

Global Education Cluster



Haiti Earthquake, January 2010

Education Cluster Lessons Learned Report

Final Version – 30 June 2010

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Introduction

This report summarizes initial thoughts and findings related to the Education Cluster's response to the Haiti earthquake on 12 January 2010. Given the scale of the disaster, and the size and complexity of the humanitarian response that followed, the Education Cluster has conducted a lessons learned exercise to reflect, capture and learn from the experience. This document focuses on the first few months after the disaster, up to the end of May 2010.

Prioritized Recommendations

A total of 41 recommendations are included in this document. The recommendations in matrix form can be found at [annex 1](#). The following sixteen recommendations have been prioritized for urgent follow-up:

Capacity and Staffing of the Education Cluster

- ❖ Develop functional models for different sizes and types of crisis scenarios, and, where the scale and complexity of the emergency requires, deploy teams not individuals to staff clusters. Draw on partners beyond the Cluster Lead Agencies when composing teams.
- ❖ Renew efforts to improve surge capacity for the Cluster by agreeing on triggers for rapid response, making better use of rosters, and explore new sources of additional deployable capacity through Cluster partners.
- ❖ Agree Standard Operating Procedures (SOPs) for deployment of surge capacity at global and country level.
- ❖ Invest in expanding the pool of deployable experts, in particular those with strong French, Spanish and Arabic language skills.

Role and Structure of the Education Cluster

- ❖ Take a decentralized approach to the cluster set-up: create a national cluster plus sub-national clusters (including in Port-au-Prince) - actioned.
- ❖ Develop generic benchmarks for cluster progress with milestones of what should be done by when. This tool can be used at country level to keep track of progress and maintain momentum, and as a guide for providing global support and oversight.
- ❖ Include a function within the core surge team on capacity development around the INEE Minimum Standards for training and orientation of cluster partners.

Processes and Responsibilities

- ❖ Develop and nurture a pool of IM experts to draw on for future deployment.
- ❖ Build a set of IM tools and templates including a generic 4Ws for the Education Cluster, taking into account levels of available technology and accessibility to users.
- ❖ Develop a database/IM system for storing data at school level in Haiti.
- ❖ Request UNDP to develop stronger guidance clarifying role of clusters in PDNAs and timing of PDNAs vis-à-vis other assessment efforts.
- ❖ Provide positive feedback to OCHA on their support for advocacy on education as a priority sector in Haiti.

Partnerships

- ❖ Emphasize the importance of early Education Cluster support, including possible secondments, into government to boost capacity for coordination and leadership.
- ❖ Develop guidance for clusters on agreeing roles and responsibilities with existing sector working groups.
- ❖ Institutionalize regular discussions between co-lead Heads of Agencies in crisis-prone countries to establish relationships pre-emergency, as set out in the UNICEF/Save the Children Guidance that has been developed.
- ❖ Bolster ECU capacity to support in the event of large-scale emergencies.

Objectives

The aim of the exercise is to 1) improve the immediate performance of the Education Cluster in Haiti; and 2) to inform our response to future emergencies based on lessons from the Haiti experience. Key questions are: what worked, what didn't work as well as it should, and what can be done differently/better now in Haiti, and next time in response to future emergencies?

Process

The lessons learned exercise has been structured as follows:

- A. Consultation with the main players in-country and at global level through 1) review of existing materials; 2) a short online feedback survey for Cluster members in Haiti; 3) an e-mail consultation with global partners; and 4) selected phone and face-to-face interviews¹.
- B. A face-to-face meeting with relevant individuals from the Cluster Lead Agencies was organized during the margins of the ECWG meeting in Nairobi in late April 2010.
- C. A final round of feedback and inputs from members of the Education Cluster Working Group who were closely involved in the Haiti response.

A Word of Caution

Despite the scale of the disaster, and the resources dedicated to the response effort, the Education Cluster is mindful that lessons learned from the Haiti experience are not necessarily transferable to other situations. The earthquake in Haiti, and the context of Haiti itself even pre-earthquake, includes many specific characteristics that are not necessarily found in other contexts. For example, the Haiti response was strongly colored by the following characteristics:

- The magnitude of the disaster, the widespread destruction of schools and the large numbers of children and youth affected;
- The logistical challenges caused by the earthquake,
- The scale of the humanitarian response;
- Large numbers of new organizations arriving in Haiti to join the relief effort;
- French as the main working language for the international community in Haiti;
- The threat of other natural hazards, such as rains and cyclones;
- The public/private split of schools;
- The large number of children and youth (approximately 50%) who were not in school prior to the earthquake;
- A lack of reliable basic statistical data;
- Complications of land ownership and tasks of demolition and clearance of debris;
- Weak capacity of the Ministry of Education (MENFP).

Bearing in mind these factors, the Education Cluster will nevertheless aim to draw out key lessons learned from the experience to apply to future practice.

¹ A list of interviewees is attached at [annex 2](#).

Background

A massive earthquake hit Haiti on 12 January 2010. The earthquake struck Ouest Province, with the epicenter 17 km from Haiti's capital, Port-au-Prince (PauP). The nearby cities of Carrefour and Jacmel, as well as other areas to the west and south of PauP, were also affected. Approximately 217,000 are thought to have died as a result of the earthquake (2% of the population of Haiti) and 300,000 people injured. The affected population is estimated at 3 million. An estimated 450,000 children were displaced by the earthquake, both within Haiti and in border areas with the Dominican Republic

The impact of the earthquake on the education sector was devastating. 80% of schools were damaged by the disaster – close to 5,000 schools in total. An estimated 1.26 million children and youth were affected by the earthquake. Large numbers of teachers and other education personnel were killed and injured. Prior to the earthquake, Haiti was already a country with massive social, political, environmental and economic problems. Within the education sector, only 8% of schools were state run, 37% of population over the age of 5 has never received formal education services. 35% of children and youth have accessed primary school, 22% secondary school, and less than 2% have attended university. The national literacy rate is under 53%. Teachers are vastly under qualified with 80% failing to meet selection criteria for professional training.

The Government of Haiti was hit hard by the earthquake. Many Government officials were killed and Government offices and facilities were lost.

Within days of the earthquake, Clusters were established to support national authorities to coordinate the humanitarian effort. With the support of a number of agencies, including UNESCO, an Education Cluster was established alongside other Clusters, co-led by UNICEF and Save the Children.

The Haiti Education Cluster

By week two after the disaster, the Education Cluster was established and functioning. The Education Cluster coordinates approximately 175 members from more than 100 organizations. 40-50 members are present at weekly coordination meetings in Port-au-Prince². Cluster coordination was established in PauP (national level cluster), Leogane, Petit and Grand Goave, and Jacmel where regular meetings also take place. Dedicated Cluster Coordinators are in place in three locations. Specific working groups have been created to provide detailed recommendations on capacity development/teacher training, psycho-social support, curriculum, Early Childhood Development and infrastructure/reconstruction. A shadow Education Cluster was set up in the Dominican Republic to support the Haiti response. The Education Cluster in Haiti works alongside the pre-existing Education Sector Working Group, led by UNESCO.

By week three after the earthquake, a Needs Assessment Consultant had joined the Education Cluster coordination team in PauP. Following a quick survey of schools conducted by the Ministère de l'Éducation Nationale de la Formation Professionnelle (MENFP), a Rapid Joint Needs Assessment (RJNA) was organized by Cluster members and MENFP officials. RJNA findings were finalized and shared by

² At the time of writing, numbers attending meetings have fallen. A close strategic working group of about ten members meets twice a week and a larger open forum is held once a month.

