external consultants for programme support in the absence of an Education Specialist during this period. UNICEF procured very few supplies during this period. The majority of supplies, such as kits, was purchased by partners who were not tracked by UNICEF systems. It was therefore impossible to trace what percentage of EEPCT funds went to books, kits, uniforms, teaching materials or temporary classrooms across the 42 programmes as no such database for EEPCT funding exists

While the average allotment amount of funding is approximately US\$35,000 per programme, there were significant differences in the actually amounts allotted, which ranged anywhere from US\$5,000 to \$164,000. Of the 42 programmes, approximately half (20) were financed in their entirety while 39 per cent (15 programmes) were co-financed at less than 50 per cent of total project costs. Programmes financed at 100 per cent varied anywhere from US\$5,000 to \$77,000 in overall cost. In the distinct EEPCT-funded initiatives, 33 per cent of the funds were dedicated to Quality Education Models, 26 per cent to the two emergency education pilot projects and the remainder to peace education (11 per cent), psychosocial (11 per cent), advocacy (7 per cent), protection (6 per cent) and increasing access (6 per cent).

The Quality Education Models programme received the majority of EEPCT funds but is the programme least related to EEPCT goals. In comparison, the pilot projects received the second largest percentage of funding and worked in all four EEPCT goal areas. Peace education, psychosocial programmes and the School Looking for the Child programme all received more limited funding support and only worked in one goal area.

Evidence base and learning

With the support of EEPCT funds, UNICEF conducted external evaluations of four EEPCT-funded programmes and three reviews of key programmes. These evaluations were used to improve programmes and influence public policy. A systematization of the pilot projects (planned for 2010) was intended to provide an important roadmap to both the Government and the international community on how to best ensure quality EIE Education responses. Finally, Roundtables for Education in

¹¹⁰ The allocation was received unexpectedly during the last quarter of the year and provisions were made to re-phase funds to 2008. Although funds were not implemented financially, efforts were dedicated to planning their effective use in accordance with the project proposal, which was translated into Spanish and shared with stakeholders.

Emergencies regularly share information between the MoE and NGO groups to strengthen the knowledge base of education in emergencies.

Sustainability and exit strategy

Different stakeholders identified Ministerial Directive 012 of 2009 as a political breakthrough in management of emergency situations affecting the education sector. It is seen as an important contribution to the sustainability of education in emergencies in the absence of EEPCT funds or other external actors. The Colombian Constitutional Court has also played a central role in promoting the rights of Colombia's displaced population¹¹¹ and its policies have resulted in increased government attention and response to the education needs of the displaced. Future dialogue should include government entities, and incorporate judiciary and inspection groups and control agencies like the Attorney General's Office and the Public Ombudsman to foster sustainable change.

UNICEF's strongest partner is the Ministry of Education. UNICEF and the MoE collaborate together in close to half of the funded initiatives. Beyond the government contribution (which significantly exceeds EEPCT funds), private sector groups have also formed alliances with UNICEF. Overall this progress clearly demonstrates that the EEPCT programme has helped lay the foundation for sustainability. However, as many of the EEPCT programmes are 100 per cent funded by UNICEF more attention is needed to define future exit strategies.

3.8 Partnerships

EEPCT has worked closely with the Department of Education, education authorities at the departmental and municipal levels, governors and mayors, education communities and universities.

UNICEF As co-leader of the Agency for National Roundtables for Education in Emergencies and a member of the IASC team for psychosocial recovery, UNICEF partnered with the Ministry of Education and a network of national and international non-governmental organizations and civil society organizations, including the International Organization for Migration, International Rescue Committee, Norwegian Refugee Council, Save the Children and UNHCR. Through the Roundtable, UNICEF and the other organizations implemented strategies of advocacy and technical assistance to strengthen the Ministry of Education's capacity to include and prioritize education in emergencies in its plans and programmes.

Achievements made under the Facts and Rights programme required extensive partnerships with the Attorney General's Office, the Colombian Institute for Family Wellbeing (ICBF) and the National Federation of Departments.

The EEPCT programme mobilized many key actors in both the public and private sector in support of quality education programming in emergencies. The EEPCT programme in Colombia leveraged both public (Ministry of Education) and private sector contributions such as Bank BBVA and EcoPetrol. These partnerships contributed to the donation of education kits, temporary classrooms and school furniture to dozens of schools and leveraged EEPCT funding considerably. UNICEF partnered extensively with various foundations including Foundation Genesis, Comfecoop and the John Ramirez

¹¹¹ Corte Constitucional, 'Auto 385 de 2010: Solicitud pronunciamiento del Gobierno Nacional Frente al informe de cumplimiento entregado el 1 de julio de 2010, en el marco del seguimiento a la Sentencia T-025 de 2004 y sus Autos de Cumplimiento', Corte Constitucional, Bogotá, 10 December 2010.

Foundation.

There is potential for broader strategic partnerships with institutions and organizations, particularly first response public and non-governmental entities. These include: the Department of Disaster Prevention and Response, which coordinates the National System for Disaster Prevention and Response; the Presidential Agency for Social Action, the main public body of humanitarian assistance responsible for the care of displaced populations; and the Colombian Red Cross and International Committee of the Red Cross, especially for schools located in areas affected by armed conflict and/or violations of international humanitarian law. As first responders, their coordinated participation is necessary to ensure the emergency education response is strong. Their presence and active participation at the National Roundtable for Education and Emergencies would lead to greater and possibly more effective coordination to meet the education needs of children and adolescents in emergencies.¹¹² Finally, Pastoral Social of the Catholic Church, historically a key actor in the care of victims of conflict, works in virtually all Colombian communities through their network of churches. For communities suffering from confinement and where state, civil and international actors have less access and influence, this group could be an important partner in meeting the education needs of these communities affected by conflict.

4. THE WAY FORWARD: LESSONS AND RECOMMENDATIONS

4.1 Lessons learned and conclusions

On 10 May 2010, the Colombian Constitutional Court ordered the immediate implementation of mandatory and free primary education throughout the entire national territory.¹¹³ According to the United Nations Development Programme (UNDP), Colombia has achieved the second Millennium Development Goal – universal primary education. It is also considered on track for possibly achieving the third goal of gender parity by 2015. When considering the legislative decisions and government spending in education,¹¹⁴ Colombia has progressed enormously and is on the right track. However, achievements in education as previously mentioned in this evaluation are not shared by all. Displaced, indigenous and afro-Colombian communities are victims of structural inequalities that remain and hinder their progress. Overall, the progress made in education is fragile given persistent poverty, internal displacement, natural disaster and continued armed conflict.

Adapting the EEPCT goals to the Colombian context was not difficult. Colombia's situation of complex chronic emergencies poses many challenges to the educational system. Emergencies related to conflict and natural disaster invariably affect the most vulnerable social sectors. According to the situational assessment conducted by the National Roundtable for Education in Emergencies in 2007, there was insufficient attention given to the education needs of displaced children and no public policy in place that guided the practical interventions of international or national actors. EEPCT funds in Colombia have significantly increased visibility of the education needs for displaced children, supported community level interventions and contributed to changes in public policy. EEPCT funding in Colombia

¹¹² UNICEF has invited these actors to the National Education in Emergencies Roundtable but they do not participate regularly.

¹¹³ *Ruling C-376/10, Colombia Constitutional Court. 19 of May 2010.*

¹¹⁴ Colombian officials said the Government had increased school spending by 425 per cent in the last seven years. About 35 per cent of the college-age population, half of whom are women, attend a university. <<http://articles.latimes.com/2010/jun/07/opinion/la-ed-colombia-20100607>>.

was used strategically to strengthen the capacity of the Ministry of Education to better prepare for and respond to emergencies. It filled gaps, extended government reach and promoted institutional learning through its pilot projects and coordination within the National Roundtable for Education in Emergencies.

Coordination of all programmes with the Ministry of Education was a key characteristic of this programme. The Ministry was a strong partner and overall a welcoming one. It assigned staff to work on EiE and now co-leads the National Roundtable for Education in Emergencies with UNICEF and the Norwegian Refugee Council. In dealing with a middle income country like Colombia, the EEPCT programme had to identify particular niches where it could best influence practice and policy. The niche approach led to smaller projects and an emphasis on influencing public policy.

Since it is middle-income country with a stable government, Colombia's overall capacity for emergency response is quite high, as is the protective legislation surrounding the rights of the displaced. However, in practice large numbers of displaced children still lack access to relevant, quality education. Prior to EEPCT, the Ministry of Education did not recognize its role in emergency planning, preparedness, response or Disaster Risk Reduction. These responsibilities typically fell under the civil defence forces or first responders like Acción Social and the Red Cross. Likewise, civil defence forces and first responders still have an insufficient understanding of the critical and coordinated role the Ministry plays to ensure children's rights to education in emergencies. Directive 012 requires all Secretariats of Education to develop emergency and contingency plans to ensure a quality education response in emergencies, i.e. they must prepare. More opportunity exists to coordinate the Ministry's Directive 012 with first responders and civil defence forces.

Many of UNICEF's EEPCT programmes, such as 'Pedagogy, Protection and Children' or the 'School looking for the Child', are government programmes and are coordinated with the Ministry of Education. Other programmes such as the pilot projects were learning opportunities for both UNICEF and the Ministry. Close alignment has contributed to capacity building in the education sector and permitted programmes to extend their reach into new departments. It may, however, have impeded the level of innovation desired by the Netherlands Government. For example, the Colombian Constitutional Court in Ruling 251 of October 2008 mandated the design of pilot programmes in various departments with the collective experience create a holistic differential public policy for displaced boys and girls. Ruling 251 was released in 2008 because the Constitutional Court decided that existing government programmes for the displaced (including education programmes) were still ineffective in meeting the needs of displaced children and adolescents. UNICEF contributed to improving this situation through the 'School Looking for the Child' programme, a now successful government programme. By extending government programmes and providing them with increased technical support, EEPCT funds strengthened government learning and practice. However, the overall effectiveness of the Government at meeting the needs of displaced populations or those affected by conflict has been questioned through repeated declarations by the Court that the majority of government programmes still fail to effectively meet the needs of the displaced.¹¹⁵ Partnering with such government programmes and strengthening them is another important step towards the development of effective differential education policies capable of meeting the challenging needs of the displaced population.

¹¹⁵ "The information received by the Court reveals progress in the protection of the displaced population in general. These have been recognized in previous rulings, and therefore will not be properly described in this sentence. The achievements in education coverage which benefit all children including displaced as well as progress in the health system or the program Families in Action are positive. However, these developments are far from being a sufficient state response to the protection needs of minors with a differential focus. See Page 10 of Ruling 251, Colombia Constitucional Court.

UNICEF employed a mixed strategy across the 11 departments, implementing small programmes and working in the four goal areas. This is partly the result of the heterogeneous needs in the country and lack of clarity from the beginning regarding funding amounts, funding time frames and the use of funds. The flexible nature of the funds contributed to the dispersion of programmes to some pre-existing government programmes as well as new programmes across the country. UNICEF developed a careful approach investing relatively small amounts in many projects perhaps as a strategy for mitigating the risk of EEPCT funding not being renewed from one year to the next. This meant however that no large scale or particularly innovative programmes were attempted. The focus was to lead by example through a series of smaller projects and align strategies, leverage support and identify spaces for the articulation and durability of EIE policy. Changes in public policy were often cited as the ultimate goal of the funded projects. UNICEF's cautious approach is understandable given the lack of clarity regarding EEPCT funding coupled with the fact that Colombia has a strong and capable government in search of collaboration and coordination from the international community to help achieve its own education agenda.

