

# FORCED MIGRATION

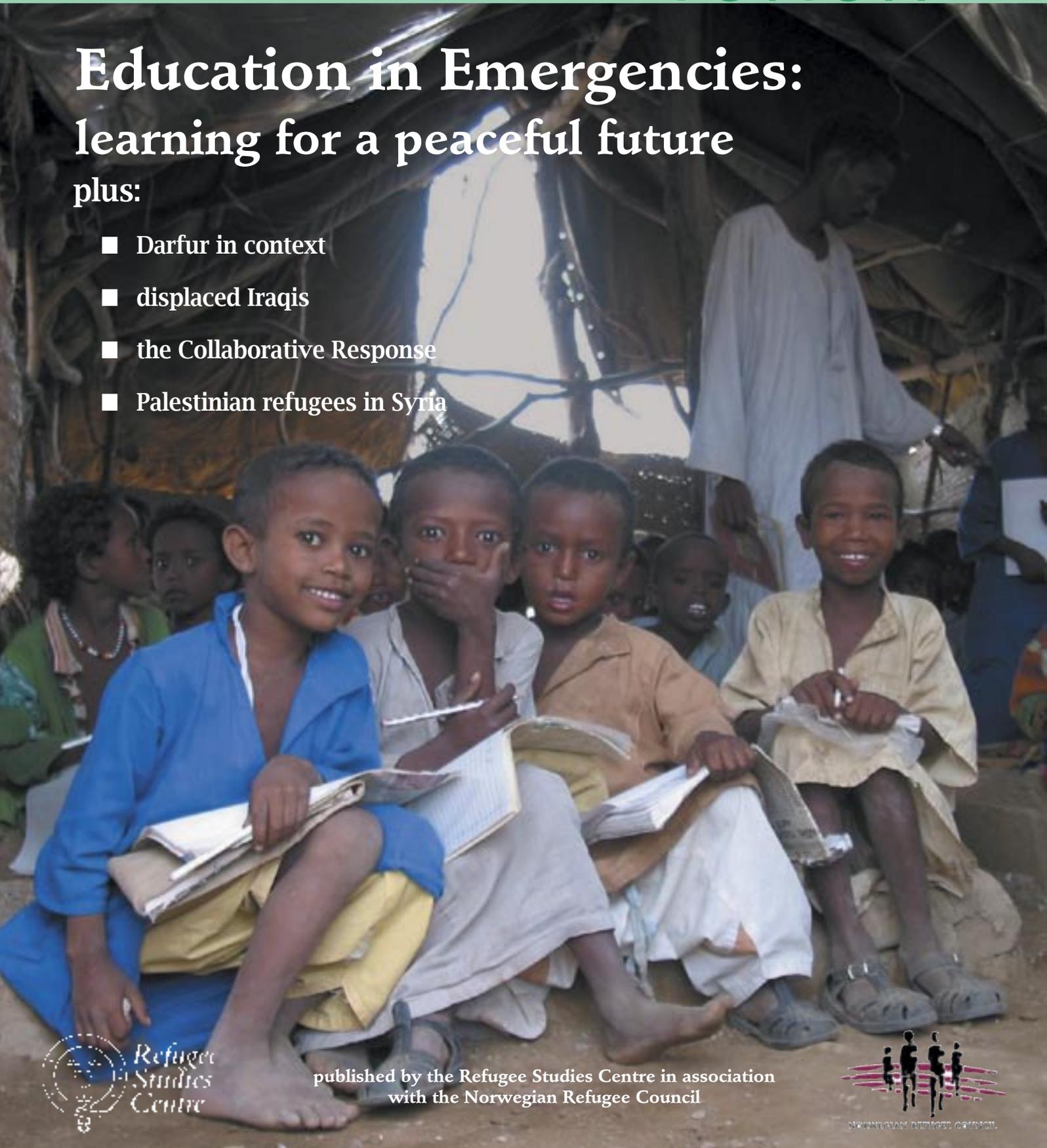
22

January 2005

review

## Education in Emergencies: learning for a peaceful future plus:

- Darfur in context
- displaced Iraqis
- the Collaborative Response
- Palestinian refugees in Syria



## Forced Migration Review

provides a forum for the regular exchange of practical experience, information and ideas between researchers, refugees and internally displaced people, and those who work with them. It is published in English, Spanish and Arabic by the Refugee Studies Centre/ University of Oxford in association with the Norwegian Refugee Council. The Spanish translation, *Revista de Migraciones Forzadas*, is produced by IDEI in Guatemala.

### Editors

Marion Couldrey & Dr Tim Morris

### Subscriptions Assistant

Sharon Ellis

## Forced Migration Review

Refugee Studies Centre, Queen Elizabeth House,  
21 St Giles, Oxford, OX1 3LA, UK  
Email: [fmr@qeh.ox.ac.uk](mailto:fmr@qeh.ox.ac.uk)

Tel: +44 (0)1865 280700 · Fax: +44 (0)1865 270721

### Website

[www.fmreview.org](http://www.fmreview.org)

## Funders in 2004

Brookings-Bern Project on Internal Displacement

Catholic Relief Services

Christian Aid

Danish Refugee Council

Department for International Development (UK)

Feinstein International Famine Center,  
Tufts University

Fritz Institute

International Rescue Committee

International Save the Children Alliance

Lutheran World Federation

Norwegian Education Trust Fund

Norwegian Refugee Council

OCHA's Inter-Agency Internal  
Displacement Division

Oxfam GB

Tolkien Trust

United Methodist Committee on Relief

UNDP Bureau for Crisis Prevention and Recovery

UNHCR

UNICEF

Witwatersrand University

World Vision UK

Designed by Colophon Media.  
Printed by LDI Ltd on environmentally  
friendly paper.

ISSN 1460-9819

Refugee  
Studies  
Centre



# from the editors

Preparing this issue of *FMR*, focusing on **education in emergencies and reconstruction**, has been hectic but rewarding. Never before have we printed so many articles, or had to reject so many quality contributions. The unprecedented number of people wanting to write for this *FMR* reflects the recent explosion of interest in post-conflict education. *FMR22* reaches you at a turning point in this emerging sector – following the launch at the 2nd Inter-Agency Global Consultation on Education in Emergencies and Early Reconstruction in Cape Town (December 2004) of the *Minimum Standards for Education in Emergencies*.



Corinne Owen

This issue would not have been possible without the enthusiastic support of two advisers who have played formative roles in putting education on the humanitarian response agenda – Christopher Talbot of UNESCO's International Institute for Educational Planning and Eldrid Midttun of the Norwegian Refugee Council. Many thanks also to Beverly Roberts, Coordinator of the Inter-Agency Network on Education in Emergencies (INEE).

Publication and distribution of this issue has been made possible by the generosity of Catholic Relief Services, the International Rescue Committee, the International Save the Children Alliance, the Norwegian Education Trust Fund, UNHCR and UNICEF. For the first time, we are producing a French edition. **Revue de la migration forcée** will be distributed to all *FMR* readers in Francophone countries. If you know of partners and colleagues who would be interested in receiving the *Revue* please send us their contact details. The Norwegian Education Trust Fund is sponsoring this one-off initiative.

We are looking for contributors for *FMR23* which will focus on **asylum in Europe**. For more information visit: [www.fmreview.org/forthcoming.htm](http://www.fmreview.org/forthcoming.htm)

With this issue of *FMR* we are delighted to include a CD-ROM of RSC research and information resources, including all back issues of *FMR*, *NHQ* and the *Revista*. For additional copies, please contact the Editors. Also included is a flier about the RSC's 2005 International Summer School; we would be grateful if you could display this or pass it on to colleagues who might be interested.

With best wishes

Marion Couldrey & Tim Morris  
Editors, *Forced Migration Review*

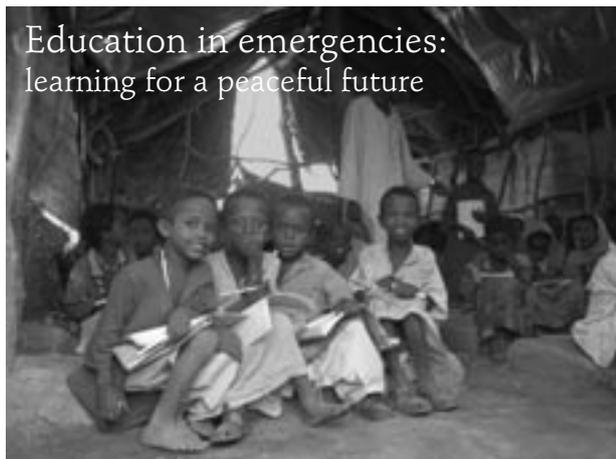
This *FMR* goes to print a week after the **Asian earthquake and tsunami**. We extend our deepest sympathy to all those affected and solidarity to those facing the enormous task ahead. We will of course be making space for related updates and articles in *FMR23*.

### Copyright and disclaimer

Opinions in *FMR* do not necessarily reflect the views of the Editors or the Refugee Studies Centre. Any material from this publication may be freely reproduced, provided that acknowledgement is given to the source. We welcome comments on the content and layout of *FMR* and suggestions on how it could be improved as an information tool.

Front cover photo: Ethiopia - Ezra S Simon

# contents



<b>Education in emergencies: learning for a peaceful future</b>	
<b>Cape Town: new impetus for networking</b> by Eldrid Middtun .....	4
<b>Recent research and current research gaps</b> by Christopher Talbot .....	5
<b>Who is doing what and where?</b> by Lori Heninger .....	7
<b>The Inter-Agency Network on Education in Emergencies</b> by Allison Anderson and Beverly Roberts .....	8
<b>Education that protects</b> by Susan Nicolai .....	11
<b>Risking protection through education?</b> by Amalia Fawcett .....	13
<b>Education free-for-all</b> by Marc Sommers .....	14
<b>Emergency education in Iraq</b> by Anita Malley and Carl Triplehorn .....	16
<b>Teacher development and student well-being</b> by Rebecca Winthrop and Jackie Kirk .....	18
<b>Getting education out of the box</b> by Lyndsay Bird .....	22
<b>Building citizenship and life skills</b> by Margaret Sinclair .....	23
<b>Accelerated learning in Afghanistan</b> by Christine Capacci Carneal and Anne Ullman McLaughlin .....	26
<b>Peace Education programmes: why and how?</b> by Pamela Baxter and Vick Ikobwa .....	28
<b>Passport to a brighter future?</b> by Rachel Newton .....	30
<b>Time to end neglect of post-primary education</b> by Tim Brown .....	31
<b>Gender imbalance in secondary schools</b> by Catherine Howgego Mugisha .....	32

<b>Parental involvement</b> by Ezra S Simon .....	34
<b>Why school feeding works</b> by Ute Meir .....	35
<b>Is school feeding a distraction?</b> by Pamela Baxter .....	36
<b>Negotiating Kosovo's educational minefield</b> by Marc Sommers and Peter Buckland .....	38
<b>Educational reconstruction in Rwanda</b> by Anna Obura .....	39
<b>Promoting stable post-conflict education</b> by Dana Burde .....	41
<b>Education for Afghan refugees: documentation and coordination needs</b> by Atle Hetland .....	42
<hr/>	
<b>General articles</b>	
<b>Speaker's Corner</b> <b>IOM: trespassing on others' humanitarian space? ...</b>	43
<b>The Darfur crisis in context</b> by Francis M Deng .....	44
<b>The value of transparency, replicability and representativeness</b> by Loren B Landau and Karen Jacobsen .....	46
<b>Displaced Iraqis: caught in the maelstrom</b> by David Romano .....	47
<b>Neirab Rehabilitation Project</b> by Lex Takkenberg and Hala Mukhles .....	50
<b>The Collaborative Response</b> by Simon Bagshaw and Marc Vincent .....	52
<hr/>	
<b>Regular features</b>	
<b>Updates</b> .....	54
<b>NRC: Education programme models</b> .....	56
<b>Global IDP Project: Trapped in displacement</b> .....	57
<b>Brookings-Bern Project: Education for IDPs - poor marks</b> .....	58
<b>UNHCR: INSPIRE</b> .....	59
<b>Fritz Institute: Logistics training: necessity or luxury?</b> .....	60
<b>RSC: Child protection: rhetoric and reality</b> .....	62
<b>Publications</b> .....	63
<b>Endnote: Peace agreements must address education</b> by Pilvi Torsti .....	64

# Cape Town – new impetus for networking

by Eldrid Kvamen Midttun

*Participants at the recent Global Consultation on Education in Emergencies celebrated progress towards mainstreaming education in emergencies. International collaboration and commitment are vital to maintain this momentum.*

The second Global Consultation on Education in Emergencies took place in Cape Town, South Africa, 2-4 December 2004. The first, held in Geneva in November 2000, as recommended by the World Education Forum in Dakar in April 2000, led to the establishment of the Inter-Agency Network for Education in Emergencies, INEE [see pp8-10]. The network has strengthened the focus on the Education for All (EFA)<sup>1</sup> flagship 'Education in Emergencies' and has brought together a great number of actors conscious of the need to provide education to conflict-affected and disaster-stricken populations, to secure their rights and to help advance the process of the UN Millennium Development Goals.