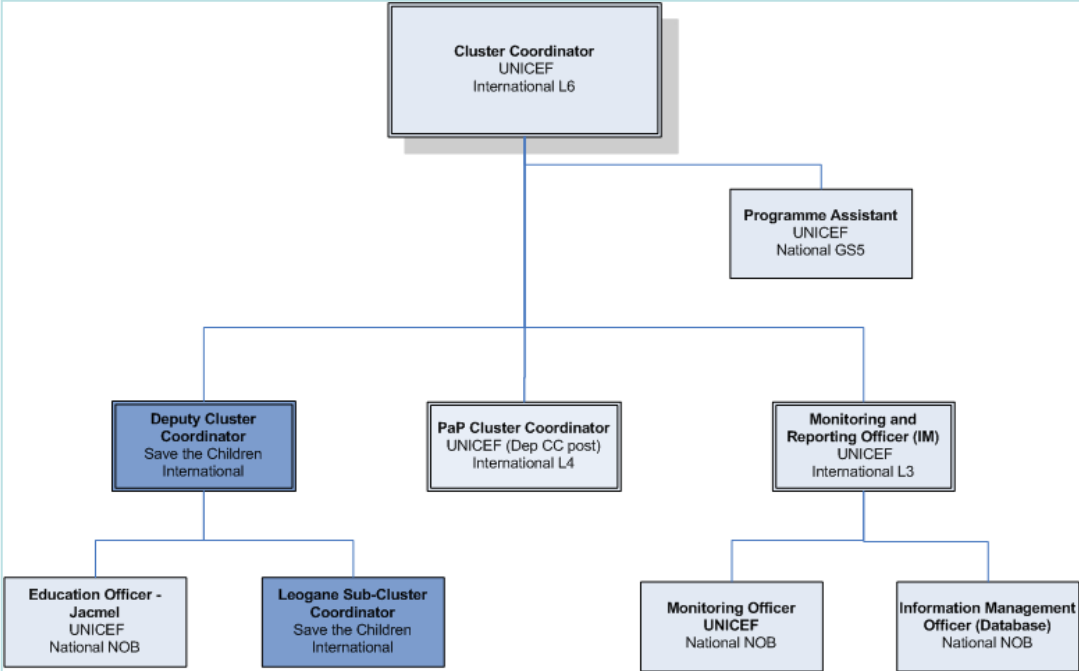
week six. At the same time, a multi-sector Post-Disaster Needs Assessment (PDNA) was carried out by the Government of Haiti with support from the UN and partners and the EC. A final report of the PDNA was shared with donors at conference in New York on 31 March 2010.

Key achievements for the Education Cluster in Haiti include:

- A strong Cluster with broad and inclusive membership – the only Cluster operating entirely in French;
- Inclusion of education as a priority sector within the Flash Appeal and the revised Humanitarian Appeal;
- Translation of INEE Minimum Standards for Education in Emergencies to the Haiti context and agreement on adherence to the Standards by Cluster members;
- The RJNA which was carried out by 40 data collectors visiting nearly 240 sites and meeting with well over 2000 community members;
- The establishment of sub-national clusters outside of PauP that are functioning well and developing excellent practice;
- Training of over 2,400 educational authority officials in the Dominican Republic on psycho-social recovery, disaster risk reduction and emergency preparedness;
- The development of a strategy for the Education Cluster in Haiti which aligns with that of the MENFP and sets out priorities for a 12 month period;
- The development of a 4Ws (who does what where and when) for the Education Cluster in Haiti;
- Organized and systematic information sharing between Cluster partners.
- Good links with other sectors relevant to education and strong working relationships with the broader humanitarian community and elsewhere.

Education Cluster Staff Structure

The most up-to-date proposal for staffing of the Education Cluster in Haiti is shown in the organogram overleaf. However, this model does not reflect the reality of staffing for the Cluster: not all staff are in place at the time of writing, succession recruitment is ongoing, and additional posts, such as the Education Cluster Coordination Field and Inter-cluster Liaison post, are not reflected.



Funding

The Education Cluster requested \$11.1 million within the initial Flash Appeal for the Haiti earthquake. In the revised Humanitarian Appeal, the Cluster revised its request upwards to \$76.042 million. According to the Financial Tracking System, Education Cluster requirements have increased to \$93.542 million. The Education Cluster component of the revised Humanitarian Appeal included 16 projects from 12 organizations. At the time of writing, a total of \$80.65 million has been received: 86% of total requirements.

The Global Education Cluster

Given the scale of the disaster, and the difficulties faced by staff working in-country, the Education Cluster Unit provided significant support in the weeks that followed. This support included drafting of inputs from the Education Cluster for the Haiti Flash Appeal and revised Humanitarian Appeal, setting up of the Education Cluster page on OneResponse, communication with global Education Cluster partners through regular written updates and conference calls, drafting of advocacy messages on the importance of education as part of the humanitarian response in Haiti, and translation of key documents from English into French. As capacity grew in Haiti, support from the global level decreased.

Feedback and Findings

Online Feedback Survey

The Education Cluster in Haiti conducted an online survey from 8 to 18 April to gather feedback from Cluster members and other key partners. 29 individuals participated in the survey to rate the Education

Cluster’s work in a number of different areas and provide qualitative feedback³. Participants included staff working with UN agencies, NGOs, Government of Haiti, and independent organizations. The results of the survey in full are at [annex 3](#). The areas which were rated highest and lowest on average by Cluster members are as follows:

Highest Ratings	Poor	Needs Improvement	Functioning Well	Excellent
Gestion de l’information & partage/Information Management and Sharing	0%	11.1%	37%	48.1%
L’inclusion d’autres partenaires nationaux, particulièrement les ONGs nationales et locales/ Inclusiveness of other national partners, particularly NGOs/CSOs	12%	16%	52%	20%
Suivi et établissement de rapports/ Monitoring and Reporting	4%	32%	34.6%	23.1%
Lien avec les partenaires gouvernementaux/Links with Government counterparts	7.7%	20%	64%	8%
Lowest Ratings	Poor	Needs Improvement	Functioning Well	Excellent
Participation des populations affectées/Participation of affected population	40%	24%	32%	4%
Formation et renforcement des capacités/Capacity development, including training	23.1%	48.1%	29.6%	3.8%
Plans d’urgence et préparation aux situations d’urgence/Contingency planning and emergency preparedness	18.5%	61.5%	23.1%	7.07%
Mobilisation des ressources/Resource Mobilization	7.7%	61.5%	23.1%	7.7%

³ 27 of the 29 participants in the survey answered the final optional question and provided details of the type of organization that they worked with. The breakdown of participants is as follows: NGO (21), Professional Association (3), Government (1), UN (1), and CSO (1). Survey participants were not required to state the name of their organization.

Quantitative feedback gathered through the survey is integrated into the overall findings presented below.

Preliminary Findings

The areas covered through the online feedback survey and one-to-one interviews, as well as those that came up spontaneously through the consultation, have been grouped under umbrella headings which encapsulate a number of different areas of work. Each section covers the main findings/challenges and makes recommendations for actions to be taken. These recommendations are summarized in a matrix at [annex 1](#).

Overall Comment

While this exercise has focused mainly on what didn't go well and what needs to be improved, it should be stated up-front that the overall message coming from consultations was extremely positive. The majority of people consulted felt that the response from the Education Cluster was strong, that staff deployed to Haiti were/are skilled and highly committed, and that much has been achieved in extremely difficult circumstances. Identification of the challenges as listed below is intended to build on this strong foundation.

Capacity and Staffing of the Education Cluster

“Capacity was a big challenge, especially in the first one to two months”

“The pool of people to draw on for Haiti just wasn't there”

“We need some sort of fast track for staffing and we need flexibility to get the right people in at the right time”

“We need to address the whole issue of surge capacity in general”

There was no category in the online survey directly linked to staffing. However, Cluster members favorably rated the indicator on 'Establishment and initial start-up activities of the Education Cluster': 58% of participants thought that the start-up was well done and 4% thought it was excellent. However, throughout interviews with key people working with/supporting the Education Cluster in Haiti, capacity/staffing came out as the main challenge to the work of the Education Cluster.

Findings/Challenges

- Not enough staff were/have been deployed to staff the Education Cluster.
- Those that were deployed were not deployed quickly enough.
- The profiles of staff quickly deployed were not necessarily those that were most urgently needed.
- The combination of inter-cluster and field liaison functions in one position did not work effectively. While the inter-cluster liaison role was useful, particularly in the beginning before

inter-cluster linkages had been more formally established, it did not combine naturally with the field liaison function.

- The heavy reliance on moving existing staff into Haiti, rather than sourcing external capacity, compromised work in other countries and/or at the global level.
- The staff structure for Cluster Coordination was unclear until an organogram was developed and agreed, which took time.
- Reporting lines were not always clear and had to be discussed and agreed upon arrival.
- Staffing of the Sub-national Clusters was not prioritized early enough.
- In some cases, there was confusion about the roles and responsibilities of those deployed. Not all staff working with the Cluster were 100% dedicated to the task, but instead had split programming and coordination responsibilities.
- A high turnover of short-term staff meant a loss of institutional knowledge. Face-to-face handovers were not always possible between staff leaving and arriving in Haiti.
- While there was money available for the humanitarian response in Haiti, agreeing the allocation of resources for cluster coordination was unclear and took time to negotiate.