UNICEF's pilot projects were the clearest contribution to changing the response to education emergencies. Previously, schools were often used as shelters and education was not an integral part of the emergency response. With these pilot projects, the Ministry of Education and UNICEF in partnership with other international and national organizations are beginning to change this reality. This progress needs continued support. Increased recognition of the school as a protected space is vital to progress in this direction. Peace education and psychosocial programmes are needed but are not always able to provide enough emotional support to students and their families to mitigate the influence of illegal armed groups on their schools and communities. How can peace education programmes effectively deal with intimidation, recruitment and violence when schools continue to be theatres of conflict? Schools can prepare for natural disasters but how are EEPCT peace and psychosocial education programmes to compete for space in schools when illegal armed groups do not respect the concept of schools as zones of peace? There are no easy answers here and EEPCT provides a learning laboratory to begin analysing such difficult questions.

In comparison to government spending on education, the overall financial contribution of EEPCT over a three-year period is relatively small. Therefore future interventions need to be more concentrated. In the remaining years of EPPCT support, UNICEF should focus more on the emergency education response model and its preparedness initiatives within the education sector, particularly continued targeted support to Directive 012. The evaluation findings showed that these programmes need increased community participation, stronger links between the emergency phase and post-crisis with a shift from access to retention and quality and improved Education Management Information Systems (EMIS). Existing quality education models should partner with pilot projects and work with schools recovering from long term crisis. Strong lobbying for designated funding to the Secretariats of Education will be needed as well as continued advocacy for the education rights of children in emergencies.

4.2 Recommendations

UNICEF Country Office

RECOMMENDATION: Advocate aggressively for the active participation of emergency ‘first responders’.

These first responders – such as the Department of Disaster Prevention and Response (DPAD), the Red Cross, ICRC, and Acción Social – need to be engaged to improve the coordination and effectiveness of EiE. A first step is regular and active participation of the above groups in the National Roundtable for Education in Emergencies followed by the possible secondment of a technical expert on EiE to their organizations via UNICEF in coordination with the Office for the Coordination of Humanitarian Affairs (OCHA).

RECOMMENDATION: Increase cross-sector work between UNICEF protection and education.

This will address the issues of recruitment, intimidation and sexual harassment in EEPCT-supported schools and designate schools as zones of peace.

RECOMMENDATION: Develop a bridge between the emergency response model and long-term quality post-crisis education programming.

In particular, consider linking emergency response programmes with quality education models programme in the same communities.

RECOMMENDATION: Promote further knowledge and application of the INEE minimum education standards.

The minimum standards can be used as a tool to confront and respond to emergencies. While training has been held at the national and sub-national levels, the standards are not well known at the departmental and community levels and should be disseminated to all EEPCT-funded programmes as an example of best practice guidelines, in coordination with the Ministry.

RECOMMENDATION: Sharpen the strategic focus of EEPCT programmes.

To accomplish this UNICEF needs to reduce the number of programmes funded through EEPCT and focus on programmes that respond to at least two of the four goal areas. Promoting increased information dissemination and organizational learning between funded programmes will strengthen the overall programme strategy. Focus on increased and targeted support to Directive 012 in the future.

RECOMMENDATION: Conduct a ‘Do No Harm’ analysis of all EEPCT programmes and ensure that they do not increase child vulnerability.

Special consideration must be given to providing assistance to the host population when distributing kits or materials to children affected by emergencies. Placement of displaced students in the same classes as host community students may reduce feelings of discrimination. In relation to the home study curriculum and flexible calendar in emergencies, careful attention and debate should be given to solutions that promote children staying in their homes in emergencies.

RECOMMENDATION: Increase the coverage of psychosocial and peace education programmes, and promotes coordinated dialogue between these programmes for sharing of best practices.

These programmes should begin by allowing students to reflect upon, interpret and analyse their real life experiences. This reflection on the quotidian allows for greater critical understanding of their situation and the opportunity for taking social action. Increase the number of direct beneficiaries in the

programmes to favour a sustainable culture of peace. Strengthen the programmes with increased technical support from the Protection and Humanitarian Office of UNICEF Colombia.

RECOMMENDATION: Increase participation of students and teachers in all aspects of emergency preparedness from identification of risks to implementation of strategies.

Consider the incorporation of non-formal education techniques that complement the existing school and municipal education in emergencies planning process to improve students and teachers overall sense of preparedness and security.

RECOMMENDATION: Promote and support differential focuses in EEPCT-supported programmes.

Programmes could be improved by increasing their sensitivity to culture, the life cycle and gender differences.

RECOMMENDATION: Establish a clear baseline to support monitoring and evaluation.

All EEPCT programmes were lacking baseline data, and monitoring would be improved in the future by establishing baselines at programme outset. Also consider the development of an EEPCT specific database in UNICEF to monitor the outputs and impact across funded programmes. Provide increased technical support during the monitoring phases.

Government:

RECOMMENDATION: Coordinate government efforts across ministries to ensure that schools are zones of peace.

Schools should never be used for ends other than the guarantee of safe quality education for girls, boys and adolescents. The State should mobilize all resources and support procedures to provide affected communities with necessary protection.

RECOMMENDATION: Revise flexible learning models used in emergencies for cost-efficiency, efficacy and quality.

In particular, the outsourcing of these programmes to private providers has created observed gaps in the provision of education to communities affected by violence.

RECOMMENDATION: Adapt the INEE minimum standards.

These standards should be part of an emergency education response at all levels of the Ministry of Education including Secretariats of Education. Provide adequate training.

RECOMMENDATION: Improve education management information systems (EMIS) in coordination with other government agencies.

An EMIS system is needed to establish an accurate and reliable information system for the census of girls, boys and adolescents affected by emergencies. In particular, focus on the synthesis of SIMAT and SIPOD.

RECOMMENDATION: Increase the flexibility of MoE policy in situations of emergency.

Particular attention should be given to teacher nomination in emergencies as well as academic calendars and official enrolment figures of students in emergencies to meet the needs of students in an emergency. Education officials reported the inability to recruit staff for schools in conflict zones because

teachers refused postings in these communities and contracted teachers arrived weeks to months later, resulting in lost classroom time for students.

RECOMMENDATION: Support the Secretariats of Education to devise strategies for reaching schools in situations of confinement.

This includes supporting assessment of the situation and devising concrete solutions that promote teacher/student mobility. Displacement provides visibility to communities affected by armed conflict or natural disaster. Community confinement by illegal armed groups is a silent emergency affecting unknown numbers of students and teachers in Colombia.

NGO community

RECOMMENDATION: Add the right to ‘education in emergencies’ in all education and human rights organizations.

This will contribute to the visibility of the issue and develop practical solutions in coordination with the National Roundtable for Education in Emergencies and the Ministry of Education.

RECOMMENDATION: Provide training on the protection, psychosocial and education needs of children affected by conflict and natural disaster to all staff in EEPCT programmes.

RECOMMENDATION: Ensure the development of education in emergency programmes that are gender sensitive and examine the different risks facing boys and girls in emergencies.

RECOMMENDATION: Increase participation of students and teachers in all aspects of emergency preparedness from identification of risks to implementation of strategies.

Consider the incorporation of non-formal education techniques that complement the existing school and municipal EiE planning processes.

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ANNEXES

Annex I: Data Collection Schedule

Community-Level Focus Groups

Community	Department	Date
Community 1	Nariño	July 22, 2010
Community 1	Nariño	July 22, 2010
Community 2	Nariño	July 23, 2010
Community 2	Nariño	July 23, 2010
Community 2	Nariño	July 23, 2010
Community 2	Nariño	July 23, 2010
Community 3	Nariño	July 26, 2010
Community 3	Nariño	July 26, 2010
Community 3	Nariño	July 26, 2010
Community 3	Nariño	July 26, 2010
Community 4	Nariño	July 27, 2010
Community 4	Nariño	July 27, 2010
Community 5	Nariño	July 27, 2010
Community 5	Nariño	July 27, 2010
Community 5	Nariño	July 27, 2010
Community 5	Nariño	July 27, 2010
Community 6	Nariño	July 29, 2010
Community 6	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 7	Nariño	July 29, 2010
Community 8	Nariño	July 30, 2010
Community 8	Nariño	July 30, 2010
Community 9	Nariño	August 5, 2010
Community 9	Nariño	August 5, 2010
Community 9	Nariño	August 5, 2010
Community 9	Nariño	August 5, 2010
Community 10	Nariño	August 6, 2010
Community 10	Nariño	August 6, 2010
Community 11	Nariño	August 6, 2010
Community 11	Nariño	August 6, 2010
Community 12	Nariño	August 6, 2010
Community 13	Córdoba	August 10, 2010
Community 13	Cordoba	August 10, 2010
Community 13	Cordoba	August 10, 2010
Community 13	Cordoba	August 10, 2010
Community 14	Magdalena	August 10, 2010
Community 14	Magdalena	August 10, 2010
Community 14	Magdalena	August 10, 2010
Community 14	Magdalena	August 10, 2010
Community 14	Magdalena	August 10, 2010
Community 15	Cordoba	August 11, 2010

Community	Department	Date
Community 15	Cordoba	August 11, 2010
Community 15	Cordoba	August 11, 2010
Community 15	Cordoba	August 11, 2010
Community 16	Cordoba	August 11, 2010
Community 16	Cordoba	August 11, 2010
Community 16	Cordoba	August 11, 2010
Community 16	Cordoba	August 11, 2010
Community 17	Magdalena	August 11, 2010
Community 17	Magdalena	August 11, 2010
Community 17	Magdalena	August 11, 2010
Community 17	Magdalena	August 11, 2010
Community 17	Magdalena	August 11, 2010
Community 18	Cordoba	August 12, 2010
Community 18	Cordoba	August 12, 2010
Community 19	Cordoba	August 12, 2010
Community 19	Cordoba	August 12, 2010
Community 20	Magdalena	August 12, 2010
Community 20	Magdalena	August 12, 2010
Community 20	Magdalena	August 12, 2010
Community 21	Cordoba	August 13, 2010
Community 22	Cordoba	August 13, 2010
Community 22	Cordoba	August 13, 2010
Community 23	Magdalena	August 13, 2010
Community 23	Magdalena	August 13, 2010

National and Departmental DAC focus groups

Location	Date
Narino	August 4, 2010
Narino	August 4, 2010
Magdalena	August 11, 2010
Magdalena	August 11, 2010
Cordoba	August 12, 2010
Bogotá	August 17, 2010
Bogotá	August 18, 2010

Key Stakeholder interviews

Institutional Affiliation	Date
RET	July 8, 2010
Opción Legal	July 9, 2010
CINDE	July 12, 2010
MoE	July 15, 2010
IOM	July 16, 2010
NRC	July 19, 2010

UNICEF	July 21, 2010
PPN	July 22, 2010
SoE Nariño	July 23, 2010
EBN	July 26, 2010
SoE Nariño	July 26, 2010
Golombiao	July 27, 2010
UNICEF	July 27, 2010
RET	July 27, 2010