The Consultation brought together some 140 participants from governments, UN agencies, international NGOs and research institutions. Compared to the 2000 Global Consultation, it seemed that this time participants were either already more directly involved in education programmes or had a keen interest in contributing and playing a part in the future. Advocacy and research came out as strong focus areas for possible future INEE Task Teams and for more intensified efforts by INEE members. Challenges related to natural disasters were also brought more to the fore, especially through the strong participation from Caribbean states.

A new and crucial aspect at this Consultation was the presence of ten representatives of affected governments, among them three ministers and three deputy ministers of education, through cooperation with the Association for the Development of Education in Africa (ADEA)<sup>2</sup> and the Commonwealth<sup>3</sup>. Their interventions and active participation throughout the consultation provided added

awareness and insights as well as a reminder to UN agencies and NGOs that the main responsibility rests with and within the country – even if international support is needed and appreciated. The presence of the newly appointed UN Special Rapporteur on the right to education, Vernor Muñoz Villalobos, gave added emphasis to the rights-based approaches to education – in emergencies as well as in other circumstances.

### Resources and initiatives

Results of recent INEE efforts were presented and distributed, most concretely in the form of the *INEE Technical Kit on Education in Emergencies and Early Recovery: A Digital Library - 2004*. This CD-ROM, developed by the INEE Task Team on Learning Materials and Resources, contains 235 educational documents (20,200 pages in total) – proof of the spirit of sharing resources and experiences from and for the field.<sup>4</sup> Another CD-ROM, the *Teacher Training Resource Kit*, developed by the INEE Teacher Training Task Team, was also disseminated.<sup>5</sup> The most spectacular achievement, however, was the launching of the *Minimum Standards on Education in Emergencies, Chronic*

*Crises and Early Reconstruction*, engendered and developed by an impressive process of inter-agency collaboration involving some 2,250 voices from over 50 countries in all regions.<sup>6</sup>

Planning for the challenges of implementing the Minimum Standards started immediately after the Consultation. At the same time, the INEE Steering Group brought forward discussions and recommendations on how to involve more actors in the running and task teams of the network – particularly those from countries or regions directly affected by conflict and crises. Interaction with representatives from government and higher education institutions as well as with donors is a particular issue that is being dealt with.

Increased international and inter-agency cooperation has no doubt increased the level of advocacy and efforts being made to ensure the provision of education in crisis areas. Some examples within the UN family are the UNESCO International Institute for Educational Planning (IIEP) focus on the development of a *Guidebook for Government Officials on Education in Emergencies*<sup>7</sup>, annual summer training courses for the same target group and documentation from the field in the form of a series of case studies and thematic policy studies produced over the past couple of years by researchers and practitioners. UNICEF's Core Commitment for Children and education, in particular education for

*Sudanese refugee children attend school in Goz-Amer camp, Chad.*



UNHCR/H. Caux

girls, extends operations into most afflicted countries and situations. INSPIRE – the new UNHCR initiative [see p59] – is meant to facilitate and strengthen local partnerships for the benefit of education for refugees.

The Save the Children Alliance<sup>8</sup> has decided on a global challenge for the next five years, focusing on Education for Children affected by Conflict. This commitment raises hopes of intensified activities in many countries, alongside a number of other international and local NGOs who are stepping up their efforts, providing funding is available. Preparedness is now on the agenda – perhaps slightly more advanced for conflict situations than for natural disasters. However, awareness of the latter has been raised and strategies for improved emergency planning are being put in place.

### Outstanding concerns

Of special concern is a group that is not necessarily counted among the ‘out-of-school children’, namely the groups of youth – now young adults – who missed out on schooling and training opportunities, in part or entirely. The backlog is overwhelming and they must not be forgotten.

On the one hand they constitute the most immediate human resources of societies attempting to recover or rehabilitate after emergencies and crises. On the other hand their inclination to create unrest and participate in new conflicts – because of frustration and dire need – is real and must be attended to. This must happen in parallel with the reestablishment of educational opportunities for school-age children.

Funding is a key issue and is one of the elements that can really make a difference. There is little doubt that, in spite of increased levels of activity and input by many actors and donors, progress towards achieving Education for All by the year 2015 is painfully slow. Unless there is significant progress on the promises made by the 147 governments in Dakar, we will end up far from achieving the Millennium Development Goals. According to current prognosis, only 10% of the 120 million children who were lacking educational opportunities in 2000 will be enrolled in 2015.

Key next steps towards proving this prognosis wrong include:

- good governance by affected education authorities and communi-

- fulfilment of funding pledges made by the international community
- provision of teacher training and special efforts to recruit female teachers
- increased attendance, retention of enrolled pupils and completion of basic education
- curriculum adaptation to provide relevant and useful knowledge and skills for school-age children and youth who have lost out on education.

**Eldrid Kvamen Midttun is Adviser for Education at the Norwegian Refugee Council ([www.nrc.no](http://www.nrc.no)) and a member of the INEE Steering Group. Email: [Eldrid.Midttun@nrc.no](mailto:Eldrid.Midttun@nrc.no)**

1. [www.unesco.org/education/efa/](http://www.unesco.org/education/efa/)
2. [www.adeanet.org/](http://www.adeanet.org/)
3. [www.thecommonwealth.org/](http://www.thecommonwealth.org/)
4. To request a copy, email [coordinator@ineesite.org](mailto:coordinator@ineesite.org) or write to: INEE Secretariat, UNESCO ED/EPS, 7 Place de Fontenoy, 75007 Paris, France. Will also be online at [www.ineesite.org/](http://www.ineesite.org/)
5. as above
6. Online at [www.ineesite.org/standards/MSEE\\_report.pdf](http://www.ineesite.org/standards/MSEE_report.pdf) Copies can be requested (hard copy or CD-ROM) at [www.ineesite.org/standards/order\\_msee.asp](http://www.ineesite.org/standards/order_msee.asp) or via INEE at above address.
7. To be published early 2005; details will be online at [www.unesco.org/iiep/eng/publications/pubs.htm](http://www.unesco.org/iiep/eng/publications/pubs.htm)
8. [www.savethechildren.net/alliance/](http://www.savethechildren.net/alliance/)

# Recent research and current research gaps

by Christopher Talbot

*There is growing interest in education in emergencies and reconstruction as a research field – and a pressing need for more research into some priority areas.*

**E**ducation in conflicts, emergencies and early reconstruction is a newly emerging field of academic research, policy research and teaching. Universities and research institutes worldwide are beginning to teach interdisciplinary modules on this theme within Bachelors and Masters degree programmes. Research projects and academic endeavours have begun to yield publications of weight and rigour, which are beginning to influence field practice and policy development. Notable among those efforts are:

- The Women’s Commission for Refugee Women and Children’s *Global Survey on Education in Emergencies*, which focuses on

global data and statistics of educational programmes in conflict- and disaster-affected areas [see p7]

- The UK Overseas Development Institute’s paper in its Humanitarian Practice Network series entitled ‘The Role of Education in Protecting Children in Conflict’ [see p12]
- The World Bank’s *Reshaping the Future: Education and Post-conflict Reconstruction* [see p39]
- UNESCO International Bureau of Education’s Education, Conflict and Social Cohesion, which provides seven case studies and a synthesis on curriculum develop-

ment processes in conflict-affected societies<sup>1</sup>

- UNESCO International Institute for Educational Planning’s case studies and thematic studies on planning and management of education in emergencies and reconstruction.<sup>2</sup>

### Issues requiring research

Perhaps the most vital need in this emerging field of research is for those agencies and donors who commission research projects to listen to field priorities and needs for new research work and to be very clear on the purposes and outcomes that they are seeking. Effective partnerships between researchers, government ministries, NGOs and UN agencies would make it more likely that research results are disseminated widely and actually used by

field practitioners. Such partnerships would also reduce the feeling of some field staff that researchers are pursuing their own agendas, wasting the time of busy field practitioners and using affected populations in the process.

With those caveats in mind, the following themes are suggested as vital priorities for future research:

- Education is asserted to be a tool of child and youth protection; research is needed on how this occurs and on the conditions under which education promotes and provides protection.
- The Women's Commission's *Global Survey* showed that the use of data and statistics on education in emergencies and early reconstruction – a crucial prerequisite for effective policy making, planning, management and evaluation – is very patchy. Unfortunately, such data is rarely collected in a rigorous, systematic way and tends to be poorly communicated within and between institutions. There is a crying need to deepen and broaden the pioneering work of the *Global Survey*, extending it in scope, geographical coverage and time sequence. The research and its findings must then be used for more effective planning and managing of educational programmes in conflict-affected areas, by governmental authorities, NGOs and UN agencies, as well as for advocacy in these areas.

- Education in emergencies and reconstruction does not fit neatly into donors' artificial dichotomies of humanitarian relief and development assistance, as they perceive it – simplistically – as a developmental activity. As the articles in this FMR clearly confirm, education must also be a priority during conflict, emergency, displacement and early reconstruction. Research is therefore needed to support advocacy of education as both a humanitarian and a development priority.
- The influential 1999 UNICEF paper 'Education in Emergencies and for Reconstruction: A developmental approach' by Mary Joy Pigozzi<sup>3</sup> outlined a provocative hypothesis: that emergencies and early reconstruction should be viewed as opportunities for transformation of education systems. While some research conducted in some countries has looked into elements of that view, the Pigozzi hypothesis has never been systematically and rigorously tested.
- A range of detailed technical topics requires more thorough investigation, notably: optimal alternative education programmes for adolescents and youth; best ways to involve PTAs in emergencies and reconstruction; accreditation, validation and certification of internally displaced and refugee pupils' attainments; effective program-

ming for life skills and thematic awareness-raising issues such as peace, human rights and civic education.

- Finally, the documentary basis for research in this field needs radical strengthening. Because of the precariousness of the working environments, political volatility and frequent rotation of key staff, most of the primary sources for educational work in emergency settings consist of grey literature – unpublished documents in the form of assessments, project evaluations and donor reports, which enjoy limited circulation and are rapidly lost in dusty filing cabinets and the C-drives of key staff. On-line availability of grey literature is a vital need, to consolidate all the gains of the past few years and to ensure a rich source of documentary evidence for future research into better programming and planning.