Recommendations

- ❖ Priority - Develop functional models for different sizes and types of crisis scenarios, and, where the scale and complexity of the emergency requires, deploy teams not individuals to staff clusters. Draw on partners beyond the Cluster Lead Agencies when composing teams.
- ❖ Priority - Renew efforts to improve surge capacity for the Cluster by agreeing on triggers for rapid response, making better use of rosters, and explore new sources of additional deployable capacity through Cluster partners.
- ❖ Priority - Agree Standard Operating Procedures (SOPs) for deployment of surge capacity at global and country level.
- ❖ Priority - Invest in expanding the pool of deployable experts, in particular those with strong French, Spanish and Arabic language skills.
- ❖ Develop standard TOR for Cluster coordination staff beyond those that already exist for Cluster Coordinators: eg. IM, Needs Assessment, Inter-Cluster Liaison, Advocacy/Communications, etc. Where TOR are adapted for specific contexts, emphasize the importance of clear reporting lines to avoid confusion.
- ❖ Advocate for coordination staff to be 100% dedicated to Cluster responsibilities, keeping programming and coordination roles separate, and allowing those working on behalf of the Cluster to play a 'neutral' coordination function.
- ❖ Develop and use a pre-deployment briefing protocol for all Cluster coordination staff to ensure that they have the minimum information that they need to hit the ground running, particularly when handovers are not possible on arrival: the set-up in-country, their role and responsibilities, who they report to, what to expect in terms of accommodation, office space, etc.
- ❖ Regularize routine debriefings for staff leaving Clusters, to build institutional memory often lost with the frequent rotation of staff.

The Role, Structure and Management of the Education Cluster in Haiti

“La question est de savoir si un cluster est just cela: un espace d’échanges, ou si c’est aussi un espace de resolution de problème et de prise de décision”

“There should have been more of an emphasis on technical issues in the Cluster from the start”

“There is a challenge to balance the diversity of interests within the Cluster, from implementers to information seekers”

“We were slow to use the INEE Minimum Standards and we didn’t refer to them often enough”

Many of those who participated in the online feedback survey commented on the role of the Education Cluster and questioned whether the way that the Cluster is set-up and managed best facilitates the Cluster’s work. There was significant debate around weak technical capacity within the Cluster and lack of referencing to and application of the INEE Minimum Standards.

Findings/Challenges

- The role of the Education Cluster in Haiti is not fully clear: whether it serves as an information sharing forum only, or whether the Cluster also has a role to play in driving decision-making and improving the quality of the education response. Different actors have different expectations.
- The numbers participating in the Education Cluster in PauP make it difficult to go beyond information sharing.
- Given the number of new actors operating in Haiti after the earthquake, there is a generally low level of understanding of the Cluster approach and the work of the Education Cluster more specifically, both among Cluster members and the MENFP.
- The Thematic Working Groups in Port-au-Prince are not consistently functioning as well as they could/should. At the same time, they provide the only opportunity to make progress on specific technical issues.
- Many Cluster members have weak technical capacity in the area of education and look to Cluster Coordinators for support.
- While there has been some focus on and capacity building around the INEE Minimum Standards, the Minimum Standards were not been used as consistently as they should have been to serve as a technical foundation for the work of the Cluster from the start.
- The role of the shadow Cluster in Santo Domingo was unclear.
- Cluster Coordinators are overstretched and cannot maintain the level of oversight for the Thematic Groups that is needed.
- Cluster Coordinators’ (and other staff, including the Information Manager’s) time is dominated by reacting to operational issues, leaving little space for strategic and proactive thinking.
- Sub-national Clusters are functioning well but are not well-resourced, and links between the Cluster in Port-au-Prince and the sub-national Clusters need to be improved.

- Management of Cluster meetings leaves some Cluster members frustrated and complaining that the Cluster is a ‘talk shop’ rather than a forum for action and results.
- Disaster Risk Reduction (DRR) was widely felt to be a top priority for the work of the Cluster but technical capacity and experience of integrating DRR into the education response was lacking.
- Gender discrimination does not appear to be a barrier to accessing education but, issues such as sexual exploitation and abuse in schools are not issues that the Cluster had either the time or resources to look at in any great detail within the first few months after the earthquake.

Recommendations

- ❖ Priority – Take a decentralized approach to the cluster set-up: create a national cluster plus sub-national clusters (including PauP) - actioned.
- ❖ Priority - Develop generic benchmarks for cluster progress with milestones of what should be done by when. This tool can be used at country level to keep track of progress and maintain momentum, and as a guide for providing global support and oversight.
- ❖ Priority - Include a function within the core surge team on capacity development around the INEE Minimum Standards for training and orientation of cluster partners.
- ❖ Develop a standard Education Cluster TOR that can be adapted at country level, based on existing examples and the generic terms of reference for clusters/sectors at the country level. Accompany this with simple guidelines for discussing and agreeing TOR within the Cluster to ensure that Cluster members have a common understanding of the role of the Cluster and its corresponding structure.
- ❖ Develop briefing materials (a standard presentation and handout) on the Education Cluster to be presented by the Cluster Coordinator to Cluster members at initial meetings of the Education Cluster.
- ❖ Revisit the focus of the Technical Working Groups in the Education Cluster in Port-au-Prince. Consider learning from the Task Forces functioning within the Jacmel Sub-national Cluster, which are task rather than theme orientated, and are shorter-term in duration, disbanding once a task has been completed – actioned.
- ❖ Put in place regular retreats and other information/experience sharing and team-building mechanisms to strengthen links between the national Cluster and sub-national Clusters and to allow adequate time for joint planning and forward-thinking.
- ❖ Pilot a more proactive approach to DRR whereby additional technical support from the global level is provided through deployments and remote support from HQ: eg. two pilots over the course of the next year.

Cluster-related Processes and Responsibilities

“The sharing of information, meetings minutes, etc. has worked very well – documents are on the website and we get very regular e-mails from the cluster”

“The RJNA was successful in providing consolidated information but it should have been done earlier”

“There must be an adequate team in place to implement a needs assessment; otherwise we undermine quality of evidence and confidence in the Cluster”

“Le cluster doit faire beaucoup plus de plaidoyer pour mobiliser des ressources et orienter les actions”

Information management was one of the areas rated highest in the online feedback survey. Needs assessment received mixed ratings, as did advocacy. Resource mobilization was thought to be a weak area by survey participants.

Findings/Challenges

Information Management:

- Very little reliable data and information exists in Haiti. For example there is no database of schools with locations and other basic data such as numbers of students, teachers, types of school, etc.
- Government capacity for IM is extremely weak. What resources and capacities may exist in Government have not been fully explored.
- Local NGOs did not necessarily have the equipment or technical know-how to access online IM tools and resources.
- Cluster capacity for IM was deployed late. Additional IM capacity in-country is still required, particularly for the sub-national Clusters.
- There is no existing pool of Information Management Officers to draw on within existing rosters.
- IM tools, such as the 4Ws, and even the basics such as contact lists, had to be developed from scratch as there were no templates readily available to draw on.
- Despite good relations with OCHA, there was disparity between the information provided to OCHA and the information that OCHA chose to include in common information products such as the sitrep.
- Institutional memory was lost due to a high turnover of staff and no central and reliable document management system.

Needs Assessment:

- Despite the RJNA, there are still large information gaps on the needs and priorities of those affected by the earthquake.
- The Rapid Joint Needs Assessment process for the Education Cluster relied heavily on one expert who had to lead both technical and operational aspects of the exercise.
- Efforts to align with and support the Government delayed the start of the RJNA.
- No attempt was made to compile existing assessments by Cluster members or other partner to create a reference database.
- There were no commonly agreed indicators or other parameters on assessment between Cluster members, making it more difficult to compile assessment findings.

- Education was not included in multi-sector needs assessments as it was not considered a priority and the tools used to compile and analyze data were not flexible enough to allow for the inclusion of education.
- While the Cluster overall did not formally participate in the PDNA, many of its members did individually, including UNICEF who took the lead for the education component of the PDNA. Despite this, links between the RJNA and the PDNA were weak.