EiE SoE Nariño	July 28, 2010
Opción Legal	July 28, 2010
RET SoE Nariño	July 29, 2010
Institutional Affiliation	Date
SoE Nariño	July 30, 2010
EiE PPN	August 5, 2010
EBN	August 10, 2010
EBN	August 10, 2010
Pisotón	August 11, 2010
EBN	August 11, 2010

SoE Cordoba	August 11, 2010
Ed. Calidad	August 12, 2010
Plan International	August 19, 2010
UNICEF	August 20, 2010
UNICEF	August 24, 2010
UNICEF	August 24, 2010
UNICEF	August 25, 2010
UNICEF	August 27, 2010
UNICEF	August 27, 2010
UNICEF	September 6, 2010
UNICEF	September 6, 2010

Annex II –Focus Groups

Description	No. of Focus Groups	No. of Participants			Total	%
		National Level	Sub National Level	Community Level		
UNICEF/IGOs & NGOs	5	11	25	0	36	6.05%
GO's	3	8	19	0	27	4.54%
Teachers	30	0	0	192	192	32.27%
Students	67	0	0	269	269	45.21%
Parents	11	0	0	71	71	11.93%
Total	116	19	44	532	595	

Annex III - Adequacy Survey Recipients

Institutional Affiliation
CEDAVIDA
CINDE
SoE
Fundación Escuelas de Paz
Universidad del Norte
RET
MoE
Universidad del Cauca
MoE
COMFENALCO
PROINCO
Universidad del Cauca
MoE
Educación Compromiso de Todos
Alianza para la Construcción de Culturas de Paz
Congregación Oratorio San Felipe Neri
Universidad de Magdalena
CINDE
SoE
Colombia Joven
CINDE
Universidad del Norte
Universidad de Cartagena

Institutional Affiliation
Retorno a la Alegria
Congregación Oratorio San Felipe Neri
Alianza Educativa
Alianza Educativa
IRC
Universidad de Magdalena
Corporación Región
CINDE
Acción Social
Acción Social
ICBF
Plan Internacional
Fundación Dos Mundos
CODHES
CODHES
Fondo Para la Acción Ambiental y la Niñez
Fondo Para la Acción Ambiental y la Niñez
Alianza por la Niñez
Fundación Restrepo Barco
Save the Children
Universidad Externado de Colombia
Opción Legal
Opción Legal
Corporación Región

Annex IV: Evaluation Framework

Goal 1: Improved quality of education response in emergencies and post-transition countries.

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Level to Be Examined
Relevance/Appropriateness: 'whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.'	To what extent has EEPCT funds contributed to relevant and appropriate rapid emergency response?	% of sampled educators ranking (1-5) of the appropriateness of delivered emergency materials	Focus groups in Case Study Countries	Country Global
	Was the programme adapted to address gender issues at the onset?	% of countries that conducted situational assessments and included gender-related indicators in their motoring plan. %of sampled participants ranking (1-5) of girls' enrolment in schools since the EEPCT programme began.	Secondary Document Analysis, Key Informant Interviews, Adequacy Survey and EE-DAC Score Card in Case Study Countries.	Country Global Regional
	How relevant are EEPCT interventions to the changing needs of educators in emergency and transition contexts?	% of sampled teachers ranking (1-5) of the relevance of emergency or transition education materials and training	Secondary Document Analysis, Key Informant Interviews, Focus Groups in Case Study Countries	Country Global
Effectiveness: 'the extent to which an activity achieves its purpose or whether this can be expected to happen on the basis of outcomes. Implicit within the criterion is timeliness.'	Are teachers routinely trained to ensure quality learning?	% of countries in which teacher training in impact areas occurs on a quarterly basis	Secondary Document Analysis, Key Informant Interviews, Adequacy Survey in Case Study Countries.	Country Global Regional

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Level to Be Examined
Efficiency- 'the outcomes-qualitative and quantitative – as a result of the inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used.'	How cost-efficient is the EEPCT programme compared to other similar programmes?	% of sampled participants ranking (1-5) of the cost-efficiency of the programme compared to other similar programmes.	EE-DAC Score Card	Country Global
	Is INEE providing relevant technical support?	# of hits to the INEE website disaggregated per 4 technical areas.	INEE Web site data	Country Global Regional
	Has EEPCT support reached an appropriate number of beneficiaries, given programme costs?	% of coverage— children in need of emergency or transition education vs. children in emergency or transition education programmes.	Secondary Document Analysis, Adequacy Survey in Case Study Countries.	Country Global
Coherence and Coordination	Are INEE Minimum Standards being implemented in the field?	% of UNICEF partner agreements that reference INEE Minimum Standards. % of sampled participants ranking (1-5) of change in implementation of INEE Minimum Standards since the Programme began.	Secondary Document Analysis, Adequacy Survey and EE-DAC Score Card in Case Study Countries.	Country Global
	Has EEPCT carved-out a value-added niche or filled traditional programme gaps?	% of UNICEF partner agency staff who note a strategic and technical difference in UNICEF's education approach in global and	Survey, Key Informant Interviews .	Country Global Regional

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Level to Be Examined
		country contexts.		
Indicative Impact-Outcome and Road to Sustainability “the degree to which sustainable progress towards basic education is progressing”	Have emergency response capacities within schools or programmes been strengthened?	% of sampled educators ranking (1-5) of change in ability to teach.	Secondary Document Analysis, Focus groups and Participative Ranking Exercise in Case Study Countries.	Country Global
	Has Government response to emergency and transition education been strengthened?	% of sampled educators ranking (1-5) of change in government response to emergency or transition education	Secondary Document Analysis, Key Informant Interviews, Focus Group Discussions in Case Study Countries	Country Global

Goal 2: Increase resilience of education sector service delivery in chronic crises, arrested development and deteriorating contexts.

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
Relevance/Appropriateness: ‘whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.’	Does EEPCT support responses that are relevant to community identified needs?	% of sampled children-youth participant ranking (1-5) of access to education in emergencies. % of sampled child-youth participant ranking (1-5) of quality of education in emergencies. % of sampled educators ranking (1-5) of change in quality of	EE-DAC Score Card, Focus Group and Participatory Ranking Exercise in Case Study Countries	Country Global

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
		education. % of sampled parents/community leaders ranking (1-5) of change in confidence in the quality of education.		
	Has EEPCT improved government information collection and analysis?	% of sampled implementing partners who note an improvement in government data collection.	Secondary Document Review, Key Informant Interviews in Case Study Countries.	Country
Effectiveness: 'the extent to which an activity achieves its purpose or whether this can be expected to happen on the basis of outcomes. Implicit within the criterion is timeliness.'	Do educators receive timely training?	% of sampled educators ranking (1-5) of timeliness of training received.	Focus Group in Case Study Countries.	Country Global
Coherence and Coordination.	Are EEPCT programmes integrated within UNICEF financial and programme documents?	% of offices that delineate participation in EEPCT in their financial or programme documents.	Secondary Document Analysis, Adequacy Survey in Case Study Countries.	Country Global Regional
	Has the Education Cluster supported the Ministry of Education to coordinate an emergency response?	% of government ministry personnel ranking (1-5) of change of support of education cluster since the programme began.	Secondary Data Analysis, Key Informant Interviews, EE-DAC Score Card in Country Case Studies.	Country Global
	Are common or best practices used in the development of programmes?	% of government officials familiar with UNESCO Guidebook for planning education in emergencies and reconstruction % of government	Document Analysis, Key Informant Interviews, Adequacy Survey in Case Study	Country Global

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
		officials familiar with INEE Minimum Standards	Countries.	
Indicative Impact-Outcome and Road to Sustainability “the degree to which sustainable progress towards basic education is progressing”	Is the community empowered to engage in education as a fundamental child right?	% of parent-community leader participants ranking (1-5) of change in involvement in school construction. % of parent-community leader ranking of change in involvement in school or programme curriculum % of parent-community leader participant ranking (1-5) of change in involvement in school safety.	Key Informant Interviews, Focus Group and Participatory Ranking Exercise in Case Study Countries	Country Global

Goal 3: Increased education sector contribution to better prediction and preparedness for emergencies due to natural disasters and conflict.

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
Relevance/Appropriateness: ‘whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.’	Are reconstructed schools physically safe and secure?	% of sampled schools that meet key safety standards	Secondary Document Analysis and Adequacy Survey Checklist	Country Global
	Did beneficiaries participate in development of emergency education response	% of parent-community leaders ranking (1-5) of involvement in emergency education	Key Informant Interviews, Participative Ranking Exercise	Country Global

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
	plans?	response planning.		
	Has EEPCT improved relations within communities in impact areas? Has EEPCT improved relations between communities in impact areas?	% sampled youth participants ranking (105) of change in relations within their communities % sampled youth participants ranking (105) of change in relations with other communities	Secondary Document Analysis, Participatory Ranking Exercise	Country Global
Effectiveness: ‘the extent to which an activity achieves its purpose or whether this can be expected to happen on the basis of outcomes. Implicit within the criterion is timeliness.’	Has government preparedness and early warning knowledge been strengthened?	% of participants ranking (1-5) of change in government preparedness and early warning knowledge.	Key Informant Interviews, EE-DAC Score Card.	Country Global
	Have the skills and capacities of educators to predict or prevent emergencies been strengthened?	% of sampled educators ranking (1-5) of change in ability to prevent or predict emergencies.	Key Informant Interviews, Participative Ranking Exercise in Case Study Countries.	Country Global
Efficiency- ‘the outcomes-qualitative and quantitative – as a result of the inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used.’	Are children safer because of EEPCT?	% of sampled child participant ranking (1-5) of sense of security. % of sampled youth participant ranking (1-5) the level of violence in their community. % of sampled parent-community leader participants ranking (1-5) of child safety in	Focus Groups and Participative Ranking Exercise in Case Study Countries.	Country

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
		schools.		
Coherence and Coordination.	How do EEPCT initiatives fit into national local and national planning?	% of sampled participants ranking (1-5) of coherence and coordination at national and sub national levels.	EE-DAC Score Card and Key Informant Interviews in Case Study Countries.	Country Global
	Have UNICEF Regional Offices supported Prediction and Preparedness?	# of inputs on Prediction and Preparedness by Regional Offices.	Secondary Document Analysis, Key Informant Interviews.	Country Global Regional
Indicative Impact-Outcome and Road to Sustainability “the degree to which sustainable progress towards basic education is progressing”	Have EEPCT programmes contributed to peace?	% of sampled participants ranking (1-5) of peace.	Secondary Document Analysis, EE-DAC Score Card.	Country Global
	Have governments adopted the Education Cluster approach to emergency preparedness?	% of government preparedness plans that incorporate Education Cluster methods and approaches	Secondary Document Analysis, Key Informant Interviews Adequacy Survey	Country Global Regional

Goal 4: Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis.