Progress on all these research priorities will be immeasurably enhanced by the networking service offered to members of INEE, the Inter-Agency Network for Education in Emergencies [see pp8-10].

**Christopher Talbot is Programme Specialist, Education in Emergencies and Reconstruction, at the UNESCO International Institute for Educational Planning (IIEP) and Chair of INEE's Working Group on Minimum Standards for Education in Emergencies. Email: [c.talbot@iiep.unesco.org](mailto:c.talbot@iiep.unesco.org)**

1. [http://upo.unesco.org/details.aspx?Code\\_Livre=4249#](http://upo.unesco.org/details.aspx?Code_Livre=4249#)
2. [www.unesco.org/iiep/eng/focus/emergency/emergency\\_4.htm](http://www.unesco.org/iiep/eng/focus/emergency/emergency_4.htm)
3. [www.unicef.org/girlseducation/files/EducEmerg.PDF](http://www.unicef.org/girlseducation/files/EducEmerg.PDF)



*School tents for Afghan refugee children, New Shamshatoo camp, Pakistan*

# Who is doing what and where?

by Lori Heninger

*Due to the multiplicity of actors, we have no clear global picture of education programming in emergencies. The Women's Commission for Refugee Women and Children has sought to plug the knowledge gap.*

**T**he *Global Survey on Education in Emergencies* has gathered information on how many refugee, displaced and returnee children and youth have access to education and the nature of the education they receive.

Information obtained from UNHCR, UNICEF and UNESCO – together with interviews with international NGOs and field visits to Angola, Liberia, Sierra Leone and Thailand – showed that:

- More than 27 million children and youth affected by armed conflict do not have access to formal education; 90% of them are IDPs.
- The majority of internally displaced and refugee children in school are enrolled in the early primary grades.
- While girls are almost as likely as boys to be enrolled in pre-primary and grade one, their enrolment decreases steadily after that.
- Only 6% of all refugee students are enrolled in secondary education; for IDP youth even fewer opportunities exist.
- Adolescents and youth have the least access to formal education; many have not completed even primary education and require a range of formal and non-formal education options.

Teachers in emergencies face stressful working conditions, often having to teach over 50 students of widely differing ages in a class. They receive little or no compensation and often become frustrated, fail to come to work or seek other employment. As the most qualified teachers are the most likely to find other means of supporting their families, the quality of education deteriorates.

Many refugee and displaced teachers do not meet the minimum requirements of their governments to be considered 'qualified'. High quality teacher training and continued

follow-up are essential to support these teachers and to improve the quality of education available to refugee and displaced children and youth.

In conflict-affected countries girls and women generally have low education levels. As a result, the majority of teachers are men. Recent evidence of sexual exploitation of students by teachers suggests that increasing the number of female teachers in schools may be an added protection mechanism for girls. Female teachers are important role models for young girls.

In refugee situations, efforts are often made to ensure that children study the curriculum of their home country and have the opportunity to take national exams so that their education will be recognised in the event of repatriation. In reality, though, a wide range of curricula is used in emergency situations – from home country to host country to a curriculum that is modified to meet the present circumstances and needs of the refugees.

The language of instruction can pose an additional challenge for refugee students. While it is generally recommended that refugees study in the language of their home country they may also be required or wish to learn the language of their host country. When education is only available in the language of the host country, refugee students may become frustrated and drop out of school. In other instances, students will want to learn the local language in order to interact with the local community or to gain access to post-primary education or the local labour market. Learning a new language requires additional time either through formal instruction or through non-formal learning within the community.

In situations of conflict, the curriculum is frequently contested, and

therefore requires careful review and adaptation in order to avoid exacerbating tensions. There is increasing recognition that education for conflict-affected populations must include some discussion of peace, conflict resolution, human rights and citizenship.

Education in emergencies is critically underfunded. In 2002, of the \$46m requested for education through the UN Consolidated Appeals Process (excluding appeals for Afghanistan) only \$17 million was actually contributed or pledged. Six countries received one-third or less of their request. There is an urgent need to increase funding and support for education for IDPs as under-investment contributes to high repetition and dropout rates.

From the forests of eastern Burma to the IDP camps outside Monrovia, Liberia, families seek out and communities support educational activities with the hope that one day their children will have a better life and the opportunity to contribute to the rebuilding of their countries. Continued focus on girls' education is required to reach the Education for All goal of eliminating gender disparities in education by 2005.

**Lori Heninger coordinates the Women's Commission's Children and Adolescents Project. Email: [lorih@womenscommission.org](mailto:lorih@womenscommission.org). The *Global Survey on Education in Emergencies* is available online at: [www.womenscommission.org/pdf/Ed\\_Emerg.pdf](http://www.womenscommission.org/pdf/Ed_Emerg.pdf)**



# The Inter-Agency Network on Education in Emergencies

by Allison Anderson and Beverly Roberts

*The Inter-Agency Network for Education in Emergencies (INEE) builds on the work of its members – UN agencies, NGOs, practitioners, donors and researchers – to ensure the right to education in emergencies and post-crisis reconstruction.*



Guinea in 1996 highlighted the then state of education in emergencies. An already under-resourced education system was coming under strain due to the presence of large numbers of refugees from neighbouring Sierra Leone and Liberia. As refugee and Guinean students competed for limited places in state schools and Guinea struggled to pay teachers' salaries, a large number of international NGOs established a complementary network of schools in the refugee camps.

During that same year Graça Machel, in her landmark report to the UN<sup>1</sup>, recommended that education should "be established as a priority component of all humanitarian assistance." At the time a number of NGO and UN actors were working to ensure the right to education for those affected by crisis and conflict.<sup>2</sup> While some worked alongside national and regional authorities and occasionally collaborated and shared resources, more often than not each did their own thing. Although the Machel

report galvanised the humanitarian community to do more to ensure the rights of children affected by conflict, most efforts on behalf of displaced children continued to be un-coordinated.

One exception to this pattern was found in Guinea where the International Rescue Committee (IRC) worked as a UNHCR-implementing partner to establish schools. UNHCR, IRC and the Guinean government sat down and began to look at how they might better work together. Working relationships with regional education authorities improved when Guinea passed a law reinforcing the 1951 Refugee Convention and acknowledging the right of refugee children to education. IRC and UNHCR pledged to assist Guinea by handing over newly-delivered resources, particularly school buildings, when the refugees repatriated.

The Dakar World Education Forum in 2000 developed a Framework for Action to achieve basic Education

for All (EFA) by 2015. Delegates recognised that governments and the international community were not going to reach EFA targets unless they paid especial attention to the education of those affected by crisis. Strategy Five of the Framework declared a commitment to "meet the needs of education systems affected by conflict, natural calamities and instability, and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict."

Charged with taking forward Strategy Five, UNESCO, UNICEF and UNHCR convened the First Global Consultation on Education in Emergencies in November 2000. Participants representing civil society, governments, NGOs and UN agencies acknowledged the need to learn from successes and failures in countries such as Guinea and elsewhere, share resources, develop consensual guidelines and work collectively to create awareness of the plight of millions of children and youth denied access to quality education.

From their deliberations emerged the Inter-Agency Network for Education in Emergencies (INEE). INEE members pledged to work collectively to:

- share knowledge and experience through electronic and other means
- promote better collaboration and coordination among NGOs, UN agencies and governments
- promote greater donor understanding of education in emergencies
- advocate for education to be included in emergency response

*Refugee girls getting ready to attend school in Goz-Amer camp, Eastern Chad, May 2004.*



UNHCR/Helen Caux

- document and disseminate best practices in the field
- move towards consensual guidelines on education in emergencies.

INEE is led by a Steering Group<sup>3</sup> which provides regular strategic guidance to the Secretariat based at UNESCO's headquarters in Paris. Four years after its launch as a dynamic, flexible and 'light' network, INEE connects over 900 individuals and over 100 organisations working to achieve not only the EFA goals but also the Millennium Development Goals relating to universal primary education, gender equality, empowerment of women and development of global partnerships for development.

*over 27 million children and youth are denied access to education*

INEE members communicate principally through a moderated list-serve (discussion group), allowing them to pose challenging implementation and policy questions, share new resources and highlight model programmes. INEE's website covers all topics of education in crisis through the posting of model and successful programmes, up-to-date resources, good practice guides and links to other helpful web tools and sites. Recognising that many INEE members and partners lack Internet access, INEE has prepared a CD-ROM of almost all of its collected education in crisis materials, including accelerated learning curricula, HIV/AIDS education tools and guides, advocacy materials and evaluations.

After almost four years of network building and engagement in international and national advocacy, INEE members have recognised that much more must be done to make education in emergencies one of the key pillars of humanitarian response and a priority in early reconstruction.

*Mr Saitoti, Hon-ourable Minister of Education for Kenya, and Eldrid Midtun of the INEE Steering Group at the Second Global Consultation, December 2004*

Pamela Baxter

The first Global Survey on Education in Emergencies [see p7] reminds us that in ten conflict-affected states over 27 million children and youth are denied access to education.

In response, INEE and other actors decided in 2003 to undertake two important initiatives. The first was the development of consensual guidelines, which became the Minimum Standards in Education Emergencies (MSEE) process. Secondly, agreement was reached to convene the Second Global Inter-Agency Consultation on Education in Emergencies and Early Recovery in December 2004 in Cape Town, a forum to review INEE's purpose and direction, launch the minimum standards, galvanise member advocacy activities around the right to education in emergency situations and share good practices and programme strategies.

### Minimum Standards for Education in Emergencies

The MSEE process has demonstrated how modern communications allow communities, governments and the international community to work together to achieve a common goal. The Cape Town meeting witnessed the culmination of a highly consultative process to develop a universal tool to help ensure the right to education for all people affected by crisis and to define a minimum level

of educational quality to help maintain or restore the dignity of people affected by crisis.

During the year and a half long process, the Working Group on Minimum Standards for Education in Emergencies (WGMSEE) harnessed the experience and enthusiasm of 13 organisations with expertise in education in crisis and early reconstruction situations.<sup>4</sup>

WGMSEE has facilitated a broad base of stakeholders to develop standards, indicators and guidance notes that articulate the minimum level of educational access and provision to be attained in emergencies through to early reconstruction. The main components of the standards development process were national, sub-regional and regional consultations; on-line consultation inputs via the INEE list-serve; and a peer review process. Information gathered from each step was used to inform the next phase of the process. This model reflects lessons learned from the Sphere Project<sup>5</sup> and emphasises transparent, cost-effective and consultative decision making.

Over 2,250 individuals from more than 50 countries contributed to the development of the minimum standards for education in emergencies. More than 1,900 of them participated by holding local, national or sub-regional consultations within the communities in which they work. In order to facilitate this process and ensure standardisation of reporting and feedback the WGMSEE developed





Somali IDPs,  
Hargeisa  
Kandahar IDP  
camp

UNHCR/Taylor

a facilitator's guide to help ensure the widest possible contribution to the process of developing minimum standards.

The results from these consultations were used as the basis of deliberations at four regional consultations on minimum standards, which took place in Nairobi, Kathmandu, Amman and Panama City during the first half of 2004. INEE members also participated through INEE list-serve consultations, the responses to which were shared with INEE members and presented to delegates prior to each regional consultation.

A peer review process followed, involving analysis and convergence of the four sets of regional standards. WGMSEE and INEE Steering Group members were engaged in the final review steps of providing substantive feedback as well as feedback on the clarity of the minimum standards. During September 2004, the final draft of the global minimum standards, indicators and guidance notes were posted on the INEE website and members were invited to give their feedback.