Advocacy

- OCHA support helped overall advocacy around prioritizing education in the emergency response.
- However, education was often not included in OCHA Sitreps, either because inputs weren't provided by the Education Cluster, or because OCHA chose not to include Education Cluster inputs.
- Advocacy messages drafted at global level took a long time to be agreed and it wasn't clear whether they were used and to what effect in the field.
- Written advocacy messages may be useful but in general advocacy was done directly in face-to-face meetings.
- There was no dedicated capacity for advocacy and communications within the Education Cluster in Haiti, even though a large part of the Cluster's work centered on support for the 'Go to School Campaign'.
- The Cluster's role in advocacy on behalf of the education sector was not clear, and the collective capacities of Cluster members were not necessarily mobilized effectively to pursue advocacy goals.

Resource Mobilization

- Large amounts of money were mobilized for the humanitarian response in Haiti. However, some Cluster members thought that the Cluster could have done more to mobilize additional resources, capitalizing on the momentum of donor generosity in the immediate aftermath of the earthquake.
- The processes of appealing for funds within the Cluster – through the Flash Appeal and the ERRF – were not transparent to all & ERRF proposals were not submitted on time.

Planning and Monitoring

- Planning timeframes were often not comparable: between Government and the Cluster, between the Flash Appeal and the Cluster Strategy, etc.
- Links between needs assessment, IM and monitoring and reporting are unclear.

Recommendations

IM

- ❖ Priority - Develop and nurture a pool of IM experts to draw on for future deployment.
- ❖ Priority - Build a set of IM tools and templates including a generic 4Ws for the Education Cluster, taking into account levels of available technology and accessibility to users.
- ❖ Priority - Develop a database/IM system for storing data at school level in Haiti.
- ❖ Retain institutional knowledge through a strong document management/central filing system. Create generic e-mail (Gmail) accounts for Cluster staff to avoid e-mails being lost in individuals' e-mail accounts. Back-up documents regularly on an external hard-drive to be provided as part of a basic kit for Cluster Coordinators/Information Managers prior to deployment. For relevant emergencies, include GPS devices in the basic kit.
- ❖ Draw on experience of other Clusters with more IM capacity in Haiti; and learn from those Clusters at global level to build stronger IM capacity for the Education Cluster in future emergencies.

Needs Assessment

- ❖ Priority – Request UNDP to develop stronger guidance clarifying role of clusters in PDNAs and timing of PDNAs vis-à-vis other assessment efforts.
- ❖ Invest in further, more comprehensive assessment of the education-related needs in Haiti.
- ❖ Deploy teams not individuals to support rapid education needs assessments in future emergencies.
- ❖ As planned, based on piloting of the Education Cluster Needs Assessment Toolkit in Haiti, revise the Toolkit to make it easier to use and adapt in the midst of an emergency (ongoing).
- ❖ Work with existing Education Clusters to develop needs assessment surveys/questionnaires and standard operating procedures as a preparedness measure.
- ❖ Agree on key indicators and parameters for education in emergencies needs assessment to be discussed and adapted by Education Cluster members as a priority in the immediate aftermath of a crisis before agencies begin conducting their own needs assessments. Back-up these country-led discussions with agreements at the global level for large-scale emergencies. Base the indicators on ongoing work within the IASC Needs Assessment Task Force in which the Education Cluster is engaged.
- ❖ Advocate for education as a priority sector within the IASC Needs Assessment Task Force and other fora (ongoing).

Advocacy

- ❖ Priority - Provide positive feedback to OCHA on their support for advocacy on education as a priority sector in Haiti.
- ❖ Develop template advocacy messages to be adapted at country level.

- ❖ Include Advocacy/Communications function in organograms of cluster coordination teams, particularly for large-scale/high-profile crises like Haiti. Develop standard TOR for such a position.

Resource Mobilization

- ❖ Continue efforts to review the inclusion of education in inter-agency appeals and develop guidance for Cluster Coordinators on participation in the development of appeals.

Planning/Monitoring

- ❖ Develop a tool for monitoring and reporting on the work of the Cluster in Haiti; and a global template for other Clusters to use and adapt.

Partnerships/Relationships

“It is challenging to work with the Ministry of Education and other national actors, but the education cluster has done this remarkably well”

“Les membres de MENFP ne viennent pas souvent aux reunions”

“The relationship with the Ministry is positive but not productive”

“It was good to have two agencies co-leading which meant double the capacity”

“Things moved slower because of needing to get the buy-in from two Cluster co-lead agencies”

“UNICEF and Save the Children should be given more guidance on working cohesively”

“ECU needed to come in earlier and set up some kind of structure”

“ECU support from the start was strong”

Links with Government counterparts, other national and local partners, and links with other education coordination groups were rated favorably in the online feedback survey. Partnerships with other Clusters received mixed ratings. During interviews, many people commented on the links between the field and global levels, and particularly on issues related to co-leadership of the Cluster.

Findings/Challenges

Government

- Government capacity to lead and coordinate was already weak before the earthquake, and what little capacity that existed was devastated by the disaster.
- Government engagement in the Cluster has been predominantly that of an observer. It is not clear the extent to which the Cluster promoted and supported more active Government engagement.

- Bilateral discussions between the Cluster Coordinator and MENFP have strengthened trust and positive engagement.

National and Local Partners

- National and local NGOs have generally found the Cluster to be a useful forum providing services that help them to coordinate with one another and link with international agencies.

Existing Coordination Groups

- The strong role of UNESCO, as lead of the pre-existing Education Sector Working Group, and active member of the Education Cluster, has facilitated strong links between the two groups.
- There is confusion about the role of the Cluster vis a vis the Education Sector Working Group and its timeframe, with some expecting the Cluster to wrap-up and close down within six months.

Other Clusters

- There are good links between the Education Cluster and other sectors/clusters relevant to education.
- However, there is some duplication of effort with other Clusters, particularly psychosocial support, which sits in and between the Education and Child Protection (sub) Clusters.
- Links between the Education Cluster and Early Recovery Network were not made explicit.

Co-leadership

- UNICEF and Save the Children have not consistently understood their role as strong Cluster members, in addition to their role as co-cluster leads.
- The responsibilities of UNICEF and SC as co-lead agencies have not been fully and consistently acted upon.
- The co-lead agencies did not consistently present as 'one voice' to the outside world: Cluster members, Government, media, etc.
- Heads of Agencies in-country haven't consistently linked up and discussed their joint responsibilities as co-lead agencies.
- The relationship within co-lead agencies between programme and coordination staff was sometimes difficult. There was also some suspicion between existing staff working on education programmes and incoming emergency response staff.
- It has been difficult to create one strong team between two distinct agencies. Clear understanding of line management within the team has been particularly problematic.

- Co-location of the Cluster coordination team has helped joint working, but doesn't automatically lead to a strong team. This needs to be nurtured through more time and space to connect as a team.
- The roles of Cluster Coordinator (UNICEF) and Deputy Cluster Coordinator (SC) were unclear and at times caused confusion and tension.

Global Link

- While support from the global level was generally appreciated, more targeted support could have been provided by both the Education Cluster Unit and lead agencies at global level.
- A focus on Haiti detracted from other work at global level, which bringing in additional capacity helped to address.
- A lack of strong French speakers within the ECU prevented rapid deployment of support that could have helped shape the Cluster in the early days of the crisis.
- Regular contact via calls between the field and global level were appreciated by all, though the timing and regularity of calls should have been driven more strongly by field-based colleagues.
- The ECU's role in facilitating communication between global partners is thought to have been helpful and may, for example, have enhanced partner engagement in the development of the Flash Appeal.

Recommendations

Government

- ❖ **Priority - Emphasize the importance of early Education Cluster support, including possible secondments, into government to boost capacity for coordination and leadership.**
- ❖ Review experience in Haiti and elsewhere on working in support of national authorities: identifying appropriate partners in local and national authorities; strengthening their capacities to lead coordination efforts; designing clusters so that they link with and support existing mechanisms where appropriate; and dialoguing with development actors on links between humanitarian and recovery/development coordination mechanisms. Include a review of working with national and local actors within planned lessons learned and evaluation activities for the Education Cluster.

Existing Coordination Groups

- ❖ **Priority - Develop guidance for clusters on agreeing roles and responsibilities with existing sector working groups.**

Other Clusters

- ❖ Develop matrices of overlapping responsibilities at global level with key Clusters/Working Groups (eg. Child Protection Sub-Cluster, Mental Health and Psychosocial Working Group) to be reviewed and adapted at country level.

- ❖ Work with the Cluster Working Group on Early Recovery (CWGER) to further define the role of early recovery focal points within an Early Recovery Network at country level. Propose draft terms of reference for an ER focal point within an Education Cluster (including a liaison function with existing coordination mechanisms, education sector groups and development agencies and donors) and pilot in at least two country contexts.