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
Relevance/Appropriateness — ‘whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and	Are programme countries contributing to EFA and MDG reporting systems?	% of countries that demonstrate a contribution to EFA/MDG indicators.	Secondary Document Analysis, Key Informant Interviews, Adequacy Survey in	Country Global Regional

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
cost-effectiveness accordingly.'			Case Study Countries.	
Effectiveness- 'extent to which programme outputs have been achieved—and an appropriate number of beneficiaries reached and in a timely manner.'	Do country programmes track and report on EEPCT Log Frame Indicators?	% of log frame indicators reported per 39 EEPCT funded country programmes.	UNICEF Requested Adequacy Survey UNICEF Requested Self-Assessments	Country Global
	Are donor funds disbursed to the field in a timely manner? (Dutch report pg. 8)	% of donations transferred to field offices per project-UNICEF established time frames.	UNICEF HQ Secondary Document Analysis, Key Informant Interviews, Adequacy Survey in Case Study Countries.	Country Global
	What difference has the Early Warning and Preparedness training via the intra-net made for UNICEF staff?	% of sampled UNICEF staff highlighting effectiveness of intra-net training.	Key Informant Interviews, Adequacy Survey in Case Study Countries.	Country Global
Efficiency- 'the outputs-qualitative and quantitative – as a result of outputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used.'	Do country programmes seek to improve the quality and coverage of EEPCT programmes?	% of countries that have conducted assessments, evaluations and other learning activities.	Secondary Document Analysis, Key informant Interviews, Adequacy Survey in Case Study Countries.	Country Global
	How well are the programmes implemented financially?	% of 2009 spending per countries – allocation v. expenditures.	Secondary Document Analysis, Key Informant Interviews, Adequacy	Country Global

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
			Survey in Case Study Countries	
Coherence and Coordination.	Are EEPCT goals and objectives understood at national, sub-national and community levels?	% of sampled UNICEF partners at global, national, sub-national and community levels who know EEPCT's basic goals and objectives.	Key Informant Interviews Adequacy Survey	Country Global
	Is the EEPCT programme promoting programme learning?	# of good practice reports/trainings issued to partners at the country and regional levels.	Secondary Document Analysis, Adequacy Survey in Case Study Countries.	Country Global Regional
	Does pooled funding support greater coherence amongst education partners?	% of government officials and UNICEF staff at country level perceptions of change in coherence-coordination pre and post pooled funding programmes	Key Informant Interviews, Survey Question	Country Global
	Is UNICEF HQ technical support integrated into EEPCT country programmes?	% of countries in which programmes have addressed at least one SWOT recommendation.	Secondary Document Review, Adequacy Survey in Case Study Countries.	Country Global Regional
Indicative Impact-Outcome and Road to Sustainability: 'the degree to which sustainable progress towards basic education has been achieved.'	Is the EEPCT Initiative influencing/leveraging funding for education programming?	% increase in donor pooled money. #of donor or government initiatives that reference EEPCT	Secondary Document Analysis, Key Informant Interviews, Adequacy Survey in Case Study Countries.	Country Global
	Are governments	% countries that	Secondary	Country

	Specific Questions and Issues to be Addressed	Indicators to be Used to Address these Questions and Issues	Methods to be Used to Obtain Relevant Data	Levels to Be Examined
	assuming responsibility for EEPCT programmes?	show an increase in governmental financial support for EEPCT programmes.	Document Analysis, Adequacy Survey in Case Study Countries.	Global
	Is an evidence base for effective programmes being established—and fed back into EEPCT programmes?	% of sampled participants ranking (1-5) of change in monitoring and evaluation of the education system since the EEPCT programme began. # of assessments, evaluations and other programme learning activities identified in case study countries.	EE-DAC Score Card and Adequacy Survey in Case Study Countries.	Country Global
	Did EEPCT contribute to the countries having access to the FTI-Catalytic Fund?	% of sampled representatives reporting contributions.	Key Informant Interviews	Country Global

Annex V - EEPCT Revised Logframe

Logical Framework for Joint Programme Planning and Monitoring & Evaluation

Overall Programme Goal: To put emergency and post crisis countries back on track for achieving quality basic education and development goals

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
GOAL: To help get emergency and post-crisis transition countries back on track for achieving the Education and Gender MDGs.	Reduction of estimated numbers of children out of school in target countries by 2011. # of out of school children (indicate change 2007 to 2011)	Annual Year Book of Education Statistics in target countries. Annual Progress reports	By strengthening institutions and helping to rebuild education systems in emergency situations and in countries emerging from crisis, the EEPCT programme will demonstrate how education can help reduce fragility and establish stability
PURPOSE: Restore quality schooling for all children/youths in disrupted societies Use strategic education interventions to reduce development threats mitigate operational risks and overcome fragility to revitalize education systems	change in % of children/youth with access to schooling/education opportunities in countries supported by the EEPCT Programme Number and type of strategic education interventions	Country reports/ National EMIS data; Annual Year Book of Education Statistics in target countries Country reports programme Review/s and Progress Evaluation Reports	Establishing learning institutions, enhancing local/national capacity and strengthening education systems to function better will result in increased access to quality education Strategic interventions will contribute to reduction in “fragility” and in turn improve opportunities and capacities to strengthen education systems to provide quality education
OUTPUT 1	1. Increased % of affected children ¹¹⁷ accessing safe	Rapid Assessment of	IASC Cluster operational

¹¹⁶ Baselines for most indicators can only be established once the target countries have been identified. It is also noted that this is a multi-donor programme, with each DP having different time frames, which makes it difficult to establish precise overall or year-on-year targets.

¹¹⁷ All indicators to be disaggregated by gender. In addition, where possible data is to be disaggregated further by the most important disparities in a given country (ie. poverty quintile or rural/urban or geographical location, as appropriate).

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
Improved quality of education response in emergency and fragile, transition systems	<p>and functional learning environments (ECD Centres, Schools, tents, etc.) to resume their education in target countries. <i>Target: Global average of 80% for both girls and boys in target countries.</i></p> <p>2. % reduction in children out of school by gender, for target countries <i>Target: Average reduction for target countries equals 15% annually</i></p> <p>3. Increased % of financing for learning materials (as proxy for improved quality); in national budget and/or external funds for target countries. <i>Target: 15% of education funds are available for non-salary items such as learning materials / school supplies</i></p> <p>4. % change in primary completion rate (PCR) one year following the onset of an emergency/crisis at regular intervals <i>Target: Average annual increase in target countries should be on track by 2015.</i></p> <p>5. % increase in trained primary and secondary teachers in the system (as defined by UNESCO) including pre-service and in-service in target countries. <i>Target: Average annual increase to fulfil national standards set on ratio of trained teachers to pupils by 2015.</i></p>	<p>Learning Spaces Studies and/or initial needs assessments.</p> <p>Progress on UNICEF's CCCs (Core Commitments for Children) and INEE Minimum Standards.</p> <p>GMR data on estimated numbers of school-aged children out of school.</p> <p>Education financing data for countries concerned, including national budget allocation and external donor budget support.</p> <p>GMR and UNESCO-UIS data</p>	<p>GMR has reliable data on school-aged children out-of-school for the countries concerned. Reduction in children out of school data provides proxy indicator for growing inclusiveness of the system</p> <p>The EFA-FTI Education Financing Report will provide this type of data and analysis for the target countries</p> <p>Not all fragile states will be able to calculate PCR accurately due to data constraints. <i>% change in age-appropriate learning outcomes at regular intervals following emergencies/crises [Optional Indicator – should be tracked as feasible where there are existing learning achievement assessment data available.]</i></p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
		UNESCO UIS data sets. GMR data sets on trained teachers and teacher-pupil ratio for target countries	Teacher training is given priority in the rebuilding of education systems. Partners have capacity to support teacher training. UIS data sets include required information for these countries. Financing for teacher training supported with inputs from this programme.
Example Activities for Output 1			
<ul style="list-style-type: none"> i) Multi-agency intervention through IASC Education Cluster partnership ii) Rapid response including RALS and supplies/logistic interventions to restore learning activities for all. iii) Short term training for teachers, school heads and support staff, as well as sensitisation and training for local communities. iv) Support training and mentoring for capacity building and education system reconstruction. v) Support data use (EMIS) as basis for planning system reconstruction 		UNICEF Progress reports on interventions and strategic activities planned and executed under this programme	Conditions within countries and resources available from this programme allow for these activities to be initiated, supported and completed effectively and efficiently.
<p>OUTPUT 2</p> <p>Increased resilience of education service delivery in emergency and fragile, transition systems</p>	<p>6. % of teachers (total) present in school during and following emergencies or crises <i>Target: 50% teachers and other education personnel</i></p> <p>7. % of school year that schools are open and</p>	<p>Rapid Assessment Data</p> <p>UNESCO UIS</p>	<p>Capacity and system in place to conduct rapid assessments during and following an emergency/crisis</p> <p>Prevailing threats/risks</p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
	<p>functioning <i>Target: 75% of school year that schools are open and functioning</i></p> <p>8. % of schools where there is participation of children, parents and community members in school management/governance <i>Target: 50% of schools in target areas</i></p> <p>9. Education budget increased as % of the national budget. <i>Target: Annually increasing trend in allocation to education for this set of countries.</i></p>	<p>data sets on school systems. Annual Year Book of Education Statistics on pattern of time allocation for school year and term</p> <p>Programme Data</p> <p>Programme Data/School System data</p> <p>EFA-FTI Education Financing Reports Country Reports.</p>	<p>managed at levels that permit schools to operate as normally as possible. Incentives provided to keep schools open and teachers working over adequate time period for learning achievement.</p> <p>EMIs Systems track participation in governance and management. Participation will be defined at country or programme level. Extent of prior status local school governance</p> <p>Education becomes a priority in national budget allocation and in the external support provided to the target countries.</p>
Example Activities for Output 2			
<p><i>i) Needs assessment and advocacy campaigns for support to teachers and other key education personnel.</i></p> <p><i>ii) Community mobilisation with an emphasis on training for support to and management of schools.</i></p> <p><i>iii) Design of fit-for-purpose funding mechanism to support education on a transition basis</i></p>		<p>UNICEF Progress reports on interventions and strategic activities planned and executed under this programme.</p>	<p>Conditions within target countries, and resources available from this programme, allow for these activities to be initiated, supported and completed effectively and efficiently.</p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
<p>OUTPUT 3 Increased education contribution to conflict prevention and disaster risk reduction.</p>	<p>10. Education policy and budgets on Disaster Risk Reduction (DRR) adopted in target countries. <i>Target: Successful advocacy in Target countries for a policy and budget, with Life skills curriculum established in all schools</i></p> <p>11. Policy and budget on Education for Conflict Prevention adopted in target countries. <i>Target: Successful advocacy in target countries for a policy and budget, and Life skills curriculum in all schools</i></p> <p>12. Education strategies to address the potential threats to peace /stability implemented in target countries. <i>Target: Design/implement education interventions to deal with 'threats',, in parallel with efforts to rebuild the education system.</i></p> <p>13. % change of international education assistance provided to contexts affected by emergencies or crises (adjusted to account for net changes in global education assistance) over specified time range <i>Target: Annually increasing trend in international education assistance to education in emergencies or crises</i></p>	<p>UNICEF annual progress reports</p> <p>Country reports on education plans (including curriculum).</p> <p>UNICEF annual progress reports</p> <p>UNICEF annual progress reports Country reports</p> <p>EFA-FTI Education Financing Reports Country Reports. Other global reports (GMR, NGO reports, etc.)</p>	<p>Life Skills Based Education (LSBE) has a high priority as vehicle for disaster risk reduction (DRR) in the school curriculum. The work on DRR by various partners yields 'best practices' and guidelines.'</p> <p>Life Skills Based Education (LSBE) has a high priority as a vehicle for peace and conflict prevention/resolution in a revised school curriculum.</p> <p>The work on peace education and conflict prevention being done by partners will yield 'best practice' and guidelines for schools/communities. Addressing threats in parallel with the rebuilding of education systems will be perceived as an 'insurance' measure for successful rebuilding of education and society. Addressing threats to peace and security is regarded as a pre-requisite in preparation for EFA-FTI catalytic funding.</p> <p>Education in emergencies and crises is a priority for external support provided to the</p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
			target countries.
Example Activities for Output 3			
<p><i>i) Promote reviews and evaluation of current practices on integrating DRR into the school curriculum</i></p> <p><i>ii) Support studies and generate evidence to promote 'Safe Schools' practice, as part of quality standard in models such as CFS.</i></p> <p><i>iii) Support vulnerable countries to copy/convert national curricula key textbooks and all other important pedagogical resources, in electronic form that can be easily accessed as a web-based repository.</i></p> <p><i>iv) Support IASC partners' workshops to review, evaluate and synthesise materials used to build capacity for education in emergencies.</i></p>		UNICEF progress reports on interventions and strategic activities planned and executed under this programme.	Conditions within countries and resources available from this programme allow for these activities to be initiated, supported and completed effectively and efficiently.
<p>OUTPUT 4 Evidence-based policies, efficient operating strategies and fit-for-purpose financing instruments to support education in countries affected by fragility.</p>	<p>14. % of programme countries with a Local Development Partner Group supporting sector planning and financing <i>Target: All programme countries by the end of the programme</i></p> <p>15. % of countries with a</p>	<p>EFA-FTI country reports from local DPs</p> <p>EFA-FTI country</p>	<p>Local DPs adhere to OECD/DAC principles on harmonisation and alignment in fragile and high risk environments.</p> <p>Joint engagement by</p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
	<p>credible sector plan/ interim strategy endorsed by FTI <i>Target: All countries within two years of engagement by this programme (2010)</i></p> <p>16. Increase in % of countries using systematic data collection and analysis via EMIS annually to review situation and guide policy. <i>Target: All countries within two years of operations by this programme.</i></p> <p>17. % of countries with a pooled fund or similar mechanism (plus increasing % of external funding for education in transition countries channelled through the pooled fund) to support the education sector as a transitional or interim financing arrangement. <i>Target: All countries emerging from crisis that have not qualified for catalytic funding or that have not yet developed a credible education sector plan.</i></p> <p>18. % of countries emerging from crisis in which UNICEF leads donor support for the development of a sector plan for interim funding. <i>Target: All countries within two years of involvement in this programme</i></p> <p>19. Number of partnerships established at the global, region and national levels disaggregated by type (implementation, monitoring/evaluation/research and advocacy) and EEPCT Programme</p>	<p>level reports from local DPs. UNICEF annual progress reports.</p> <p>EFA-FTI Financing Reports Country reports from DPs</p> <p>Country reports relating to submissions for funding from EFA-FTI Catalytic Fund.</p> <p>Education DP reports/Donor Group reports in target countries</p> <p>Programme Data, Education</p>	<p>DPs is regarded as a precursor for development of a credible education sector plan.</p> <p>Systematic use of data and ultimate EMIS is regarded as pre-requisite for developing a credible sector plan for catalytic funding.</p> <p>Countries and their development partners are willing to use a pooled fund to support education, prior to a sector plan being endorsed and approved for FTI catalytic funding.</p> <p>Sufficient donor harmonisation and coordination to allow for agreement and joint support for an interim sector plan that strengthens the capacity to develop a more comprehensive sector plan for potential FTI catalytic funding.</p>