Now that the standards have been launched, INEE is focusing on

disseminating and promoting the minimum standards handbook and CD-ROM and operationalising the standards through training and field piloting. The consultative process has strengthened the education and humanitarian community by linking people affected by crisis, practitioners, policy makers and academics through discussions on best practice.

**Allison Anderson is the INEE Focal Point for Minimum Standards on Education in Emergencies, a position which is housed and administered by the International Rescue Committee. Email: [allison@theirc.org](mailto:allison@theirc.org)**

**Beverly Roberts is seconded by CARE USA to serve as the INEE Network Coordinator and manage the INEE Secretariat, currently housed in UNESCO's Education Sector. Emails: [broberts@care.org](mailto:broberts@care.org); [coordinator@ineesite.org](mailto:coordinator@ineesite.org)**

1 *The Impact of Armed Conflict on Children*, available online at: [www.unicef.org/graca](http://www.unicef.org/graca)

2 As an example, the Norwegian Afghanistan Committee, CARE, the Forum for African Women Educators (FAWE), the International Rescue Committee, the International Save the Children Alliance, Jesuit Refugee Services, the Norwegian Refugee Council, UNICEF, UNESCO, UNHCR and the World Food Programme all operated education in emergency programmes in the 1990s.

3 Currently including UNESCO, UNHCR, UNICEF, the World Bank, CARE USA, the International Rescue Committee, the International Save the Children Alliance and the Norwegian Refugee Council (NRC).

4 CARE Canada, CARE USA, Catholic Relief Services, International Rescue Committee, Norwegian Church Aid, Norwegian Refugee Council, United Nations Association of Norway, Save the Children UK, Save the Children USA, Refugee Education Trust, UNESCO, UNHCR, UNICEF and World Education.

5 See [www.sphereproject.org](http://www.sphereproject.org)

## INEE network and resources

INEE welcomes FMR readers to help carry forward the momentum on education in emergencies advocacy and response being galvanised by INEE and its members.

In order to join the open INEE network and view its multiple resources please visit [www.ineesite.org](http://www.ineesite.org).

To receive a copy of the minimum standards please email Allison Anderson at [allison@theirc.org](mailto:allison@theirc.org), specifying handbook and/or CD-ROM.

# Education that protects

by Susan Nicolai

*Education should be available for all children and should be responsive to the risks they face.*

A group of young girls, exercise books in hand, crowd the lamp-lit passageway between tents. They tentatively use the English they've learned in school: "I walked five kilometres tonight"; "We are studying for school in the morning"; "I'd rather sleep at home, but am scared of soldiers". They are among the 50,000 children and adolescents in northern Uganda who commute to urban centres each night for fear of abduction by the Lord's Resistance Army. Tonight the group is preparing for examinations. Amazingly, despite the dangers of travelling between home, schools and the night commuting centres, lack of time for study and the burden of poverty, the girls continue to struggle to gain an education.

Sadly, many of their peers do not have that choice. UNESCO's Education for All Global Monitoring Report for 2003-04 estimated that half of the 104 million children out of school globally live in countries affected by or recovering from conflict.

Education in emergencies has only hit the humanitarian agenda in the last decade – first raised as an urgent issue by Mozambique's former first lady, Graça Machel.<sup>1</sup> Although emergency education's status as a humanitarian concern has increasingly gained legitimacy, there are still those who see it as a task best left to those concerned with development. Emergency staff often view education as a luxury and consider evidence of its impact as anecdotal. During the past few years, much progress has been made in designing models of education response that address access and quality. However, it is only recently that efforts have been made to enable education to concretely further the aims of child protection.

As part of our emergencies work, Save the Children has been exploring

the practical connections between education and protection in several conflict-affected countries. These experiences have shown that parents feel safer if children are in school rather than out. Education lessens the chance that the child will be recruited, exploited or exposed to other risks. In practical terms, education structures can play a more protective role in children's lives through:

- raising communities' awareness and ability to systematically respond to threats faced by children, through working with parent-teacher associations or school management committees to address these issues
- enhancing educational access and child development opportunities for more vulnerable children – particularly separated children, demobilised child soldiers and child survivors of gender-based violence
- deterring a cycle of violence through introducing child-friendly pedagogy, learning content that promotes peace, and positive methods of discipline
- involving teachers in delivering protection-related information to children and their families, and better equipping them to monitor protection issues and respond, when appropriate, to individual cases
- mobilising children to initiate activities to protect themselves and their communities.

## Linking education and protection aims

In the Democratic Republic of Congo, discussion of education for former children associated with the fighting forces (CAFF) has primarily been limited to debate around whether agencies should pay school fees for these children. Ways of overcoming non-economic obstacles to their reintegration into schools or how to adapt basic education structures to support reintegration processes have not been addressed. Education

has been devastated as schools have been destroyed or used as barracks by armed groups. No education financing from the state reaches the conflict-affected eastern provinces, leaving parents and communities having to choose which children should go to school. Vulnerable young people – especially girls, orphans or ex-combatants – are at great risk of being excluded. During the past year Save the Children has worked through its community child protection networks in Masisi, North Kivu, to identify and explore education barriers for former CAFF and other vulnerable children. The findings have been used to work with parent-teacher associations to identify ways to strengthen support for those children who cannot afford school fees. Save the Children is also training teachers to be more aware of child protection concerns and exploring ways to increase non-formal education opportunities.

In the occupied Palestinian Territories the outbreak of the *Al Aqsa Intifada* in September 2000 has had a considerable impact on children's right to quality education and protection. Military incursions and movement restrictions regularly prevent children and teachers from reaching schools. Even when able to attend school, children face a difficult learning environment. Tensions, violence and disruption within schools affect relationships, concentration and opportunities for play.

In 2003 Save the Children carried out a participatory research project to look specifically at the issues of children's right to education and protection. This work found that while children viewed school as the one place where they could feel safe from military actions, there was an increasing atmosphere of violence in school – both in terms of corporal punishment and child-to-child violence. The conclusions of this research were presented to the UN Commission on Human Rights in March 2004.<sup>2</sup> Building from this work, Save the Children is working with its partners, the Ministry of Education and Higher Education and a local NGO (the Tamer Institute), to support children's participation in

identifying and acting on localised protection risks. Children's committees have been established in a number of schools to implement their own protection activities. Initiatives range from promoting physical protection by building a wall around the school to instituting a non-violent school environment to promoting classmates as a source of peer support.

As we learn more about linkages between education and child protection, those concerned with planning education in conflict-affected countries need to ask a number of questions:

**Children's rights:** What particular threats to their rights and well-being do children face and how have these been exacerbated due to the emergency?

**Analysing systems:** What are the protective and endangering elements of education? Is education protective for some groups more than others? What changes are necessary in the classroom, in the school and among teachers or school supervisors to make learning conducive for girls, minorities and other marginalised groups? Have the former national curriculum and/or teaching methodologies contributed to the conflict? What kind of psychosocial support is available in the learning environment?

**Role of children:** What role do children play in protecting themselves and identifying and raising local protection issues? What systems are in place for them to report abuses?

**Role of community:** Are there ways in which the local community could strengthen the role of education in protecting their children? What is the current means for community participation in schools and does this reach those most likely to experience violation of their rights?

**Resourcing:** How can schools or non-formal educational environments be made more physically safe for children? In what ways can the national education authority take responsibility for protecting children's rights and well-being? What are the human and/or financial resource implications of improving education's role in protecting children? What level of support does education have within



UNRWA photo/Khalil Hamra

the overall humanitarian aid or reconstruction packages – and is it adequate?

### Leading to lessons

While it is too early to draw substantiated lessons, one commonality stands out. Each of the projects, in its own way, has emphasised participation as the mechanism for improving the practical protection of children on the ground. Whether the focus is on participation of children, parents or teachers, the involvement and leadership of these various groups is seen as the missing link to make the Convention of the Rights of the Child more than just words on a page.

Education structures are the one community mechanism that strives – even if it does not always succeed – in reaching all children. Like the girls in Uganda, children will make extraordinary sacrifices to access education. Protecting children and their rights means making sure that education opportunities are available and, just as importantly, that education is responsive to the risks faced by children in their daily lives.

All those involved in emergency and post-conflict programming need to realise that:

- Child protection should be an integral part of emergency education activities and a fundamental criterion in the approval of a programme by NGO staff, host governments and donors.
- Protection issues should be reflected in national education

policies and response strategies; curricula which have perpetuated divisions and fuelled conflict must be revised.

- Schools and educational facilities must be designated as 'safe areas' and protagonists warned that the International Criminal Court to prosecute as war criminals those who target schools and educational facilities.
- Child-friendly spaces should be created for conflict-affected children: reconstruction must include providing adequate safe play spaces.
- A code of conduct may be one mechanism to ensure teachers do not abuse children and use corporal punishment.

*Susan Nicolai is Save the Children UK's Education Manager within its Emergency Response team. Email: [s.nicolai@savechildren.org.uk](mailto:s.nicolai@savechildren.org.uk) Thanks to Carl Triplehorn, Claus Nelson and Katy Barnett for their contributions to this article.*

The themes discussed in this article are more widely explored in a Humanitarian Practice Network Paper, 'The role of education in protecting children in conflict' (available online at: [www.odihpn.org/pdfbin/networkpaper042.pdf](http://www.odihpn.org/pdfbin/networkpaper042.pdf)), written by Susan Nicolai and Carl Triplehorn of Save the Children US (email [CTriplehorn@dc.savechildren.org](mailto:CTriplehorn@dc.savechildren.org)).

1. Graça Machel, *The UN Study on the Impact of Armed Conflict on Children*, Department of Information, UN, New York, 1996. [www.unicef.org/graca/graight.htm](http://www.unicef.org/graca/graight.htm)

2. See *Living behind barriers: Palestinian children speak out* at [www.savethechildren.org.uk/temp/scuk/cache/cmsattach/1383\\_CHR.pdf](http://www.savethechildren.org.uk/temp/scuk/cache/cmsattach/1383_CHR.pdf)

# Risking protection through education?

by Amalia Fawcett

*Education in emergencies as a tool for protection is a popular advocacy argument – but is there hard evidence to support this statement? Can education programmes also place children at risk?*

The Guiding Principles on Internal Displacement reiterate binding documents that guard the right to education in all contexts. It is assumed that education protects children by establishing a routine and sense of normalcy, by communicating essential life skills and hope for the future. It is dangerous, however, not to acknowledge that education can also place children at risk – culturally, psychosocially and physically.

## Discriminatory curricula

It is known that during conflicts involving severe ethnic tensions, school curricula may be biased in favour of the dominant ethnic, political or religious group. This can act to undermine the cultural integrity of other ethnic, political or religious identities within a society, leaving children feeling suppressed and disadvantaged within the education system which in turn can exacerbate existing tensions.

Alternatively, one way of enhancing community participation in the school and encouraging feelings of pride in the child's cultural background is to use a particular group's language in as many areas of schooling as possible. The Guiding Principles are one of the few rights documents that explicitly state the right to use one's own language. Languages of certain groups can be left out of national curricula as part of state-driven discrimination. However, education in emergency programmes tend to use local curricula. For children displaced due to violence and discrimination, the continued application of curricula that were in use prior to displacement may reinforce that discrimination. It is important for education in emergency programmes to note this risk and wherever possible to incorporate

the child's mother tongue into educational activities and be aware of possible discrimination within local curricula.