Co-leadership

- ❖ Priority - Institutionalize regular discussions between co-lead Heads of Agencies in crisis-prone countries to establish relationships pre-emergency, as set out in the UNICEF/Save the Children Guidance that has been developed.
- ❖ Co-locate Cluster coordination staff wherever possible.

Global Support

- ❖ Priority - Bolster ECU capacity to support in the event of large-scale emergencies.

Annex 1 – Matrix of Recommendations

	Recommendation	Follow-up by : Country or Global level	Priority
Capacity and Staffing of the Education Cluster			
1	Develop functional models for different sizes and types of crisis scenarios, and, where the scale and complexity of the emergency requires, deploy teams not individuals to staff clusters. Draw on partners beyond the Cluster Lead Agencies when composing teams.	Global	High
2	Renew efforts to improve surge capacity for the Cluster by agreeing on triggers for rapid response, making better use of rosters, and explore new sources of additional deployable capacity through Cluster partners.	Global	High
3	Agree Standard Operating Procedures (SOPs) for deployment of surge capacity at global and country level.	Global	High
4	Invest in expanding the pool of deployable experts, in particular those with strong French, Spanish and Arabic language skills.	Global	High
5	Develop standard TOR for Cluster coordination staff beyond those that already exist for Cluster Coordinators: eg. IM, Needs Assessment, Inter-Cluster Liaison, Advocacy/Communications, etc. When TOR are adapted for specific contexts, emphasize the importance of clear reporting lines to avoid confusion.	Global	Medium
6	Advocate for coordination staff to be 100% dedicated to Cluster responsibilities, keeping programming and coordination roles separate, and allowing those working on behalf of the Cluster to play a ‘neutral’ coordination function.	Global/Country	Medium
7	Develop and use a pre-deployment briefing protocol for all Cluster coordination staff to ensure that they have the minimum information that they need to hit the ground running, particularly when handovers are not possible on arrival: the set-up in-country, their role and responsibilities, who they report to, what to	Global	Medium

	expect in terms of accommodation, office space, etc.		
8	Regularize routine debriefings for staff leaving Clusters, to build institutional memory often lost with the frequent rotation of staff.	Global	Medium
Role, Structure and Management of the Education Cluster			
9	Take a decentralized approach to the cluster set-up: create a national cluster plus sub-national clusters (including PauP).	Country	High/Actioned
10	Develop generic benchmarks for cluster progress with milestones of what should be done by when. This tool can be used at country level to keep track of progress and maintain momentum, and as a guide for providing global support and oversight.	Global	High
11	Include a function within the core surge team on capacity development around the INEE Minimum Standards for training and orientation of cluster partners.	Global	High
12	Develop a standard Education Cluster TOR that can be adapted at country level, based on existing examples and the generic terms of reference for clusters/sectors at the country level. Accompany this with simple guidelines for discussing and agreeing TOR within the Cluster to ensure that Cluster members have a common understanding of the role of the Cluster and its corresponding structure.	Global	High/Medium
13	Develop briefing materials (a standard presentation and handout) on the Education Cluster to be presented by the Cluster Coordinator to Cluster members at initial meetings of the Education Cluster.	Global	Medium
14	Revisit the focus of the Technical Working Groups in the Port-au-Prince Cluster. Consider learning from the Task Forces functioning within the Jacmel Sub-national Cluster, which are task rather than theme orientated, and are shorter-term in duration, disbanding once a task has been completed.	Country	Actioned
15	Put in place regular retreats and other information/experience sharing and team-building mechanisms to strengthen links between the national and sub-national Clusters.	Country	Medium

16	Pilot a more proactive approach to DRR whereby additional technical support from the global level is provided through deployments and remote support from HQ: eg. two pilots over the course of the next year.	Global	Medium
Cluster-related Processes and Responsibilities			
Information Management			
17	Develop and nurture a pool of IM experts to draw on for future deployment.	Global	High
18	Build a set of IM tools and templates, including a generic 4Ws for the Education Cluster, taking into account levels of available technology and accessibility to users.	Global	High
19	Develop a database/IM system for storing data at school level in Haiti.	Country	High
20	Retain institutional knowledge through a strong document management/central filing system. Create generic e-mail (Gmail) accounts for Cluster staff to avoid e-mails being lost in individuals' e-mail accounts. Back-up documents regularly on an external hard-drive to be provided as part of a basic kit for Cluster Coordinators/Information Managers prior to deployment. For relevant emergencies, include GPS devices in the basic kit.	Country/Global	Medium
21	Draw on experience of other Clusters with more IM capacity in Haiti; and learn from those Clusters at global level to build stronger IM capacity for the Education Cluster in future emergencies.	Country/Global	Medium
Needs Assessment			
22	Request UNDP to develop stronger guidance clarifying role of clusters in PDNAs and timing of PDNAs vis-à-vis other assessment efforts.	Global	High
23	Invest in further, more comprehensive assessment of the education-related needs in Haiti.	Country/Global support	Medium
24	Deploy teams not individuals to support rapid education needs assessments in future emergencies.	Global	Medium

25	As planned, based on piloting of the Education Cluster Needs Assessment Toolkit in Haiti, revise the Toolkit to make it easier to use and adapt in the midst of an emergency (ongoing).	Global	Ongoing
26	Work with existing Education Clusters to develop needs assessment surveys/questionnaires and standard operating procedures as a preparedness measure.	Global	Medium
27	Agree on key indicators and parameters for education in emergencies needs assessment to be discussed and adapted by Education Cluster members as a priority in the immediate aftermath of a crisis before agencies begin conducting their own needs assessments. Back-up these country-led discussions with agreements at the global level for large-scale emergencies. Base the indicators on ongoing work within the IASC Needs Assessment Task Force in which the Education Cluster is engaged.	Global	Medium
28	Advocate for education as a priority sector within the IASC Needs Assessment Task Force and other fora.	Global	Ongoing
Advocacy			
29	Provide positive feedback to OCHA on their support for advocacy on education as a priority sector in Haiti.	Country/Global	High
30	Develop template advocacy messages to be adapted at country level.	Global	Medium
31	Include Advocacy/Communications function in organograms of cluster coordination teams, particularly for large-scale/high-profile crises like Haiti. Develop standard TOR for such a position.	Global	Medium
Resource Mobilization			
32	Continue efforts to review the inclusion of education in inter-agency appeals and develop guidance for Cluster Coordinators on participation in the development of appeals.	Global	Medium
Planning/Monitoring			
33	Develop a tool for monitoring and reporting on the work of the Cluster in Haiti; and a global template for other Clusters to use and adapt.	Haiti/Global	Medium

Partnerships/Relationships			
34	Emphasize the importance of early Education Cluster support, including possible secondments, into government to boost capacity for coordination and leadership.	Global	High
35	Develop guidance for clusters on agreeing roles and responsibilities with existing sector working groups.	Global	High
36	Institutionalize regular discussions between co-lead Heads of Agencies in crisis-prone countries to establish relationships pre-emergency, as set out in the UNICEF/Save the Children Guidance that has been developed.	Country/Global	High
37	Bolster ECU capacity to support in the event of large-scale emergencies.	Global	High
38	Review experience in Haiti and elsewhere on working in support of national authorities: identifying appropriate partners in local and national authorities; strengthening their capacities to lead coordination efforts; designing clusters so that they link with and support existing mechanisms where appropriate; and dialoguing with development actors on links between humanitarian and recovery/development coordination mechanisms. Include a review of working with national and local actors within planned lessons learned and evaluation activities for the Education Cluster.	Global	Medium
39	Develop matrices of overlapping responsibilities at global level with key Clusters/Working Groups (eg. Child Protection Sub-Cluster, Mental Health and Psychosocial Working Group) to be reviewed and adapted at country level.	Country/Global	Medium
40	Work with the Cluster Working Group on Early Recovery (CWGER) to further define the role of early recovery focal points within an Early Recovery Network at country level. Propose draft terms of reference for an ER focal point within an Education Cluster (including a liaison function with existing coordination mechanisms, education sector groups and development agencies and donors) and pilot in at least two country contexts.	Global/Country (with UNESCO)	Medium
41	Co-locate Cluster coordination staff wherever possible.	Country	Medium