Narrative Summary	Objectively Verifiable Indicators ¹¹⁶	Sources and Means of Verification	Risks and Important Assumptions
	Designated Goal (1-4)	DP reports/Donor Group reports in target countries	Sufficient agreement on cooperation and collaboration on global, national and sub-national/local levels
Strategic indicators for UNICEF Programming (technical enabling work and capacity development)	20. % of 364 UNICEF Education Staff who have undertaken 3 Core trainings (WBI Education, Public Policy, Emergencies)	UNICEF Staff Development and Performance reports	UNICEF education programming will provide clear complementarity with national education sector plans and financing. Strategic partnerships will be established to strengthen research, lesson learning and evaluation.
Example Activities for Output 4			
<p><i>i) Support development of partial or comprehensive education sector plan as appropriate for the country</i></p> <p><i>ii) Support capacity building for data collection, analysis and use for review and policy work.</i></p> <p><i>iii) Design a pooled funding scheme for joint support to education in post crisis countries;</i></p> <p><i>iv) Advocacy and mobilisation with partners for joint implementation of capacity building and pooled funding, etc to help the countries progress towards success for EFA-FTI catalytic funding.</i></p>		UNICEF progress reports on interventions and strategic activities planned and executed under this programme.	Conditions within countries and resources available from this programme allow for these activities to be initiated, supported and completed effectively and efficiently.

Annex VI: Evaluation Tools

EE-DAC SCORE CARD

The EE-DAC Score Card included in the Inception Report, is one of the tools to be used in the country case studies undertaken in the EEPCT evaluation. It is based on EEPCT Goals consisting of (1) Improved quality of education response in emergencies and post crisis transition, (2) Increased resilience of education service delivery, (3) Increased education sector contribution to better prediction, prevention and preparedness for emergencies caused by natural disaster and conflict and (4) Evidenced-based policies, efficient operational strategies and fit-for-purpose financing instruments which are reflected in the form of evaluation questions. The OECD / Development Assistance Criteria (DAC) is applied for the assessment of the achievement of such Objectives as defined below:

1. Relevance / Appropriateness

Whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly

2. Effectiveness

The extent to which an activity achieves its purpose or whether this can be expected to happen on the basis of outcomes. Implicit within the criterion is timeliness

3. Efficiency

The outcomes- qualitative and quantitative – as a result of the inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used

4. Coherence and Coordination

The need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations

5. Sustainability / Connectedness

Connectedness refers to the need to ensure that activities of a short term emergency nature are carried out in a context that takes longer term and interconnected problems into account.

The tool is to be used at **Focus Group Discussions with the different stakeholder categories to assess EEPCT** based on key selected elements stated as evaluation questions in the format provided. The different stakeholder groups will analyse in their own respective groups and come up with a collective ranking using the scores 1 to 5, with **1 being the lowest and 5 being the highest score for the achievement of the specific objectives**. A score of 8 can be assigned if respondents collectively agree they do not know the answer, or a 9 if they choose not to respond at all. Following the scoring, the interviewees / focus group participants would be asked **the reasons** for their assessment with a (+) or (-) indicative of positive or negative reasoning. This would be followed up by qualitative recommendations or comments for improvement of programme success / delivery as perceived by the stakeholder groups. The format appearing in the following page should be used for the assessment and the process steps are outlined below:

- Identify the different stakeholder categories at the different levels as follows and organize 3 different meetings at each level lasting 1 hour per group.
 - i. National level – *Policy / decisions makers on education: Government, UN and NGOs*
 - ii. Sub National / District level – *Education Supervisors-Implementers: Government, UN and NGOs*
 - iii. Community level – *Teacher-Programme staff (only)*

- The above meetings will bring together Government, UN, and INGO-National NGOs and educators-programme staff who would for their own groups, discuss the questions and agree on a collective ranking (1-5, 8 or 9 for each) and indicate the score by a “✓” on the respective box in the format.
- Facilitate discussions in the groups to probe into the causal factors / reasons (+ positive or - negative) for the ranking and to come up with recommendations for improvement to be followed up. Ask groups to site 3 reasons for their rankings. Write down answers exactly as stated (do not interpret or summarize comments).
- The role of the facilitators (2 facilitators per meeting—1 to facilitate and 1 to support and record) is considered very significant in moderating / focusing the discussions and maintaining objectivity. They should be prepared in advance as follows:
 - Make it clear to the participants that this **evaluation is a learning process** so that it lends itself for capacity building and self-assessment.
 - Be familiar with the detailed programme activities related to EEPCT so that the group facilitation could be done effectively.
 - It may be helpful to **display on flip chart papers the four Goals** and sub components so that when the assessment is done the participants could refer to them or else could be distributed as handouts.
 - Be familiar with the definitions of DAC to be able to explain to the participants.
 - It would be useful to **display the definitions of DAC** for reference by the participants or else could be distributed as handout.
 - Have the formats for each group prepared on large sheets of paper as working document which could be self-documented by the participants.
 - If time permit group presentations for plenary consensus may be done.

It is envisioned that **this tool will be used for field studies and key informant interviews at the global and regional levels**. In each group scenario, **a participatory approach** will be adopted using the EE-DAC Score Card as a framework to collect the necessary qualitative data based on stakeholder perceptions. The scoring component of the score card will yield quantitative results as well.

The EE-DAC Score Card forms filled by the different groups should be later consolidated into a single format with the summary of reasons and recommendations for each level. The consolidated formats for each level in the different countries can be taken up for comparative analysis for assessing the status in the overall analysis.

An excel data entry programme will be used to enter data. Data should be entered daily. The initial pilot should be shared with NY team to verify data is being consistently collected and coded. Final results will be sent to NY as soon as completed. Data analysis results will be returned to the field team within 2 weeks to be incorporated into country case studies. Data will also be examined across countries for the synthesis report.

EE-DAC Score Card

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
Relevance/Appropriateness									
1. Has access to education in emergencies or post crisis transition changed since the programme began?								+ -	▪
2. Has the quality of education in emergencies or post crisis transition changed since the Programme began?								+ -	▪
3. Has girls' enrolment in schools changed since the Programme began?								+ -	▪
Effectiveness									
4. Have education system's ability to recover from emergencies changed since the Programme began?								+ -	▪
5. Has government preparedness and early warning knowledge changed since the Programme began?								+ -	▪
Efficiency									

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
6. How well does the Programme perform activities compared to other similar programmes?								+ -	▪
7. Has child safety in schools changed since the Programme began?								+ -	▪
Coherence and Coordination									
8. Has implementation of INEE minimum standards changed since the Programme began?								+ -	▪
9. Has education cluster support of the Ministry of Education coordination role changed since the Programme began?								+ -	▪
Sustainability/Connectedness									
10. Has education sector's ability to prepare for and respond to emergencies changed since the Programme began?								+ -	▪
11. Has government capacity to support education in emergencies and-or post crisis transitions changed since the Programme began?								+ -	▪

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
12. Has monitoring and evaluation of the education system changed since the Programme began								+ -	▪

FOCUS GROUP DATA COLLECTION FORM (CHILDREN, YOUTH)
Question: What are the strengths of the programme?

Date: _____ Group: Children / Youth
Community: _____ Gender: Girls / Boys
Moderator: _____ Number of Children in Group: _____
Note taker: _____ Age Range: _____

Key Strengths Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the children say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (CHILDREN, YOUTH)

Question: What are the weaknesses of the programme?

Date: _____ Group: Children / Youth
Community: _____ Gender: Girls / Boys
Moderator: _____ Number of Children in Group: _____
Note taker: _____ Age Range: _____

Key Weaknesses Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the children say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What are the strengths of the programme?

Date: _____

Group: Parents / Educators

Community: _____

Gender: Men / Women / Mixed

Moderator: _____

Number of Participants: _____

Note taker: _____

Key Strengths Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the participants say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What are the weaknesses of the programme?

Date: _____

Group: Parents / Educators

Community: _____

Gender: Men / Women / Mixed

Moderator: _____

Number of Participants: _____

Note taker: _____

Key Weaknesses Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the participants say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What makes an education system resilient?