## Role of community

Despite the lack of consensus regarding the shaping of ethnic identity and prejudices among children, it is clear that they are formed early and, once formed, intensify over time. In addition, trends suggest that the parent-child relationship is one of the most important factors for a child's ethnic socialisation. In situations where identity has been politicised to the extent to which people will flee or engage in violence, it is therefore irresponsible to believe that schooling can change the attitudes of a whole community. In isolation, peace education directed solely at children can expose them to further risk, with conciliatory attitudes potentially increasing their vulnerability to accusations of conspiracy or betrayal. There is therefore a need to include the wider community in peace education programmes. The mere targeting of children for peace education ignores the fact that they exist in a world where power is in the hands of the adults. This is not an argument to cease peace-building education; there must, however, be a more deliberate and systematic link made between the attitudes of the community at large and those of children.

## Is 'normalcy' possible?

It is often asserted that the swift creation of a basic education routine can encourage a sense of normalcy through structure and predictability. Sudden cessation of studies can represent an additional stressor, which perpetuates a sense of hopelessness. However, the situation in which displaced children find themselves is not a normal one and displaced

children may not regard their environment in the same way they did previously. A more in-depth analysis of what constitutes a 'normal environment' from the children's perspective is needed.

Following an emergency it can be inappropriate to expect children to return to a school environment modelled on their pre-displacement existence. Education in emergency programmes therefore needs to find out in what areas children perceive their new situation to be traumatic and in what areas they do not.

One way of achieving this is to allow children to alter their school environment and curricula in ways that take into account their new experiences. This can not only empower children through participation but also provide a sense of hope, pride and ownership of their schooling. This may be achieved through a commitment to the notion of participation.<sup>1</sup> For example, having Liberian children interview their peers showed that they did not always view their post-conflict situation as worse than their pre-conflict existence. It is important for emergency education programmes to acknowledge children's changed perspectives and encourage their participation when deciding protection concerns and their solutions.

## Physical protection

Regarding the links between education and physical protection, the economic pressure on displaced families following an emergency needs to be recognised. The fact that children are required to be in school during daylight hours increases the likelihood that the money-earning activities they can become involved in will lie outside the formal sector. This can put children at risk. Prostitution or dependency on 'sugar daddies' for money, clothes or food are just two examples of practices which place young people in exploitative relationships and heighten their risk of exposure to HIV/AIDS and other STDs, as well as pregnancies and reduced

chances of marriage in later life. Ideally, children would be protected from needing to work but if the education system ignores the economic and social reality then it can diminish protection. When collecting firewood, for example, children are often required to walk long distances in poor light after school hours, therefore placing them at greater risk of mines and other UXO and making them more vulnerable to harassment. Flexible school calendars and modular curricula that allow children to attend classes and still be available for work during the day for more regularised work activities are potential countermeasures.

The Nueva Escuela Unidad schools in Guatemala provide a good example of such an approach. This is not to say that most education in emergencies supports child labour but it is crucial to acknowledge a child's context and make adjustments in order to answer needs accordingly.

### Conclusion

Education in emergencies has an important role in enhancing the protection of displaced children. A pre-requisite of its success is nonetheless a willingness to avoid assumptions and acknowledge risks. To this extent there needs to be

more routine analysis of pre-conflict realities, cultural ramifications and economic aspects. The analysis must necessarily involve a greater level of participation on the part of affected children themselves and their communities. In this way the impact of education on the protection of children could be greatly improved.

*Amalia Fawcett has worked as an intern at the Global IDP Project, Geneva ([www.idproject.org](http://www.idproject.org)). Email: [amaliafawcett@hotmail.com](mailto:amaliafawcett@hotmail.com)*

1. See Una McCauley 'Now things are Zig Zag: Perceptions of the Impact of Armed Conflict on Young People in Liberia', 2001. Don Bosco.

## Education free-for-all

by Marc Sommers

*During emergencies and the early stages of reconstruction the roles and responsibilities of international and local stakeholders are poorly defined. What are the prospects for improving coordination and local ownership?*

The fifth of the eleven objectives adopted by the Dakar World Education Forum in 2000 focuses on the rights of children in emergencies. Dakar participants called on all national Education for All (EFA) plans to include provision for education in emergency situations. Realising this pledge is, however, complicated by the lack of coordination of education in emergencies and reconstruction.

Although this trend is changing, education is still rarely accorded a high priority during emergencies – even when vast numbers of children require schooling. Curriculum and accreditation issues which require liaison between ministries of education and aid agencies may be put off for months or even years. Accumulated institutional memories and knowledge are often lost due to dispersal and disappearance of documents and high staff turnover.

The towering significance of coordination to the practice of education during emergencies and early reconstruction is largely derived from its ability to magnify the coherence and utility of education for students, teachers and their communities. Yet

the challenges of coordinating education action during emergencies and early reconstruction periods remain daunting and diverse, and can arise even before international humanitarians arrive in a country. Due to their often-overlapping mandates, UNESCO, UNICEF, UNDP and/or UNHCR have been known to wage turf wars, which can be the starting point for unhelpful, and seemingly avoidable, power struggles. Indeed, research and analysis suggest that the challenge of defining roles and responsibilities between and among UN and international NGO actors ultimately arises from an atmosphere of underlying mistrust and competition. Moreover, in the scramble for favourable media attention – and the funding it helps secure – rhetoric about cooperation and coordination may be bypassed in practice.

During the emergency period, the typical international humanitarian official might be described as young, single, relatively well-paid, well-equipped and forever in a rush. His or her government counterpart is generally older, burdened by family concerns, underpaid – sometimes not paid at all – and unable to move around with ease. From the outset,

it is a bad match: a clash of cultures, backgrounds, expectations and degrees of patience. Stereotypes may develop, such as local officials viewing internationals as disrespectful upstarts and the expatriates judging locals as uncommitted and perhaps corrupt.

The spectre of interpersonal conflicts involving local and international officials is further exacerbated by the fact that, quite often, well-resourced international NGOs and UN agencies charge into the countryside with funding, supplies, expertise and humanitarian mandates, frequently leaving local officials feeling left in the dust. The capacity and morale of education ministries can be further eroded by the departure of better-qualified civil servants for well-paid jobs with international organisations. At the same time, truly coordinated education systems are unlikely to be achieved unless even resource-poor national education authorities are willing to decline aid that does not help fulfil the objectives of their agreed and announced plans.

Challenges involving international agencies and war-affected communities may be just as thorny. While relations between communities and agencies can grow to be excellent, the power relations are usually quite clear. In general, communities are not ultimately in charge of the schooling of their own children. The

terminology that pervades humanitarian work confirms this relationship: people receiving assistance from humanitarian agencies are often labelled beneficiaries or recipients, not partners.

A coordinated education system links people from the same country. When it is properly organised, education can, among other things, help bind together fractured states and limit the chances that trauma, abduction and forced labour will dominate the lives of war-affected children and youth. Accordingly, this requires international educationalists and donors to:

- acknowledge that, with very few exceptions, a coordination framework that does not feature the role of the national government or *de facto* education authority is necessarily incomplete
- not cynically anticipate that impoverished ministries of education will look to receive funding for their operations (and to supplement their salaries)
- start training and capacity building for local and international counterparts as early as possible

to nip in the bud the potential for rancour, disrespect and resentment to bedevil relations between international and local educators

- work with local counterparts and other international agencies to develop joint policies on paying teachers and developing systems for recognising, validating and accepting teacher training activities, and student achievement and national examinations
- do much more to stop the poaching of local staff by international agencies
- be prepared for the increasingly popular option of local education authorities declining aid that does not align with their objectives and plans
- clarify at the early stages of intervention in each post-conflict state the role of UNESCO vis-à-vis UNHCR, UNDP and UNICEF
- ensure that the considerable costs of coordination – for training, transportation, translation, photocopying and communication – are built into budgets, just like any other humanitarian activity.

The significance of an education system that somehow manages to

keep itself even marginally cohesive during times of extreme and often lengthy crises goes far beyond the symbolism of nation building. Teachers are usually the largest corps of non-military civil servants in a government. Leaving education uncoordinated constitutes a tragically overlooked opportunity to unify people separated by ethnicity, region or religion.

*Marc Sommers is a consultant, a Research Fellow with the African Studies Center, Boston University ([www.bu.edu/africa](http://www.bu.edu/africa)), and the Youth at Risk Specialist with CARE USA and the Basic Education and Policy Support (BEPS) Activity.  
Email: [msommers@bu.edu](mailto:msommers@bu.edu)*

This article is extracted from 'Coordinating education during emergencies and reconstruction: challenges and responsibilities' by Marc Sommers, International Institute for Educational Planning, UNESCO, 2004. Full text available online at: [www.unesco.org/iiep/PDF/pubs/A245.pdf](http://www.unesco.org/iiep/PDF/pubs/A245.pdf)

*Shemelba refugee camp, Ethiopia*



# Emergency education in Iraq

by Anita Malley and Carl Triplehorn

*In areas of crisis, quality assessments – involving listening to young people – are imperative for quality educational programming and protection.*

**E**ducational assessments must be attuned to children's protection needs within the context of their overall formal and non-formal educational needs. Detailed understanding of children's well-being in areas of crisis saves lives and improves educational programming. Managers with limited staff and time must strike a difficult balance between programme delivery and assessment, especially during the initial stages of an emergency.

Education is a vital component of humanitarian aid and reintegration assistance. In the difficult months following the end of the Saddam regime, education provided a stabilising influence in children's lives. The start of the school year in Iraq in October 2003 marked an important milestone in the resumption of normal life. While much assistance has been focused on the more obvious needs of shelter, household goods, food security and income generation, it is important not to forget children's other needs as they struggle with a difficult language, a new school curriculum and an uncertain post-conflict environment.

## School and protection assessments

Save the Children USA has been supporting formal and non-formal education for 50,000 children in the Basrah governorate of southern Iraq. Participatory and respectful assessments, especially during the early stages of the emergency, established trust with children, communities and government officials and have facilitated the development of ongoing longer-term development programmes.

In June 2003 Save the Children conducted a multi-sectoral rapid needs assessment which included education. The needs and capacities of individuals and communi-

ties were assessed to determine the nature of Save the Children's response. In addition to health, shelter and water, it was found that the protection, education and psychosocial needs of children were critically unmet.

As schools were closed and not due to open until September, Save the Children established summer camps. In July and August 2003 8,500 children in eight locations participated in week-long summer camps which were open to children regardless of their school-enrolment, ethnic, disability or social status. Children from Christian, Muslim and Sabean communities attended. Transportation was provided for those from outlying communities, for children with disabilities and for those living in residential care facilities.

The first priority was to ensure that the summer camps offered a safe and positive place for children to play and interact. Educational and recreational activities ranged from structured literacy and numeracy classes to sports, music and art. Save the Children has learned from its global experience that such activities mitigate the psychosocial impact of conflict and prepare children for re-entry into school. Children were also equipped for post-conflict realities by raising awareness of health issues, landmines and unexploded ordnance. At the end of each camp children, parents and volunteers organised community festivals which



brought these issues to the attention of the wider community.

In communities where summer camps were held, Save the Children partially rehabilitated schools and youth centres. Water and sanitation facilities were repaired, war-damaged windows and doors were replaced and looted classrooms repainted.

When schools opened Save the Children decided that, to reach the neediest, support activities should be focused in rural areas of Basrah governorate that had been acutely affected by the Iran-Iraq war, neglected under the previous regime and expecting high numbers of returning refugees and IDPs. During this second assessment phase school facilities were found to be particularly poor due to dilapidated classrooms and unusable desks and blackboards.