Annex 2 – List of Interviewees

Name	Function in or related to Haiti	Interviewed by
Andrea Berther	Cluster Coordinator, UNICEF	Caroline
Warue Kariuki	Cluster Coordinator, SC	Charlotte
Mera Thompson	Cluster Coordinator, SC	Caroline
Michelle Ringer	Information Manager, SC	Charlotte
Jennifer Hoffman	Sub-national Cluster Coordinator, UNICEF	Charlotte
Helena Murseli	Sub-national Cluster Coordinator, UNICEF	Caroline
Katrin Imhof	Cluster Coordinator DR, UNICEF	Charlotte
Maite Onochi	Cluster Coordinator DR, UNICEF	Caroline
Natalie Hogg	Co-lead, Save the Children, UK	Charlotte
Ita Sheehy	Co-lead, Save the Children, US	Caroline
Ellen Van Kalmthout	Co-lead, UNICEF	Charlotte
Jordan Naidoo	Co-lead, UNICEF	Caroline
Susan Nicolai	Education Cluster Unit, SC	Joint discussion
Colette Murphy	Education Cluster Unit, SC	
Charlotte Lattimer	Education Cluster Unit, SC	
Caroline Keenan	Education Cluster Unit, UNICEF	

Annex 3 – Summary of Online Survey Findings



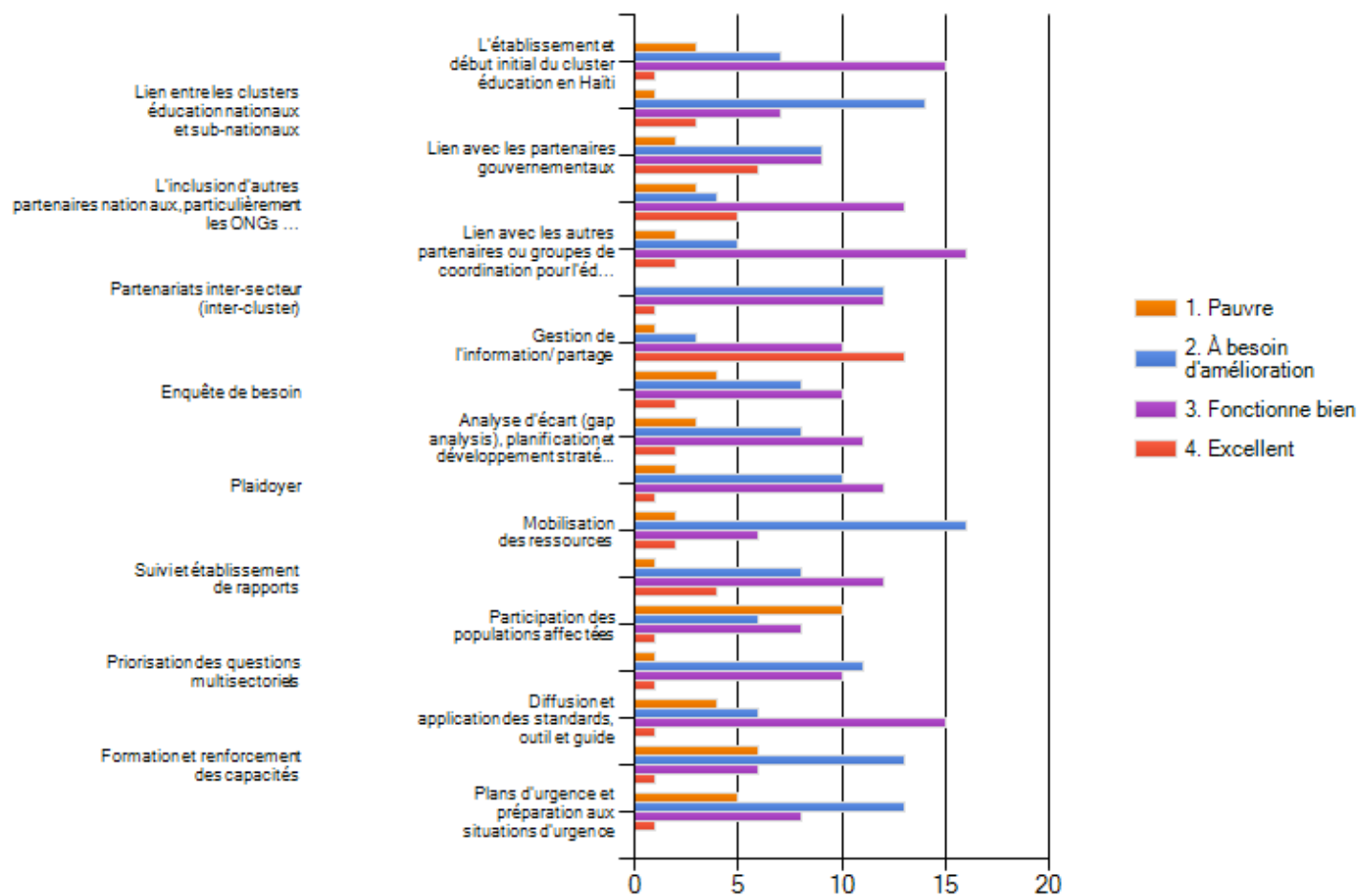
Etude en ligne des impressions sur le cluster éducation en Haïti

Le 19 avril 2010

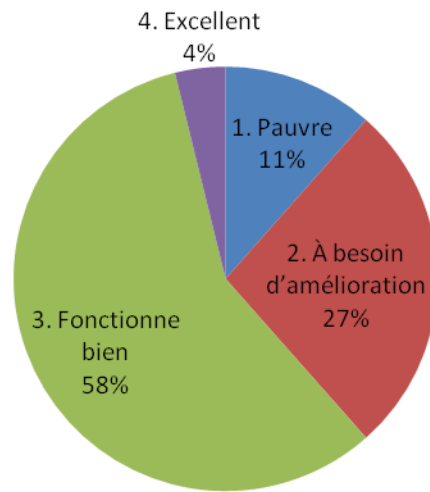
Le cluster éducation en Haïti a mené une enquête en ligne du 8 au 18 avril 2010. 29 personnes ont participé à l'enquête. Ce rapport résume les retours obtenus au travers de cette enquête. Il sera discuté par les membres du cluster éducation en Haïti pour donner la priorité aux domaines qui doivent être améliorés. Les résultats de l'enquête alimenteront et informeront également un exercice de leçons apprises dirigé par le cluster global de l'éducation.

(The Education Cluster in Haiti conducted an online survey from 8 to 18 April 2010. 29 individuals participated in the survey. This report summarizes the feedback provided through the survey. It will be discussed by Cluster members in Haiti to prioritize areas which need to be improved. Survey results will also feed into and inform a lessons learned exercise being conducted by the Global Education Cluster.)

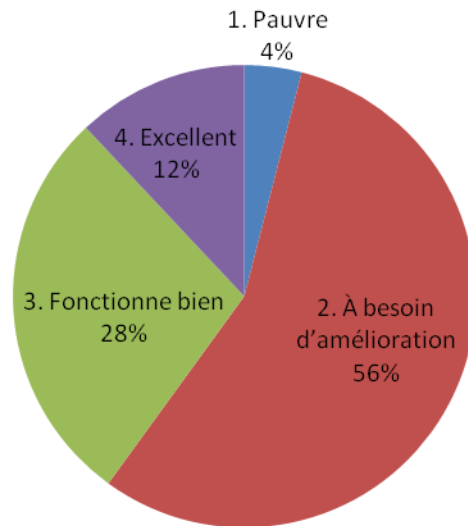
Merci de classer les domaines de travail ci dessous en accord avec votre perception de la performance du cluster éducation en Haïti. Le classement se fait de manière suivante: 1= pauvre; 2= à besoin d'amélioration; 3=fonctionne bien; 4=excellent.