Date: _____

Group: Parents / Educators

Community: _____

Gender: Men / Women / Mixed

Moderator: _____

Number of Participants: _____

Note taker: _____

Key Qualities Identified:

Free list:

Rank Order:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

COMMENTS:

(Write down what the participants say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (YOUTH)
Question: What makes an education system resilient?

Date: _____ Group: Youth
Community: _____ Gender: Girls / Boys
Moderator: _____ Number of Children in Group: _____
Note taker: _____ Age Range: _____

Key Qualities Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the youth say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (CHILDREN)

Date: _____ Group: Children
 Community: _____ Gender: Girls / Boys
 Moderator: _____ Number of Children in Group: _____
 Note taker: _____ Age Range: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
For Children	1	2	3	4	5	8	9
How much have your feelings about school changed since the program began, if at all?							
How much has your attendance changed, if at all?							
How much has girls' participation changed, if at all?							
How much has boys' participation changed, if at all?							
How much has your sense of safety and security changed, if at all?							
How much has your ability to protect yourself if there is another emergency changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							

COMMENTS:

(Write down what the children say using their exact words.)

FOCUS GROUP DATA COLLECTION FORM (YOUTH)

Date: _____ Group: Youth
 Community: _____ Gender: Girls / Boys _____
 Moderator: _____ Number of Youth in Group: _____
 Note taker: _____ Age Range: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
Youth	1	2	3	4	5	8	9
How much have your feelings about school changed since the program began, if at all?							
How much has your attendance changed, if at all?							
How much has girls' participation changed, if at all?							
How much has boys' participation changed, if at all?							
How much has your sense of safety and security changed, if at all?							
How much has your ability to protect yourself if there is another emergency changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							

COMMENTS:

(Write down what the youth say using their exact words.

FOCUS GROUP DATA COLLECTION FORM (EDUCATORS)

Date: _____
 Community: _____
 Moderator: _____
 Note taker: _____

Group: Educators
 Gender: Men / Women / Mixed
 Number of Participants: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much better	Don't know	N/A-NR
Educators	1	2	3	4	5	8	9
How much has your ability to teach changed, if at all?							
How has the provision of teaching and learning materials changed, if at all?							
How has the quality of the training changed, if at all?							
How has the interaction between children and youth of different groups changed, if at all?							
How have reporting and monitoring procedures changed, if at all?							
How has the quality of education at the school changed, if at all?							
How has the retention rate for girls changed, if at all?							
How has the usefulness of the revised Teaching Kits changed, if at all?							
How has the usefulness of the revised School in a Box changed, if at all?							
How has the usefulness of the revised Early Childhood Kits changed, if at all?							
How has the school's ability to respond to future emergencies changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							
How much have your feelings about school changed since the program began, if at all?							

COMMENTS:
 (Write down what the participants say using their exact words.)

**FOCUS GROUP DATA COLLECTION FORM
(PARENTS/SCHOOL MANAGEMENT COMMITTEES/ PARENT TEACHERS ASSOCIATIONS)**

School Management
Committees/Parent Teacher
Associations

Date: _____
 Community: _____
 Moderator: _____
 Note taker: _____

Group: _____
 Gender: Men / Women / Mixed
 Number of Participants in Group: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
Parents/ School Management Committees/Parent Teachers Associations	1	2	3	4	5	8	9
How has community involvement in school emergency planning changed, if at all?							
How has the community's ability to address safety and abuse in the school changed, if at all?							
How your confidence in the quality of education at the school changed, if at all?							
How has community ownership over school construction changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							
How much have your feelings about school changed since the program began, if at all?							

COMMENTS:

(Write down what the participants say using their exact words.)

Education in Emergencies and Post-Crisis Transition (EEPCT) Programme Evaluation On-line survey

The Education in Emergencies and Post-Crisis Transition Programme (EEPCT) is a joint effort between the Dutch government and UNICEF for the implementation of programs and policies that contribute to the improvement of the educational response in emergency situations. This project has invested resources in 39 countries, including Colombia.

The Columbia Group for Children in Adversity, an independent evaluation group headquartered at Columbia University (New York) has been contracted to conduct an evaluation of the EEPCT programme.

You have been contacted because, according to available information, **during the 2007-2010 period, your organization has received financial or technical support from this programme through UNICEF Colombia, or has collaborated with other organizations financed through the EEPCT programme.**

We respectfully request that you complete this questionnaire before August 24, 2010. Your participation is important for the continuation and development of the programme in Colombia. **The survey takes approximately 30 minutes to complete.**

If you are not able to complete the survey in one session, you will have the option to save your answers and continue at a later date.

If you have questions about the programme evaluation and your participation, or should you require additional information, please contact Wendy Smith, director of the evaluation team, via e-mail: wendyfrancois@live.com.

Your answers are strictly confidential and will only be viewed by the evaluation team.

Thank you very much for your participation!

The survey contains 72 questions.

Information about Your Programme

1. Please write the name of your organization

Please write your answer here:

2. Does your institution conduct an Emergency Education programme?

Please select **only one** of the following options:

- Yes
- No
- I don't know

3. Do you know what the source of financing for your education project is? If so, please indicate what it is.

[Scenario Omitted]

Please write your answer here:

4. What is the name of the educational programme/intervention/project that your organization currently conducts in conjunction with UNICEF?

Please write your answer here:

5. Please indicate if the educational project mentioned in the previous question existed prior to signing an agreement with UNICEF.

Please select **only one** of the following options:

- Yes. This project existed prior to signing the agreement with UNICEF.
- No. This project was designed and implemented after signing the agreement with UNICEF.
- I don't know

6. When was the agreement signed for your project with UNICEF? Please provide the date.

Please write your answer here:

7. When did your educational project start [if applicable]? Please provide an approximate date.

[Scenario Omitted].

Please write your answer here:

8. Indicate in which departments and municipalities your project is conducted. If your organization has conducted other projects supported by UNICEF, please indicate the location and year.

Please write your answer here:

Design and Implementation of the Educational Programme

9. Has the area in which your educational project is conducted been affected by geological disasters (earthquakes, landslides, volcanic eruptions) or climactic disasters (floods, droughts, windstorms)?

Please select **only one** of the following options:

- Yes
- No
- I don't know

10. Briefly describe the natural disaster that affected the area and its approximate date [if applicable].

[Scenario Omitted]

Please write your answer here:

11. In the area where your project is located, has the formal education of children and adolescents been interrupted as a result of the natural disaster [if applicable]?

[Scenario Omitted]

Please select **only one** of the following options:

- Yes
- No
- I don't know

12. If their education has not been interrupted by natural disasters, what are the educational problems that justify the existence of your project?

[Scenario Omitted].

Please write your answer here:

13. Approximately how many boys, girls and adolescents were affected by the natural disaster [if applicable]?

[Scenario Omitted]

Please write your answer(s) here:

Girls:

Boys:

Adolescent females:

Adolescent males:

14. Was your educational programme designed and implemented to serve boys, girls and adolescents whose education was interrupted by the previously indicated natural disaster?

[Scenario Omitted].

Please select **only one** of the following options:

- Yes
- No
- I don't know

15. To which educational necessities does your project respond?

[Scenario Omitted]

Please write your answer here:

16. When is it foreseen that the boys/girls/adolescents affected by the natural disaster served by your emergency project will return to the regular educational system [if applicable]?

[Scenario Omitted]

Please write your answer here:

17. Has the area in which your project is conducted been affected by armed conflict?

Please select **only one** of the following options:

- Yes
- No
- I don't know

18. Briefly describe the armed conflict and the approximate dates of the occurrence(s) [if applicable].

[Scenario Omitted]

Please write your answer here:

19. Has formal education of boys, girls and adolescents been interrupted as a result of the armed conflict?

[Scenario Omitted]

Please select **only one** of the following options:

- Yes
- No
- I don't know

20. Approximately how many boys, girls and adolescents were affected by the violent acts [if applicable]?

[Scenario Omitted]

Please write your answer(s) here:

Girls:

Boys:

Adolescent females:

Adolescent males:

21. Was your project designed and implemented to serve boys, girls and adolescents whose education was interrupted as a consequence of armed conflict?

[Scenario Omitted]

Please select **only one** of the following options:

- Yes
- No
- I don't know

22. When is it foreseen that the boys/girls/adolescents affected by the armed conflict served by your emergency project will return to the regular educational system [if applicable]?

[Scenario Omitted]

Please write your answer here:

23. To what need(s) does your project respond?

[Scenario Omitted]

24. Please indicate who the beneficiaries of your project are

Please write your answer here:

25. If the area in which your project is conducted has not been affected by natural disasters or armed conflict, what are the educational problems that justify the existence of your project? What is the role of the formal education system?

[Scenario Omitted]

Please write your answer here:

26. In the context of the contract with UNICEF, how many boys, girls and adolescents have been served by your educational project during the 2007-2010 period?

	Preschool	Primary	Secondary	Middle School
Girls				
Boys				
Adolescent females				
Adolescent males				
Other				

27. How many boys, girls and adolescents were reintegrated to the formal education system during the 2007-2010 period? Write the number in the space provided.

	Preschool	Primary	Secondary	Middle School
Girls				
Boys				
Adolescent females				
Adolescent males				
Other				

28. Do you know when the rest of the beneficiaries of your project will be reintegrated into regular classes? On what does this depend? Please explain.

Please write your answer here:

Curriculum and Evaluation

29. What are the professional qualifications of the team in charge of executing the project?

Please check all relevant options and provide comments:

- Elementary school teachers
- University graduates
- Teachers of other professions

- Psychologists
- Nutritionists
- Social workers
- Special education teachers
- Other (type of certification, how many)

30. Has the team that executes your project received formal training in attending to boys/girls/adolescents affected by natural disasters or armed conflict?

Please select **only one** of the following options:

- Yes
- No
- I don't know

31. Please describe the type of training received and the institution that provides it. Include the number of hours of training and frequency [if applicable].

[Scenario Omitted]

Please write your answer here:

32. What materials and educational tools do you use to conduct your educational project? Please use the space provided to explain (approximately) how many units you have.

Please check all relevant options and provide comments:

- School-in-a-Box (UNICEF)
- Library
- Specialized Library
- Distance Learning Training Modules
- Written Reference Material
- Audiovisual Material
- Technological Resources
- Sports Materials
- Construction Blocks
- Therapeutic Backpack Kit, Return to Happiness (UNICEF)
- Recreational Kit (UNICEF)
- Edukit UNICEF Colombia
- First Aid Kit (UNICEF)
- Hygiene Kit UNICEF Colombia
- UNICEF Early Infancy Kit
- Teaching Kit (UNICEF)
- Other, which

33. How many Kits have been delivered during the 2007-2010 period [if applicable]?

write your answer here:

34. Please indicate whether the educational kits have been revised/renewed/modified, and if so, with what frequency?

Please write your answer here:

35. Does your educational project include pedagogical strategies and curricular designs to promote human rights, peace, coexistence and conflict resolution?

Please select **only one** of the following options:

- Yes
- No
- I don't know

36. What kind of educational materials do you use in the classroom to promote human rights, peace, coexistence and conflict resolution? Please write the name of the materials, the organization that produces them and how you acquired them [if applicable].

[Scenario Omitted]

	Name of educational material	Organization that produces them	How you acquired them
1			
2			
3			
4			
5			

37. Is professional training of your team a part of the project?

Please select **only one** of the following options:

- Yes
- No
- I don't know

38. In addition to the education in emergencies component of your project, are there other elements of the project? If so, which?