Save the Children prioritised 20 primary schools and began to initiate

activities in partnership with communities. Local people contributed towards school maintenance and security and mobilised volunteers to lead landmine awareness and recreational activities. Save the Children assumed responsibility for the rehabilitation or repair of the school and the provision of school furniture, sport and leisure materials and teaching aids and stationery. In collaboration with the Basrah Teacher Training Institute Save the Children developed a teacher training curriculum focusing on child-centred teaching methods, children's psychosocial needs, alternative methods of discipline and inclusion of life skills within existing subjects. The revised curriculum has been successfully piloted in the 20 schools and will be introduced to additional schools in the coming year.

*communities are resentful when they are assessed ... but services do not materialise*

In October 2003 a protection assessment identified several areas of concern. As many as 60% of adolescents in urban areas of Basrah were found to be misusing prescription medication – considered a less visible substitute for alcohol. Equally worrying was the evidence of the impact of weapons, responsible for accidental injuries and deliberately used by children when in conflict with others. To address these issues, Save the Children developed a healthy lifestyles project to promote drug- and weapon-free behaviour amongst young people in urban areas. Posters and storybooks were designed and Save the Children staff visited 18 intermediate and secondary schools, as well as orphanages, to conduct awareness sessions about drugs and weapons.

The assessment also indicated that isolated rural communities were heavily impacted by landmines and had low levels of health and that children had very limited access to education. To address this, Save the Children initiated a Mobile Recreation and Messaging Bus to bring one-day life skills messages and recreation activities for children aged 9-11 in under-served rural communities. The aim was to impart key health, safety and landmine awareness messages and to give children

an opportunity to participate in recreational activities. Posters and leaflets as well as teaching aids were left in each location visited by staff.

### Returning displaced children

Basrah governorate is the second most popular return destination for repatriating refugees, particularly those coming from Iran. The numbers of returning IDPs are equally high. Both groups have returned to already impoverished communities with housing shortages and dysfunctional public services. In many cases, refugees and IDP returnees have joined other vulnerable families squatting in public buildings without access to adequate shelter.

In April 2004 Save the Children, with support from UNHCR, conducted a survey of the reintegration needs of school children returning from exile in Iran. Data collected from 153 schools

identified 1,453 returnee students in the targeted areas. Key findings from the school surveys showed that:

- A significant number of returning refugee children have poor written and comprehension skills in Arabic – particularly if they have been educated in Farsi and speak it at home.
- Poverty prevents many returnee children from attending school, as the children may be required to work in or outside the home, families frequently move from place to place, and in some cases families cannot pay for school uniforms and stationery.
- Schools' limited water supply and poor sanitation facilities significantly disturbed the returning children.
- Difference in curricula between Iran and Iraq impede returnee students' reintegration: as the English language is not included in Iran's primary school system but is taught in Iraq, returnee children are being left behind.
- Many returnees and their families lack proper documentation required for registration in the Iraqi school system.

Small focus group discussions with returnee children – designed to be

child-friendly and non-intimidating – gathered information about their reintegration experience. Children were asked to draw pictures of the things that they liked and disliked about their new home and were then asked to explain what they had drawn. Many had difficulty drawing something they liked about their new home. The majority of the pictures featured scenes from Iran, particularly houses, mosques, apple trees, rivers and mountains. Many are clearly homesick for Iran and know little about Iraq. Worryingly, many of their images of Iraq displayed war-planes, helicopters, tanks and occupation soldiers bombing or shooting at Iraqi houses and people. The children's explanations of the pictures demonstrate that they view the military as a threat to themselves, their family property and their land. These pictures speak to a need for sensitivity on the part of parents and teachers. Regardless of whether children have themselves witnessed these events, or acquired their attitudes through the media or through family, their perceptions are real and the implications must be addressed in future programming.

With the knowledge gained, Save the Children is working to:

- support additional courses in Arabic and English for returnee students who are lagging behind their classmates
- press for solutions for students unable to access school due to lack of documentation
- improve school infrastructure, particularly water and sanitation facilities
- sensitise teachers and parents to children's psychosocial integration and adjustment needs
- teach children about landmines, unexploded ordnance and general safety.

### Future programming and lessons learned

As the reconstruction of Iraq continues, Save the Children will continue to use assessments to expand and develop education activities, rehabilitate schools, build teachers' skills and enhance the capacity of community education committees. Save the Children's approach to future assessments must be very tailored;

communities are resentful when they are assessed and their needs noted but services do not materialise.

The lessons Save the Children has learned from Iraq are straightforward and reflect known best practice. Quality assessments are imperative for quality educational programming. Holistic approaches to help children rejoin school and

re-enter society must acknowledge the special needs of children and provide appropriate assistance based on suggestions made by listening to young people. If our assessments had not incorporated mechanisms for encouraging the voices of young people, many aspects of their needs would have been missed. Assessment must be built into all phases of activities for it is important to iden-

tify and address children's changing protection and educational needs.

*Anita Malley is Save the Children's Child Protection and Education Program Manager in Iraq (email: [amalley@savechildren.org](mailto:amalley@savechildren.org)) and Carl Triplehorn is Save the Children's Education in Emergencies Specialist (email: [CTriplehorn@dc.savechildren.org](mailto:CTriplehorn@dc.savechildren.org)).*

# Teacher development and student well-being

by Rebecca Winthrop and Jackie Kirk

*Improved support for teachers' professional development is vital during emergency, chronic crisis and early reconstruction contexts as teachers can have a significant impact on their students' well-being.*

Over the past decade humanitarian actors have focused attention and resources on developing education as a specific intervention aimed at mitigating psychosocial distress affecting children during war. Of particular importance in this effort is support for teachers. The importance of teachers in children's lives dramatically increases in situations affected by armed conflict: children may have lost or been separated from their parents, and parents may be less able, for many reasons, to support their children. Support for teachers' professional development is even more important as acute teacher shortages often mean that adults and youth who have never taught before or even finished their own education are recruited as teachers.

## Healing Classrooms Initiative

In an internal evaluation of its education programmes in 2002, International Rescue Committee (IRC) field staff identified teacher training as the highest priority for improving programme quality.<sup>1</sup> As a response, IRC launched its Healing Classrooms Initiative, which aims to improve teacher development for student well-being through research into teachers' and students' experiences

in school and their perceptions and beliefs about teaching and learning in selected pilot countries. This article focuses on the initial findings of research undertaken in Ethiopia and Afghanistan in early 2004.

IRC has worked in Ethiopia since 2001 when it set up an emergency education programme serving Eritrean Kunama refugees fleeing government persecution. The programme is located in the relatively small Walanihby refugee camp in the vast and arid northern Tigray region near the Ethiopian-Eritrean border. For many children this was the first time that they ever had access to school. There is one primary school in the camp with 25 teachers and approximately 800 students. Working with the Ethiopian regional education office, IRC trains teachers, provides teaching and learning materials, develops curricula, runs school feeding [see pp35-37], mobilises and trains the Parent-Teacher Association [see p34], and engages youth in recreation and peer outreach activities. The Healing Classrooms research was conducted in this school.

IRC has been working with the Afghan community in exile in Pakistan since 1980 and with the Afghan people inside Afghanistan since

1988. IRC currently runs six education projects in Afghanistan, one of which is the community-based schools project. In close collaboration with Ministry of Education district officials, IRC supports access to education where there are no functional government schools.

In three provinces, IRC supports community-based primary classes for over 10,000 students which are held inside people's homes or in community structures such as mosques. The classes follow the government curriculum and IRC mobilises the community to support education, trains the community-nominated teachers, provides teaching, learning materials, monitoring and evaluation. The project has a special focus on girls as cultural factors often limit girls' ability to travel even moderate distances to attend school. While IRC has full support from the Ministry of Education in this project, the community-based schools are not part of the government system and receive no direct support from the government. The Healing Classrooms research was conducted in 20 community-based classes in five villages in Bagrami and Charasiab districts in Kabul province.

Three broad themes have emerged from the two country studies: teacher identity, student well-being and gender dynamics. Aspects of the first two of these themes are discussed here.



Shemelba refugee camp, Ethiopia

### Teacher identity

In emergency, chronic crisis and early reconstruction contexts, very little attention is given to the make-up of the teaching corps. Yet understanding this is key if we are to better prepare these teachers for working with children.

#### *I'm not a 'real' teacher*

92% of the teachers in Ethiopia and 75% in Afghanistan did not consider themselves to be 'real' teachers. Many say that they did not choose to become teachers but were nominated by their community because of their relatively high level of education. Once nominated, however, teachers expressed their willingness to serve their community and, in the words of one Kunama teacher, "give my little knowledge to the children in this camp". For others, teaching was merely a means to support their families. Because they think of their teaching as both a community service and/or a short-term occupation, and not as their chosen vocation, many teachers lack confidence in their ability to be a 'real' or a 'good' teacher.

The study found that in Ethiopia the in-service teacher training enabled teachers to function fairly effectively; newly acquired tools such as lesson planning gave teachers – in the words of one man – "confidence to stand up in front of the class". However, their own mental models of teachers differed considerably from how they perceive themselves.

In Ethiopia, especially, teachers felt that they could not be good teachers until they completed their own education, regardless of the amount of in-service training they had received. Women teachers in particular, who generally have lower levels of education than the men, were very aware of their limitations and lacked confidence in their abilities. Teachers' self-image plays an important role in delivering quality education and must be taken into account in designing teacher development programming.

#### *Being 'alternatively qualified'*

Despite teachers' lack of confidence, professional qualification and ex-

perience, in many other ways these teachers are highly qualified for the job they do. The fact that they belong to the community in which they are teaching can often be a more important qualification than a teaching certificate.

In Ethiopia, teachers – as refugees themselves – have a very clear understanding of the aspirations and motivations of the students and their families and can, at least to some extent, respond to these. Teachers reinforce students' and parents' approach to education by emphasising the importance of studying and working hard now because of what it will bring in the future. This coherence of message is reassuring for students, and confirms for them that they are on the 'right track'. The future-oriented approach to learning and life is an important way for children in the camp to have hope for a better life, which helps them survive the harsh reality of their daily existence in exile. Many teachers additionally show commitment to the children and to the community by, for example, home visits to struggling students for extra tutoring sessions. Many see an important role

for themselves in contributing to the eradication of illiteracy in their community.

In Afghanistan, being a member of the community is perhaps the most important qualification these teachers can possess. In many villages, girls have access to education only because the classes take place in locations that are close to their homes, and run by teachers who are known and trusted by their parents. IRC's community-based schools are tailored to each community depending upon what is acceptable and what teachers are available. In some communities parents allow their girls to be taught by a male teacher provided he is well-known to them; in others, girls must be taught by a woman. Some parents allow young boys and girls to be in the same class, while others insist on sex-segregated classes. "Yes, it [girls-only class] is very important for us - if there were boys here then our parents wouldn't let us come", said one girl.

In addition, the community-based teachers transmit important cultural knowledge. Parents expect the teachers to model and teach good manners and appropriate behaviour (*tarbia*). Teachers are conscious of being a role model for their students

and talk about the importance of creating a trusting environment in class, in sharp contrast to many government schools which, in a recent report, have been cited for widespread emotional and physical violence against students. The reasons for this difference are likely to be, among others, the smaller class size and the community connection between teachers and students.

### Psychosocial teacher training

The vast majority of teachers need support in working with children who have directly or indirectly experienced traumatic events, such as displacement, loss of family members or direct violence. In Ethiopia, as in most IRC education programmes, 'psychosocial teacher training' is provided as a separate session/module in in-service pedagogy and classroom management training. The session covers topics such as child development, techniques for creating a supportive classroom environment, how to communicate with children, how to identify a distressed child in the classroom, and when and how to refer a child to mental health or other professionals. Teachers have all received at least one such in-service training on children's psychosocial needs.