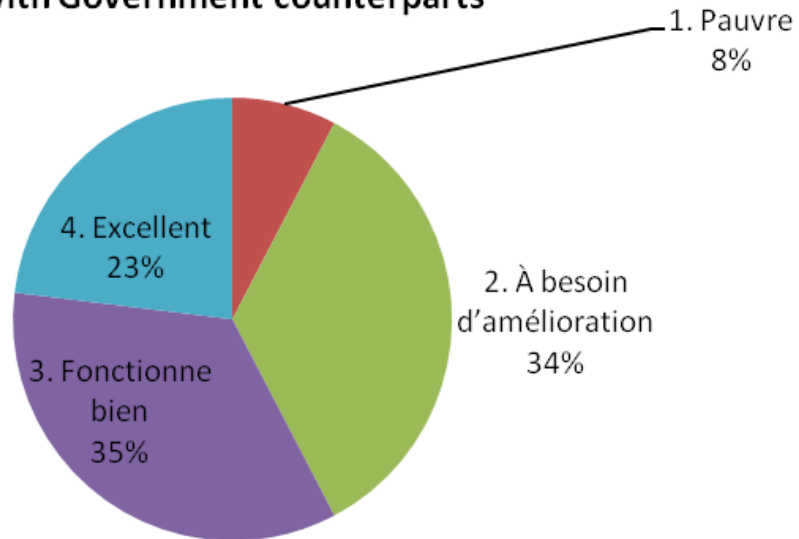
1. L'établissement et début initial du cluster éducation en Haïti/Establishment and initial start-up activities of the Education Cluster



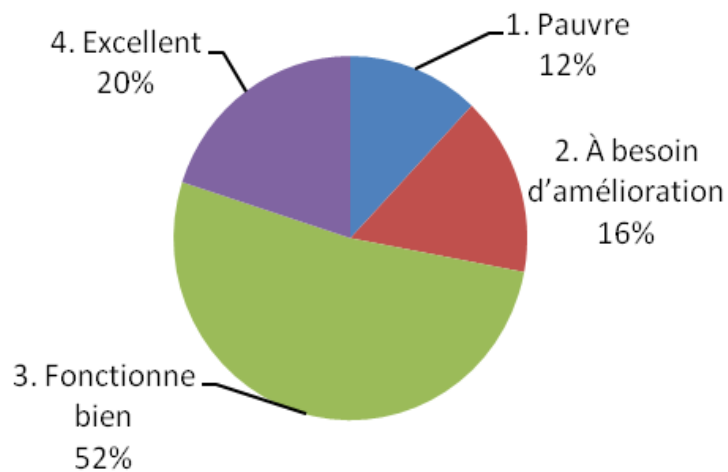
2. Lien entre les clusters éducation nationaux et sub-nationaux/Links between national and sub-national Education Clusters



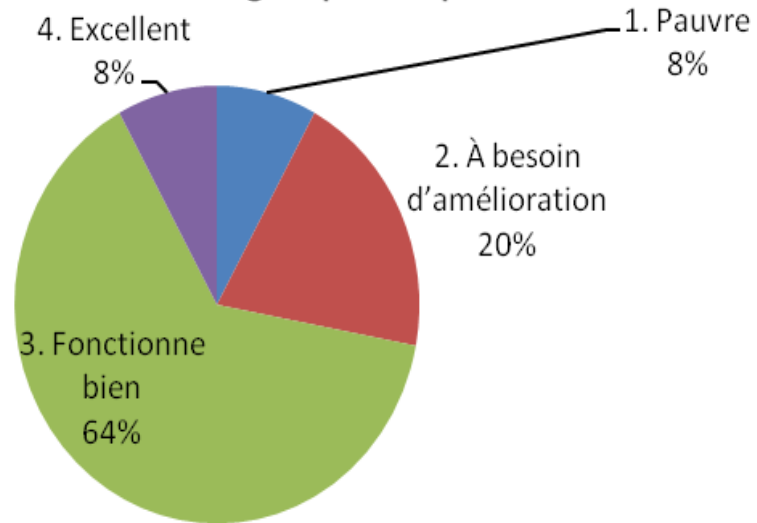
3. Lien avec les partenaires gouvernementaux/Links with Government counterparts



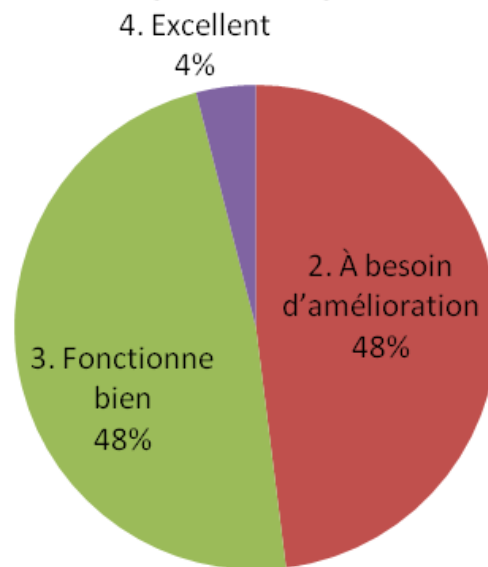
4. L'inclusion d'autres partenaires nationaux, particulièrement les ONGs nationales et locales/Inclusiveness of other national partners, particularly national and local NGOs/CSOs



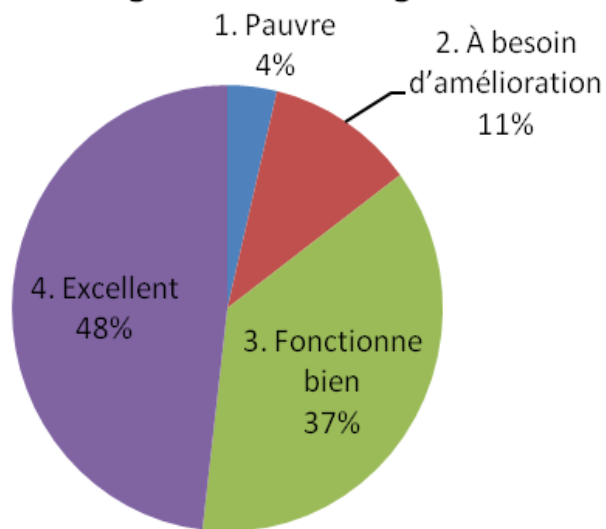
5. Lien avec les autres partenaires ou groupes de coordination pour l'éducation/Links with other education coordination groups and partners



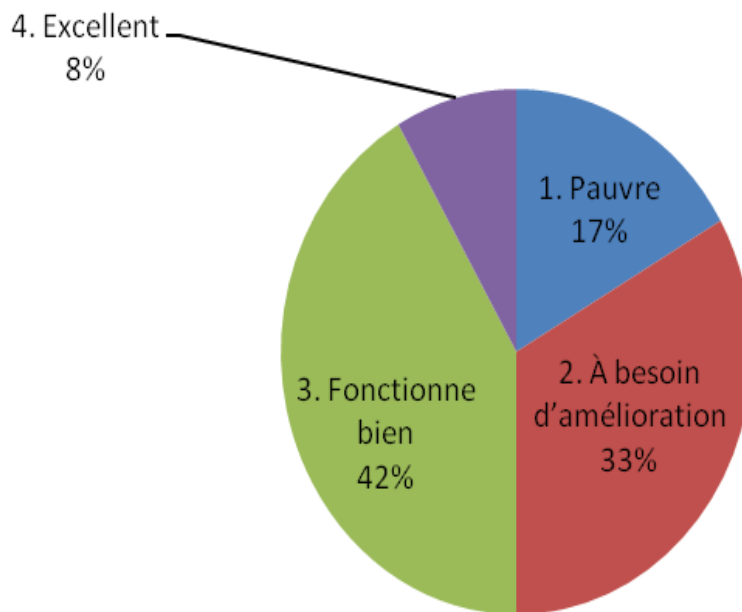
6. Partenariats inter-secteur (inter-cluster) /Inter-cluster partnerships



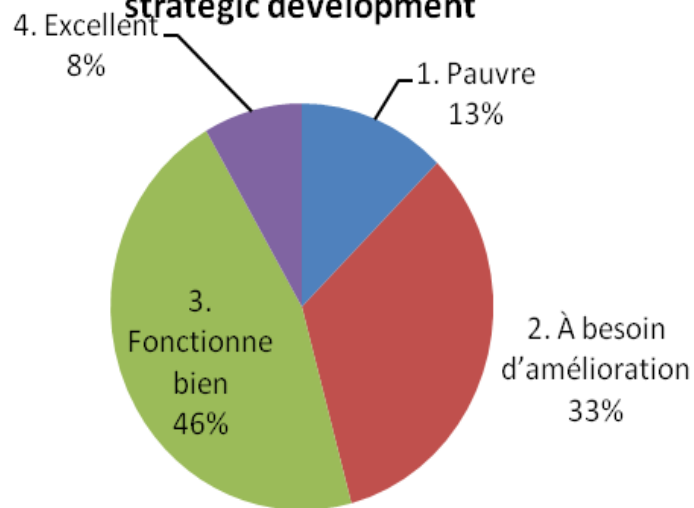
7. Gestion de l'information & partage/Information management & sharing