Please write your answer here:

39. Does your education in emergencies project contain a component specifically for risk prevention and management

Please select **only one** of the following options:

- Yes
- No
- I don't know

40. In the places in which your project is conducted, how many Institutional Education Plans incorporate risk prevention and management plans?

Please write your answer here:

41. How do you evaluate the educational needs and learning of programme/project beneficiaries? Please describe the evaluative processes and instruments utilized.

Please write your answer here:

42. Have you received technical support from UNICEF for the formation of your educational project?

Please select **only one** of the following options:

- Yes
- No
- I don't know

43. Describe the support you have received and who has provided it (for example, Headquarters, Regional Office, or another department) [if applicable].

[Scenario Omitted]

Please write your answer here:

44. Has your project been evaluated?

Please select **only one** of the following options:

- Yes
- No

- I don't know

45. Please indicate the date of the evaluation and the organization that conducted it [if applicable]

Please write your answer here:

46. What specific actions were taken as a result of this evaluation [if applicable]?

Please write your answer here:

Project Finances

47. How would you describe the arrangement that your Organization has had with UNICEF-Colombia during the 2007-2010 period?

Please select **only one** of the following options:

- My organization receives financial support from UNICEF
- My organization receives technical support from UNICEF
- My organization receives technical AND financial support from UNICEF
- My organization collaborates with an/other organization(s) that receive(s) financial/technical support from UNICEF
- I don't know

48. In addition to UNICEF, what other partners participate in your project? If necessary, use the space available to clarify your response.

Please select the relevant options and provide comments:

- Ministry of Education
- State Government
- Municipal Mayor's Office
- Private Company
- Non-governmental Organizations
- I don't know
- Other

49. What percentage of the total value of the project comes from UNICEF?

Please write your answer here:

This question refers only to the UNICEF-supported education in emergencies programs that your institution conducts.

50. Has the financial support provided by UNICEF increased or decreased since the beginning of the agreement?

Please select **only one** of the following options:

- Increased
- Decreased
- Stayed the same
- I don't know

51. Did your project receive financing from UNICEF prior to 2007?

Please select **only one** of the following options:

- Yes
- No
- I don't know

52. Were you requested to make changes to your information reporting, monitoring or evaluation systems post-2007 as a result of your agreement with UNICEF?

Please select **only one** of the following options:

- Yes
- No
- I don't know

53. What change(s) were requested, specifically [if applicable]?

Please write your answer here:

54. As a result of the agreement with UNICEF, were you requested to make changes in the focus of your project post-2007? (For example, changes in the population served, methodology, educational materials, training, etc.)

Please select **only one** of the following options:

- Yes
- No
- I don't know

55. Specifically, what changes were requested [if applicable]?

Please write your answer here:

Achievements, difficulties and lessons learned

56. What have been the principal achievements of your project? Please describe briefly the products or services developed and the impact obtained during the 2007-2010 period.

Please write your answer here:

57. What have been the greatest difficulties in executing your project during the 2007-2010 period?

Please write your answer here:

58. Given your experience and knowledge, do you believe that the Colombian educational system is prepared to effectively attend to the needs of the boys, girls and adolescents affected by armed conflict and natural disasters?

Please select **only one** of the following options:

- Yes
- No
- I don't know

59. Please explain your answer.

60. In your opinion, how important has the contribution of UNICEF to your education in emergencies programme been in the following regards:

Please select the appropriate response for each category:

	I don't know	1 – Not very important	2	3	4	5 – Very important
Improving access to education for boys/girls/adolescents affected by armed conflict or natural disasters (in emergency situations)						
Improving the quality of education (teaching and learning) in emergency situations						
Increasing parent and community participation in the education of boys/girls/adolescents in emergency situations						
Improving the educational response capacity of the local, state and national government for boys/girls/adolescents affected by armed conflict or natural disasters						
Improving the response capacity of the educational system in emergency and post-emergency situations						
Reducing the probability of violence or conflict at the local level						
Reducing the probability of violence or conflict at the national level						
Improving monitoring and evaluation of education in emergency situations						
Compilation and dissemination of information on good practices in education in emergencies						
Development of inter-institutional agreements and projects for education of boys/girls/adolescents in emergency situations						
Coordination of projects/interventions for education in emergencies at the national/state/local level						

Gender Perspective

61. How many boys/girls/adolescents have been served by your educational project in the 2007-2010 period?

Please write your answer(s) here:

Girls:

Boys:

Adolescent females:

Adolescent males:

62. What percentage of boys, girls and adolescents have left school during the execution of the project?

Please write your answer(s) here:

Girls:

Boys:

Adolescent females:

Adolescent males:

63. Why did they leave school?

Please write your answer here:

64. What explicit and documented strategies does your project have to prevent children from leaving school? Please explain.

Please write your answer here:

65. During the 2007-2010 period, have pregnant girls or adolescent females, or girls or adolescent females with children participated in your project?

Please select **only one** of the following options:

- Yes
- No
- I don't know

66. What resources does your project have to attend to the needs of pregnant girls, with the goal of guaranteeing that they will stay in school?

Please write your answer here:

67. Does your project have explicit and documented strategies to protect students from sexual abuse/harassment within the educational institution?

Please select **only one** of the following options:

- Yes
- No
- I don't know

68. In your project for education in emergencies are there specific prevention strategies for situations that affect girls/adolescent females and boys/adolescent males differently?

Please select **only one** of the following options:

- Yes
- No
- I don't know

69. Please indicate which [if applicable]

[Scenario Omitted]

Please write your answer here:

Demographic Information

70. Rank of the person within the organization that completed this questionnaire

Please select **only one** of the following options:

- Managerial (Director, Manager, President, etc.)
- Administrative (Assistant Director, Assistant Manager, Vice President)
- Professional
- Technical
- Advisor
- Other

71. Duration of service

Please select **only one** of the following options:

- 0-3 years
- 3-6 years
- More than 6 years

72. Place of work

Please select **only one** of the following options:

- Headquarters
- Regional Office
- State Office
- Project Office

Thank you very much for your participation. As a fundamental actor in this process, your answers and comments will contribute to the improvement of the educational response for boys, girls and adolescents in emergency situations. The results of this survey will also be very useful for the learning and growth of your organization. The final report of our investigation will be made available to all interested in November 2010.

Thanks again for your participation!

Columbia Group for Children in Adversity

<http://columbiagroupforchildren.com>

Annex VII: Ministerial Directive No. 12

UNICEF COLOMBIA

EDUCATION IN EMERGENCIES AND DURING POST-CRISIS TRANSITION

Third Progress Report (April 2009 – March 2010) – PBA SC/2007/0499

TO: Secretariats of Education of Certified Territorial Entities
FROM: The Minister of National Education of Colombia
RE: Continuity of education service delivery in emergency situations.
DATE: July 2009

The Minister of National Education, in exercise of the competencies established in Law 715 of 2001, issues guidelines to the secretariats of education in the certified territorial entities, in order to guarantee the right to education in emergency situations.

The secretariats of education of the certified territorial entities must participate on the regional and local committees for disaster prevention and response (CREPADs and CLOPADs), in order to develop local emergency and contingency plans. Also, they must participate on the regional and local committees for comprehensive attention for displaced populations, and for the formulation, implementation and monitoring of unified comprehensive plans (PIU) to attend the displaced population. All of this is for the purpose of defining plans of action and coordinating their implementation in the different phases of emergency (risk prevention and management, crisis and post-emergency).

The following are some of the basic elements that the secretariats of education of the certified territorial entities must include in their plans of action:

I. Risk prevention and management

1. The preparation and dissemination of a risk map for the education sector, including at least, the identification of: 1) at-risk schools, within the framework of the Inter-active Education Infrastructure Consultation System (SICIED); 2) shelters, so as to anticipate places where populations affected by the emergencies can be attended, in places other than schools; 3) safe places that may be used for education in case the schools are affected.
2. The secretariats of education of the certified territorial entities that are part of the high-risk zones (zones of high volcanic seismic activity, flood-prone areas) in accordance with the terms of the Territorial Land-Use Plan (POT) or the Territorial Land-Use Schemes (EOT) for the case of risk of natural disasters, must define as a matter of priority, the needs and resources for relocating schools to lower-risk zones, or for the relocation of students in schools that are not in heavily affected zones.
3. In the case of schools in zones of middle- or low-risk or in zones of recurrent affectation, the secretariats of education must include strategies that contribute to the continuity of students' education process, such as: implementation of flexible education models, transfer of students during periods of risk, flexibility and adjustment of requirements for enrolment, scheduling of school hours, and others. All of this, guaranteeing the number of classroom hours to which the students have a right, under current legislation.
4. The secretariats of education in the certified territorial entities must implement activities to promote the understanding that schools must be safe places that cannot be used in the armed conflict.

5. The establishment of partnerships, budgetary allotments and the execution of preventive actions like:
 - a) Training of human resources in risk prevention, strategy dissemination activities for emergency situations and implementation of cross-cutting projects with elements related to risk prevention in emergencies deriving from the armed conflict or related to the environment, prioritizing schools at greatest risk or threat.
 - b) Implementation of education community participation mechanisms in risk prevention and management.
 6. The establishment of partnerships and budgetary reserves for financing post-emergency actions like:
 - a) Orientation and psychosocial attention for teachers, students and other education agents when necessary, during the crisis or post-emergency.
 - b) Provision of basic post-emergency services with prefabricated emergency classrooms or tents, implementation of flexible education models, supply of desks and sanitary batteries, school supplies, school feeding, implementation of flexible education models and school transportation.
 - c) Evaluation and inventory of education infrastructure and performance of a census of teachers and students. Secretariats of education of the certified territorial entities in receiving zones for displaced population must coordinate their actions with the secretariats of education in population-expelling zones, to enrol the students that have been victims of displacement, and report this enrolment in a timely manner.
- II. In crisis situations
1. Execution of actions established in the local emergency and contingencies plan and in the unified comprehensive plans (PIU) for attending displaced population.
 2. Activation of alliances with national NGOs, international cooperation agencies and institutions committed to providing financial, physical and human resources for implementing the plans of action.
 3. Including education needs in administrative acts reporting on the emergency situation, in coordination with the competent authorities (Indigenous Reservations, Afro-Colombian communities, Governors' offices – depending on the case)
 4. In case schools must be used as shelters, are affected in such a way that they cannot be used, or find their surroundings affected in such a way that access to them is blocked, the secretariat of education must ensure that there are education spaces differentiated from the shelter spaces, or else alternative spaces such as prefabricated classrooms or tents that offer security and quality for the students. These spaces must be suitable for providing psychosocial attention or attention that is pertinent to the students' and teachers' emotional situation, in order to contribute to keeping the students in the education system once education service has been restored. Subsequently, and for as long as necessary, this attention will be provided simultaneously with education service.
- III. In the post-emergency phase.
1. For the relocation, reconstruction, adaptation or furnishing of schools affected by situations of natural disasters or violence, the secretariats of education of the certified territorial entities have access to diverse sources of finance for replacing classrooms and sanitary services, and other teaching environments affected like basic recreational spaces, restaurants, systems rooms and administrative areas, among others.