In the individual interviews, teachers indicated that they had understood and retained what they learned in the training with many demonstrating an awareness of different indicators of child well-being. However, based on classroom observation, there was little indication that the teachers were able to integrate this learning into their day-to-day subject teaching. Teachers articulate other good reasons for children to come to school - to learn (in one teacher's words) "unity, love and social cohesion", good behaviour and personal health and hygiene, for example - but their way of addressing these issues was generally to lecture the students on virtuous living and studying hard. Although this future-focused orientation was clearly important to the students, they need to **experience** a classroom environment in which to develop skills such as friendship and social cohesion.

The research indicates that emphasising the psychosocial needs of children through a stand-alone 'psychosocial' session/module may not be an effective approach. Even though the session/module provides concrete tools for classroom teaching, in practice it remains separate from teachers' understanding and application of general pedagogical and

Afghanistan



classroom management skills. There is also the risk of over-emphasising the subject, leading some teachers to believe that the training enables them to solve children's problems, which it was never designed to do. A better approach would seem to be to integrate the psychosocial concepts, without naming them as such, into pedagogy, lesson planning and classroom management training. This would also shift the emphasis away from a specific bundle of 'psychosocial skills' to tools needed to be good teachers and to create 'healing classrooms'. Also important is to build more explicitly on the cultural

*the term 'psychosocial' should be de-emphasised*

understandings the teachers already have of their students as members of the same community.

The stand-alone session/module approach to psychosocial teacher training is common to many education in emergency programmes. Learning from this research, however, IRC now plans to integrate psychosocial concepts and skills into all pedagogical and subject matter teacher training.

### Student well-being

There is an emerging consensus on how educational interventions can promote well-being in various ways such as establishing a normalising structure, providing opportunities to process recent experiences in a safe environment and imparting life-saving information. The initial findings in this study have highlighted some additional factors.

In Ethiopia, 77% of students interviewed stated that their favourite aspect of school was learning and gaining knowledge. The process of learning itself and gaining knowledge for knowledge's sake was powerful and important to them. Gaining knowledge would enable students to accrue social and individual benefits that students felt were important, such as "eradicating illiteracy from our tribe" and, in one student's words, becoming "a wise man". Knowing that through going to school they were on a pathway to achieving these goals appears to be of real significance to the students.

The children appear to gain significant psychological benefit from knowing that in the future they will be able to help support their parents and their family. The possibility of becoming a teacher themselves is seen as a way of doing this. 78% of students indicated they wanted to become a teacher, for financial reasons – "to rear and support my family" – and because of the role played by teachers in the development of their community.

In Afghanistan, the study showed the importance of the status of being a school-girl or school-boy. Being

recognised by the community as students is very important to the children interviewed. For these children, physical appearance is a way community members recognise them as students and many children spontaneously talked in great detail about their school versus home clothes.

### Implications

IRC's Healing Classrooms initiative aims not only to improve programming and policy making in the short and medium term but also, in the longer term, to enhance our ways of thinking about students, teachers, schooling, well-being and protection. IRC's programmes in Ethiopia and Afghanistan have already started to implement more 'teacher-centred' development programmes, including collective identification of teacher development targets and self-evaluation tools and processes. Other implications for IRC and for other agencies and governments supporting education in humanitarian settings include:

- Teacher development programmes should better acknowledge the life experiences, motivations and aspirations of teachers. Basic assumptions upon which training curricula have been developed should be revised and new ways created to support teachers' long-term professional development.
- In areas with acute teacher shortages, teachers who have not completed established certification processes but who possess

'alternative qualifications' should be formally recognised. This is especially important for promoting access to education in early reconstruction contexts such as Afghanistan.

- Training for teachers in understanding children's psychosocial needs, often covered in separate teacher training sessions/modules, should be integrated into general teaching methodology trainings.
- The training focus should be on being a good teacher for all students and the term 'psychosocial' should be de-emphasised.
- The importance for students' well-being of enrolment in a school and of learning and gaining knowledge should be recognised when developing education interventions in these contexts.
- Further research is needed on the most effective and appropriate forms of teacher development for student well-being in emergency, chronic crisis and early reconstruction contexts.

**Rebecca Winthrop** (email: [rebeccaw@their.org](mailto:rebeccaw@their.org)) is Education Technical Advisor, Child and Youth Protection and Development Unit, International Rescue Committee [www.theirc.org](http://www.theirc.org)

**Jackie Kirk** is IRC's Healing Classrooms Initiative Research Associate and a Research Fellow at the UNESCO Centre, University of Ulster and Research Associate of the McGill Centre for Research and Teaching on Women. Email: [jackie.kirk@mail.mcgill.ca](mailto:jackie.kirk@mail.mcgill.ca)

See also the article by Jackie Kirk and Rebecca Winthrop on 'Home-based teachers and schooling for girls in Afghanistan' in id21 Insights, September 2004, at [www.id21.org/insights/insights-ed03/insights-issued03-art04.html](http://www.id21.org/insights/insights-ed03/insights-issued03-art04.html)

1. IRC has administered over 60 education programmes in 20 countries of conflict over the past five years.

# Getting education out of the box

by Lyndsay Bird

*Education in emergencies still suffers from an emergency response approach despite increasing recognition that education should be considered as a developmental – rather than a relief – activity.*

A decade ago, 'School in a box' was a one-size fits all approach with little appreciation of the contextual factors that education provision must address. Since then, what lessons have been learned and implemented from the now significant knowledge bank of experience, practice and literature?

During the Rwandan crisis of 1994-1996 agencies engaged in educational activities were keen to demonstrate rapid results. Agency insistence on immediate implementation regardless of the community context was typified by the 'School in a Box' concept developed by UNESCO in Somalia<sup>1</sup> to provide a basic kit of materials for the first three primary grades. While the kits provided a stop-gap solution in terms of basic materials, the teaching guides proved to be 'an insult' (in the words of one Rwandan teacher) to experienced educators in camps in Tanzania and the Democratic Republic of Congo. It soon became clear that the sturdy blue boxes containing the materials were more useful than their contents.

Although some agencies still prefer the ease and visibility of a 'kit' approach, more recent strategies used by emergency education providers take into account the educational and social context in which the refugees or IDPs originate. Curricula are typically based on original materials used prior to the crisis (with any necessary adaptations) and wherever possible school materials are purchased locally in order to assist the local economy.

However, despite the progress towards more context specific programming, there are a number of critical issues dating from the mid-1990s which are not being sufficiently addressed.

## Local populations still suffer:

Although only a small proportion of overall refugee budgets is spent on education, there is even less spent on supporting education for the nearby host populations. Despite more recent willingness by agencies to assist local populations alongside refugees, gross disparity still remains. This is largely due to divisions between humanitarian and development agencies and sometimes between relief and development staff within the same agency.

## Formal education is not a panacea:

My research in Congolese and Burundian refugee camps in Tanzania indicates that formal education is not recognised by refugees as being the most effective medium for peace building. Informal mechanisms – such as radio and other forms of oral transmission – were considered much more effective. As this has significant implications for peace building in schools and communities, peace educators need to reconsider the mechanisms by which peace building is promoted.

## Should we promote Western pedagogies?

Many agencies promote creative learning approaches and innovative mechanisms some of which have little relevance to the children

they are targeting. These are rarely evaluated for their feasibility, cost-effectiveness, and cultural context. Inclusion of additional subjects – typically HIV/AIDS, life skills and peace education – burdens teachers struggling with an already overloaded curriculum. How these subjects are taught needs to be reconsidered.

## Using new technology is possible:

Although UNESCO has promoted the use of electronic and satellite communication for distance learning, the use of the internet during and after conflict situations has not been fully explored. An innovative project conducted in Tanzania highlights the possibilities. Local residents of Kasulu town and Burundian refugees in nearby Mtabila camp access the internet via satellite link using solar-powered computers. Refugees value the chance to maintain links with family and friends in Burundi and receive reliable information about the situation in their country. Their only criticism was that there were too many users and not enough computers!

## Improve data collection and analysis:

My research in Rwanda and DRC revealed that while much data and statistical information were collected, once the programme was established little of the data was used for systematic analysis. Rapid assessments conducted at the outset of an emergency programme are often not fully inclusive, disaggregated and rarely use standard formats.

*Ghamdan Primary School, Baghdad, Iraq. The writing materials and other supplies are from a UNICEF-supplied school-in-a-box kit.*



For many donors and heads of agencies – many of whom have only management backgrounds – education is still not a priority in emergency settings. Some agencies believe that education cannot and should not be established at the onset of the emergency. Provision for survival needs alone remains their priority. The mantra of community partnership is largely ignored as agency priorities still predominate.

### *The mantra of community partnership is largely ignored*

My experience in the Great Lakes, together with a recent evaluation of post-conflict education in Afghanistan, Bosnia, Cambodia and Rwanda, suggest that:

- Education must be established as a donor and agency priority in emergency contexts. This implies formulation of binding agreements among donors and

agencies at the highest policy-making level.

- Regional policies should be established at government and agency level to ensure IDP and refugee children's access.
- The curriculum of any education programme delivered should be monitored to ensure that there is no malign influence in either content or pedagogy that would contribute to furthering violence.
- Community creativity should be encouraged: partnerships (and if necessary contracts) between communities and agencies should be developed to ensure genuine community participation.
- There is need to investigate the development of an 'Education Passport' to allow IDPs and refugees to cross boundaries with the confidence that their education will be recognised.<sup>2</sup>

Only the Norwegian government has made a commitment to education as

one of its four funding priorities for emergencies. Until all humanitarian donors and agencies give it a higher priority, education in emergency situations will continue to receive insufficient funds and remain a relief rather than a development activity.

*Lyndsay Bird is a PhD student at the Institute of Education, University of London, and a part-time education consultant. She is the author of *Surviving School: Education for Rwandan Refugees 1994-1996, UNESCO IIEP, 2003 online at [www.unesco.org/iiep/PDF/pubs/Rwanda\\_ss.pdf](http://www.unesco.org/iiep/PDF/pubs/Rwanda_ss.pdf) and Post-conflict education: a review of literature and CfBT experience, Centre for British Teachers, online at [www.cfbt.com/research/projects/postconflict.pdf](http://www.cfbt.com/research/projects/postconflict.pdf) (1.3MB) Email: [lyndsaybird@raha.com](mailto:lyndsaybird@raha.com), [lyndsaybird@hotmail.com](mailto:lyndsaybird@hotmail.com)**

1. An evaluation of their use in Somalia by Eric Eversmann is online at [http://web.mit.edu/cis/www/migration/pubs/mellon/3\\_somalia.html](http://web.mit.edu/cis/www/migration/pubs/mellon/3_somalia.html)

2. See p30

# Building citizenship and life skills

by Margaret Sinclair

*As displaced people are sheltered (some would say 'warehoused') in huge camps, is enough being done to help them acquire the life and survival skills to enable a future based on reconciliation, human rights and democratic governance?*

All too often education in emergencies and the early stages of reconstruction has been just talk and chalk. Donors have been happy if children simply sit down in front of a teacher and blackboard, chant lessons by heart or take down notes to prepare for exams. Recently, however, there has been growing awareness of the need for emergency education to convey 'life skills' for survival.

Education is essential to help conflict-affected children and youngsters to live a normal life and to prepare them for adulthood in what will hopefully be a more peaceful environment. Children exposed to violence and aggression from an early age need to be educated in

basic life skills and values so that they can develop a sense of respect towards each other and shed prejudices against other ethnic/religious groups.