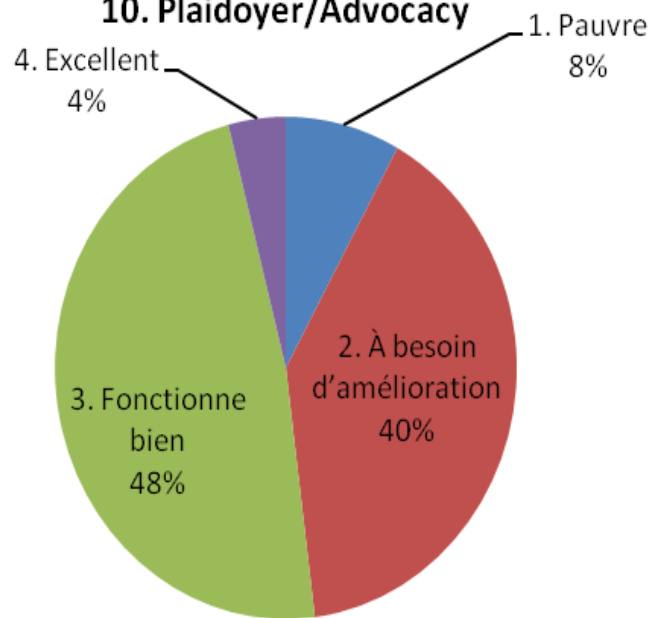
8. Enquête de besoin/Needs Assessment



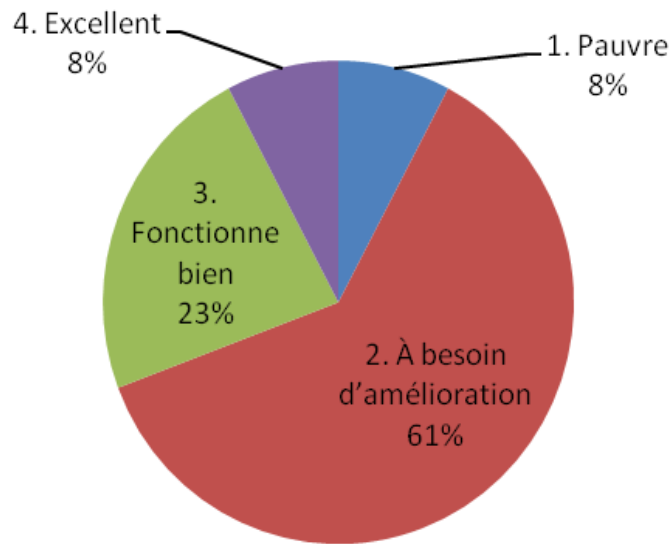
9. Analyse d'écart (gap analysis), planification et développement stratégique/Gap analysis, planning and strategic development



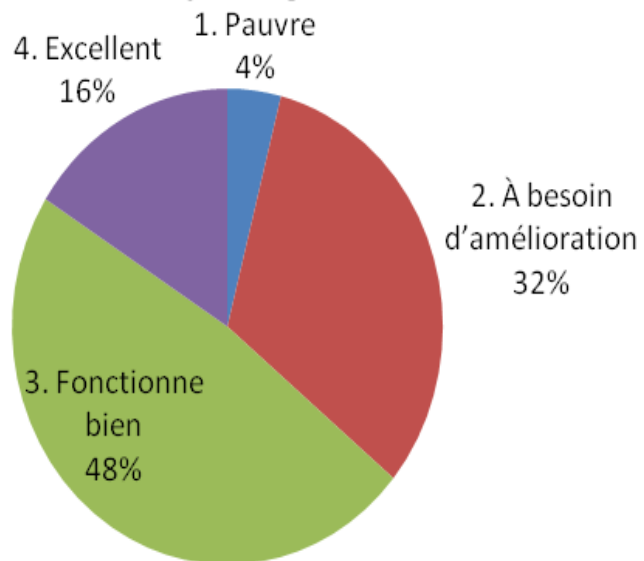
10. Plaidoyer/Advocacy



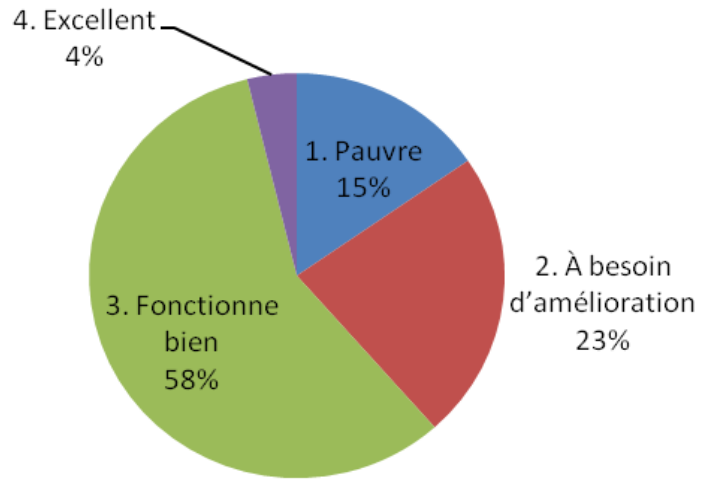
11. Mobilisation des ressources/Resource Mobilization



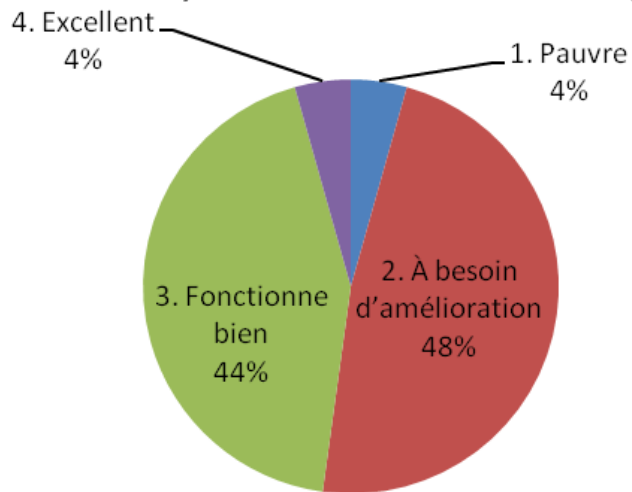
12. Suivi et établissement de rapports/Monitoring and reporting



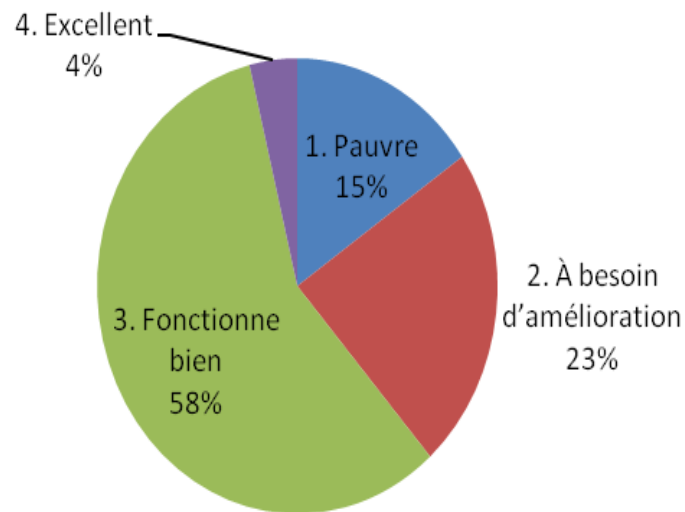
**13. Participation des populations affectées
/Participation of affected population**



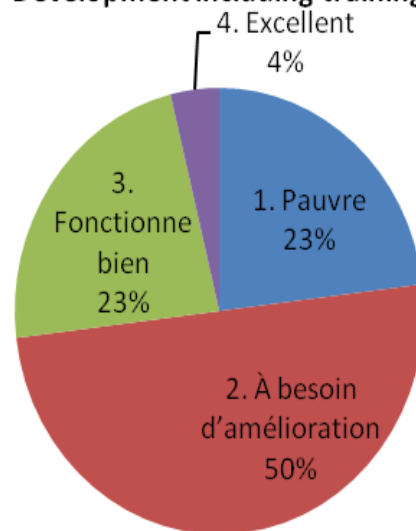
**14. Priorisation des questions
multisectoriels/Prioritization of cross-cutting issues**



15. Diffusion et application des standards, outil et guide/



16. Formation et renforcement des capacités/Capacity Development including training



17. Plans d'urgence et préparation aux situations d'urgence/Contingency planning and emergency preparedness