- a) For all education establishments (education centres and schools), there is access to resources from the general budget managed by the Ministry of National Education, or resources from the National Royalties Fund.
 - b) For financing projects to re-establish the basic operation of schools (educational establishments that have middle education) there is access to resources from Law 21 of 1982. The projects must be presented to the MEN through departmental, district and municipal secretariats of education that are certified in education, in accordance with the stipulations of Resolution 3350 of 2007.
 - c) In order to finance infrastructural maintenance and adaptation projects, resources from the General System of Participations, earmarked for quality and assigned directly to the municipalities, may be used in accordance with the terms of articles 15, 16 and 17 of Law 715 of 2001.
2. To finance projects with resources from Law 21 of 1982 and resources administered by the Ministry of National Education, the certified territorial entity must present the following documents:
- a) An administrative act from the Office of the President of the Republic, decreeing a natural disaster; an administrative act from the National Directorate of Disaster Prevention and Response certifying the situation of emergency or calamity, or in the case of violent actions, a certification issued by the General Directorate of the National Police or the Administrative Department of Security (DAS), depending on the case.
 - b) A diagnosis of the damages to the school (with photographs), indicating whether it is an education establishment with middle education (education centres), and the approximate cost of the repairs.
 - c) Resolution of approval of the education establishment's curriculum.
 - d) Certificate of liberty and tradition of the property where the work is to be done.
 - e) Certification by the corresponding planning office, showing that according to the POT/EOT, the property where the repairs are to be made is not in a risk zone and is suitable for educational institution use.
 - f) Result of the analysis made by the department and the mitigation measures taken or planned, to substantially improve the situation.

ORIGINAL SIGNED BY
CECILIA MARÍA VÉLEZ WHITE
MINISTER OF NATIONAL EDUCATION
COLOMBIA

Annex VIII - National Roundtable for Education in Emergencies Plan of Action 2009-2010

UNICEF COLOMBIA

EDUCATION IN EMERGENCIES AND DURING POST-CRISIS TRANSITION

Third Progress Report (April 2009 – March 2010) – PBA SC/2007/0499

NATIONAL ROUNDTABLE FOR EDUCATION IN EMERGENCIES
PLAN OF ACTION 2009-2010

IMPLEMENTATION OF MINISTERIAL DIRECTIVE No. 12 ON EDUCATION IN EMERGENCIES

Justification: the Ministerial Directive on Education in Emergencies marks an important step in the implementation of protection and promotion of the right to education as a fundamental condition for access to the other rights of children and youths that are victims of displacement caused by the armed conflict or natural catastrophes. The challenge – for the idea of the project we are presenting – is to guarantee that this State policy, promoted by the national working group on education in emergencies and promulgated by the Ministry of National Education, becomes a concrete working tool for Mayors, Secretariats of Education and other institutions interested in the promotion of education as a source of equity, democracy and lasting peace.

OVERALL OBJECTIVE	To guarantee, through a systematic process of implementation of the Ministry of Education's directive, the conditions for the exercise of children's and adolescents' right to education (as a strategy for prevention, protection and promotion of rights) even in times of conflict, confinement and displacement, due to armed conflict, natural disaster or other emergencies
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SPECIFIC OBJECTIVES	LINES OF ACTION	EXPECTED RESULTS FOR 2010
I. To report, disseminate and raise awareness among policy makers and educational actors at the regional and local level, and public opinion in general, of the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES , its pertinence and the basic tools required for its implementation in the field.	1. Developing a strategy for communication and various communication items for the national-level dissemination of the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES . 2. Organizing the 3 rd national conference on education in emergencies, to be centred on the implementation, monitoring and follow-up of the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES . 3. Promoting, in focalized Municipalities and Departments, through the working groups on education and displacement and/or the Roundtable on disaster prevention and response and institutional networks for the promotion of the Ministerial Directive on Education in Emergencies	1. There is a strategy and a plan for communicating the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES . 2. Diverse communication items on the Education in Emergencies Directive exist and are being distributed: <ul style="list-style-type: none"> - Radio and television spots - Pamphlets - A Web page 3. The 3 rd national conference on Education in Emergencies has been implemented successfully, and its acts reflect plans for gradual implementation around the country. 4. Working groups have been activated and/or strengthened in prioritized departments and municipalities.
II. To orient the systematic implementation of the MINISTERIAL DIRECTIVE	1. Systematization of experiences in the different phases of the emergency, implemented in territorial entities, which can orient	1. Plans and actions have been implemented in focalized Departments and Municipalities, showing the potential of the

SPECIFIC OBJECTIVES	LINES OF ACTION	EXPECTED RESULTS FOR 2010
<p>ON EDUCATION IN EMERGENCIES in focalized Departments and Municipalities, in the framework of the PIUs and emergency plans, with sufficient resources for its implementation.</p>	<p>the implementation of proposals for effective and timely response. 2. Defining precise criteria for focalizing territorial entities that can be used as demonstrative experiences of adequate implementation of the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES. 3. Committing the focalized territorial entities to the process of systematic implementation of the Directive, including the project in their investment plans and territorial budgets for 2010. 4. Diagnosing the situation of education in the emergency zones participating in the focalization. 5. Strengthening – at the institutional, pedagogical, administrative and operational level – the entities focalized for pertinent and timely educational response in acute crises. 6. Implementing the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES in the focalized Municipalities and Departments, articulating their operation in the framework of the PIUs and the emergency plans.</p>	<p>Ministerial Directive for adequate prevention and attention for emergencies. 2. The national working group on education in emergencies has systematized previous and piloted experiences, and there is a manual for operationalizing the Directive with concrete, successful examples. 3. Instruments for diagnosing education in emergencies are in the process of validation, for subsequent replication them at the national level. 4. Planning instruments for the implementation of the Education in Emergencies initiative have been developed, in the framework of the PIUs. 5. There is objective, quantitative evidence of the dimensions and implications of emergencies for education. 6. The focalized entities have received technical assistance and financial support for strengthening their response capacities.</p>
<p>II (Cont.). To orient the systematic implementation of the MINISTERIAL DIRECTIVE ON EDUCATION IN EMERGENCIES in focalized Departments and Municipalities, in the framework of the PIUs and emergency plans, with sufficient resources for its implementation.</p>	<p>1. Strengthening the information, monitoring and follow-up systems, both for early warning and contingency plans and for the responses by the responsible entities, in coordination with OCHA—INEE indicators and the Ministry of National Education System. 2. Providing technical assistance to the focalized entities for advancing in the adjustment of national information, monitoring and educative follow-up systems, to extend them to include the education situation that results during emergencies. 3. Implementing training events for functionaries and educators, covering the variables, indicators and monitoring and evaluation systems for the education response in emergencies, in the framework of</p>	<p>1. Events to construct variables and indicators for education that are specific to the emergency situations have been implemented. 2. Progress has been made in adjusting the information, monitoring and follow-up systems to the State's responses in the area of Education in Emergencies, operated by the Ministry of National Education in coordination with the focalized territorial entities, and with the support of OCHA and the working group. 3. A monitoring and evaluation system has been implemented experimentally in the focalized municipalities, and the lessons learned have been systematized. 4. Monitoring and evaluation instruments for the implementation of the Education in Emergencies Directive are in the process of</p>
<p>III. To support the Ministry of National Education in the adjustment of the institutional information, monitoring, follow-up and education evaluation systems – both to emergency situations and for the timeliness and effectiveness of the prevention and response systems of the responsible State, local and regional entities.</p>	<p>1. Strengthening the information, monitoring and follow-up systems, both for early warning and contingency plans and for the responses by the responsible entities, in coordination with OCHA—INEE indicators and the Ministry of National Education System. 2. Providing technical assistance to the focalized entities for advancing in the adjustment of national information, monitoring and educative follow-up systems, to extend them to include the education situation that results during emergencies. 3. Implementing training events for functionaries and educators, covering the variables, indicators and monitoring and evaluation systems for the education response in emergencies, in the framework of</p>	<p>1. Events to construct variables and indicators for education that are specific to the emergency situations have been implemented. 2. Progress has been made in adjusting the information, monitoring and follow-up systems to the State's responses in the area of Education in Emergencies, operated by the Ministry of National Education in coordination with the focalized territorial entities, and with the support of OCHA and the working group. 3. A monitoring and evaluation system has been implemented experimentally in the focalized municipalities, and the lessons learned have been systematized. 4. Monitoring and evaluation instruments for the implementation of the Education in Emergencies Directive are in the process of</p>

SPECIFIC OBJECTIVES	LINES OF ACTION	EXPECTED RESULTS FOR 2010
	the INEE.	evaluation, for subsequent replication at the national level.

Annex IX: UNICEF EEPCT Funded Programmes per year

UNICEF EEPCT Funded Programs	Prior to 2007	2007	2008	2009	2010
Alianza para la construcción de culturas de paz					
Análisis de necesidades					
Articulación de la educación media con la educación superior					
Atención Educativa en la emergencia de Caucasia					
Atención Educativa en la emergencia de Chocó					
Atención Educativa en la emergencia de Córdoba					
Atención Educativa en la emergencia de Quetame					
Aulas en Paz					
Casa de Naciones Unidas en Soacha					
Condiciones para la Educación registro civil Choco					
Culturas de paz Soacha					
Diseño de modelos educativos de calidad Bello					
Diseño de modelos educativos de calidad Bolivar					
Diseño de modelos educativos de calidad Boyaca					
Diseño de modelos educativos de calidad Choco					
Diseño de modelos educativos de calidad Magdalena					
Diseño de modelos educativos de calidad Popayan					
Diseño de modelos educativos de calidad Soacha					
Dotación de Bibliobancos					
Educación compromiso de todos- gratuidad de la educación					
Educación para el ejercicio de derechos humanos Bello					
Educación, Ciudadanía y Paz					
Empoderamiento de mujeres jóvenes afectadas por la violencia en					

UNICEF EEPCT Funded Programs	Prior to 2007	2007	2008	2009	2010
Colombia					
Erradicación del trabajo infantil Nariño					
Escuela Busca al Niño (EBN) Armenia					
Escuela Busca al Niño (EBN) Ipiales					
Escuela Busca al Niño (EBN) Medellín					
Escuela Busca al Niño (EBN) Santa Marta					
Etnoeducación: Foro					
Formulación de la política pública de infancia y adolescencia con énfasis en educación en el Choco					
Golombiao					
Hechos y Derechos					
Mesa nacional de educación en emergencias					
Oportunidades para la paz (cedavida)					
Pedagogía y Protección de la Niñez (PPN)					
Pisotón, Educación y desarrollo afectivo					
Plan Decenal Educativo política educativa de calidad en Huila					
Proyecto etnoeducativo en Guambia					
Proyecto piloto de educación en emergencias en Córdoba y Lórica					
Proyecto piloto de educación en emergencias en Nariño					
Retorno a la alegría					

Note: This list was generated through UNICEF Colombia's self-evaluation. The start and end dates of these projects were confirmed verbally with UNICEF Colombia's Education Officer and are approximations of the actual years funded.

Some one-year programmes have specific rationales for their shorter duration; *Atención Educativa en la emergencia de Caucasia* and *Quetame* are one year programs because they were initiated as a direct response to an emergency. The advocacy programme *Hechos y Derechos* received only one year of funding because the programme had direct relevance to the annual theme of Educación Protegida y Protectora. UNICEF supports *Hechos y Derechos* every year but different departments support different year initiatives. The remaining one year programmes had no particular explication for their duration.