Crises carry many health hazards, from displacement into unsanitary and crowded camps to unwanted or unprotected sex with persons infected with HIV/AIDS. There may be dangers from landmines or unexploded ordnance. The environment may be damaged as a result of refugees cutting down all trees within reach of a camp for shelter and fuel. Good practice emergency education programmes must ensure that schools and non-formal education programmes enrich their activities with these elements, which are often

omitted from traditional subject-focused curricula or treated in a formalistic way that does not impact on children's or adults' behaviour.

All emergency-affected children must be educated in conflict resolution, tolerance, human rights and citizenship as well as in health-preserving relationships. As in many aspects of emergency education, these topics are not specific to refugees, IDPs or non-migrants caught up in war: they are just more badly needed than elsewhere, due to the experience of crisis. The time has come for emergency educators to acknowledge their importance and approach them in a coherent and integrated manner.

This requires a change in our priorities. It requires agreement on common educational objectives and finding time for structured learning of active listening, two-way communication, cooperative problem solving, empathy, refusal skills, negotiation and mediation and their application

to life issues such as conflict and health. These objectives are very different from learning knowledge by heart, and entail higher-level cognitive objectives as well as social and emotional development. They require experiential approaches to learning, suited to each age group, in which students undertake simple stimulus activities and then discuss their implications for peace, citizenship or health-preserving behaviours and relationships. The role of the teacher is to be a facilitator for class discussions, not an authority figure delivering the 'right' answer. Game-like activities and problem solving, together with role-plays and practising new behaviours related to the goals concerned, are the most effective approach.

### Lessons from life skills-based HIV/AIDS programmes

Particular attention must be given to skills-based education for the protection of young people against HIV/AIDS – a huge threat in many contexts where conflict and displacement have disrupted protective social structures. Teaching about AIDS is not easy. As parents often object to explicit education about sexual matters it is necessary to enter into patient dialogue with community members to find a way of approaching the subject that takes note of local concerns. It is not enough to convey the biological facts, although these should be systematically repeated and erroneous beliefs dispelled.

In order to change behaviours it is necessary to build a repertoire of life skills, from non-violent communication and assertiveness in explaining one's position to negotiation and conflict management. These behaviours must be practised through repeated role-plays incorporating different ways of saying 'no' to unwanted or unprotected sex. Evaluation of HIV/AIDS initiatives has demonstrated that actual behaviours can be changed by providing opportunities to practice assertiveness, negotiation and refusal skills in a sheltered setting.



from HIV/AIDS Stand Up for Human Rights (OHCHR, UNAIDS and EHO) at <http://whqlibdoc.who.int/publications/2003/9241591145.pdf>

### HIV/AIDS education in eastern and southern Africa

A UNICEF study found that life skills and HIV/AIDS education had been included in the curricula for different subjects by several countries. However, teachers were mostly not comfortable with experiential teaching and reverted to giving notes.

Sensitive topics such as sex and condoms were avoided for religious reasons or concern over job security. Life skills were unexamined and un-timed, so many lessons were not taught. AIDS education was often presented as one-off lessons, taught as biomedical facts to be learned for a test by teachers who were uncomfortable discussing the topic. The UNAIDS guidelines for students to rehearse assertive statements with different reasons why they did not want to go to the disco and get drunk (leading to sex) or to have sex without condoms were simply not being implemented.

These methods are indeed used in non-formal HIV/AIDS education programmes but on a small scale, along with peer education by trained animators. For

example: 'We have seven very active groups of young animators – even in war-torn Ituri [D R Congo] – who link up with the volunteer youth FM radios who incessantly repeat the messages with music and in youth's own slang, try to meet every adolescent at least once (in small groups) and involve them in knowledge and behaviour change...' (Barry Sesnan, private communication)

Research has shown that skills-based HIV/AIDS education offered as a separate subject taught by separate teachers is more effective in changing the behaviour of adolescent students than incorporating it as a minor component of a 'carrier' subject or implementing a policy of infusion into all subjects.

The same principles apply to peace education and learning to resolve conflicts peacefully, to protect the rights of women and children, to mobilise fellow citizens to solve environmental problems or to learn to make committees effective and to help organise free and fair elections. Similar skills are conveyed in programmes to resist peer pressure to take drugs or engage in other anti-social or risky activities.

### Tasks ahead

One very important question is

whether to attempt the integration of these messages into regular curricula or whether to support special programmes. Integration is difficult when teachers are inexperienced and under-educated, especially where education is focused on examinations and the examinations focus on theory rather than on contemporary problems. It is clear that the enrichment of the curriculum with health and peace-oriented messages and life skills practice requires additional resources in the form of additional teaching time, as well as start-up training costs.

*to change behaviours it is necessary to build a repertoire of life skills*

Much needs to be done if peace/HIV-AIDS/human rights/citizenship skills and values development is to be enhanced, either as a separate subject or an earmarked addition to an existing 'carrier' subject. Agencies and organisations concerned with emergency education need to come together to discuss the use of appropriate frameworks and curricula for the different grades of schooling as well as for non-formal education and workshops. While it may not be possible to reach agreement on content or methodology, it will be useful to share materials, experiences and good practice in life skills education.

Citizenship education is an essential requirement in post-conflict states where both children and adults need to understand the peace agreement or constitutional arrangements and

national laws. Education for peace, respect for human rights, active citizenship and health-preserving behaviours is possible but difficult. Educators have to put real will and resources into programme implementation in order to have a tangible and lasting impact on attitudes, values and behaviours.

Life skills education for displaced populations requires:

- identification of human resources for start up, participatory research, feasibility studies and stakeholder consensus building
  - strong policy commitment and vision statement
  - creation of a core team of committed educators with proven skills in experiential education and in-service teacher training
- creation or adaptation of a coherent and progressive age-appropriate unified curriculum framework for building skills, concepts, attitudes and values related to the goals of learning to live together, including preventive health
- provision of a weekly period of experiential lessons specifically focused on these goals
- insertion of supporting course units/lessons into existing subjects
- textbook review to exclude harmful material and introduce positive modelling of learning to live together
- gradual expansion of networks of participating schools and other

education institutions and programmes (pre-school, vocational, non-formal, higher education) in order to achieve universal coverage without diminution of quality

- convening of conflict resolution/life skills/citizenship workshops for practising and trainee teachers
- 'whole school' and 'whole community' approaches, including non-formal workshops for youth and adults, and multiple channels of communication
- research, monitoring, evaluation and sharing of knowledge and lessons learned between agencies.

*Margaret Sinclair has worked in emergency education since the 1980s. She headed UNHCR's Education Unit from 1993 to 1998 and initiated UNHCR's pilot programme of education for peace and life skills. She has since worked as a consultant with NGOs and UNESCO on education in emergencies. Email: [ma.sinclair@gmail.com](mailto:ma.sinclair@gmail.com)*

She is the author of *Planning education in and after emergencies*, published by UNESCO's International Institute for Educational Planning, the full text of which is online at: [www.unesco.org/iiep/PDF/Fund73.pdf](http://www.unesco.org/iiep/PDF/Fund73.pdf), and *Learning to live together: building skills, values and attitudes for the twenty-first century*, published by UNESCO's International Bureau of Education ([www.ibe.unesco.org](http://www.ibe.unesco.org)).



The Forced Migration Online team at the RSC has produced a resource page on **Education in Emergencies and Reconstruction** to complement this feature section. See: [www.forcedmigration.org/browse/thematic/education.htm](http://www.forcedmigration.org/browse/thematic/education.htm)

*Mines awareness in Angola*

# Accelerated learning in Afghanistan

by Christine Capacci Carneal and Anne Ullman McLaughlin

*Most accelerated learning (AL) programmes are 'catch up' initiatives to assist out-of-school youth into formal education. But what happens when adults join and complete AL classes?*

Catholic Relief Services (CRS) started an AL programme in Afghanistan's north-eastern Kapisa and Parwan provinces in 2002. It aims to offer basic educational opportunities to rural youth and women who have missed out on schooling due to war, poverty or cultural constraints. The programme enables participants to compress one grade into six months or less. Younger students are helped to return to standard schools while older students learn the three Rs in the hope they will pass on knowledge to others as informal teachers. Once they have caught up, younger participants enter Afghanistan's formal education system. Because conflict has disrupted education for so long, it is common to find women in their thirties or older in AL classes alongside ten year-olds

Most classes are held in spaces donated by the community, rooms in private houses or in mosques. Conservative opposition to allowing girls classes has given way to general recognition of the value of AL for girls. The father of one participant told our staff: "I never believed that my daughter would be able to accomplish anything. Now she is reading and writing. You are most welcome in our village!"

Community Learning Systems (CLS) was launched as a complementary scheme to address the needs of the older women who on completion of the AL programme are unable to go on to enrol in schools. CLS was designed to improve community-based structures for supporting the AL project by addressing needs identified by the older women through their newly established women's groups. It responds to their desires to maintain and enhance their newly

developed literacy and numeracy skills and support their children's education.

*Sayida, a 35-year-old mother of six, says, "I was 15 when I got married and had never been to school because my family didn't have enough money to send me. As far as I am concerned, it's never too late to learn. My eldest daughter goes to school. She is in the 5th grade. I am also in the 5th grade. It is nice we can help each other."*

Women's groups supported by the CLS project bring together those who have completed the AL programme and other community members interested in education. With facilitation from CRS and its implementing partner, women from different villages are able to get together to identify personal goals and develop plans for community development initiatives.

During initial training sessions in leadership skills members of the women's groups identified electricity, pre-schooling, maternal-child health care, clean water, employment and vocational training as priorities. Their decision to start by establishing pre-schools was in order to give women with children wider opportunities to participate in the AL project as well as preparing young children for future educational opportunities. The process of establishing the pre-schools and choosing staff was participatory. The women discussed the best kind of pre-schooling considering their context and funding availability. Whereas government-supported pre-schools are called Kodakistan ('child states') the women decided their smaller, community-based pre-schools should have the more modest name of Otak-e-Kodak ('child rooms').

Women identified to run the pre-schools received training and materials with support from Save the Children USA and UNICEF. Each of the 18 pre-schools - open six days a week for three hours - has two teachers, one of whom must be literate. The second teacher is often a grandmother who has never attended school. Grandmothers have been enthusiastic trainees and are now

Kapisa Province,  
Afghanistan



imparting their traditional knowledge and folklore to the students.

Our experience has demonstrated that accelerated learning can be a strategy which connects education in emergency responses to holistic longer-term development efforts. For women to go from learning numeracy, literacy and life skills in an AL class to becoming community leaders in Afghanistan is a challenge because this process also requires significant behavioural changes and shifts in cultural norms. CRS has found that supporting community learning is a promising starting point to build local networks linked to provincial and national education opportunities. The AL project needed the CLS project to assist the older women to define and determine their next steps for improving their and their families' lives in the community. The CLS project and pre-school activities have given the women a means for continuing to build upon their literacy and numeracy skills and to better support their children as they go through the education system. Finally, they have regained confidence in their abilities and understand how they are strong and able community members.

Reasons for the success of the project have included:

- flexible programming able to reflect the emerging needs of communities and beneficiaries during the course of implementation
- willingness to understand, prepare for and meet local needs
- high level of commitment from project staff and partners
- coordination and network building: CRS has worked in partnership with a wide range of stakeholders to share experience and lessons learned<sup>1</sup>

### Next steps

CRS/Afghanistan staff need to brainstorm among themselves and liaise with national and district representatives, as well as donors, to advocate for interventions to build upon and complement the women's groups' work. Newly literate women are in a good position to be trained as community health agents. Small village-based libraries are being es-



tablished to enable the newly literate to keep up their reading and learn new things. It may be premature to begin to work with the community on gender issues and the rights of women but the AL classes will have less impact if these issues are not regularly discussed with all community members, including men. CRS/Afghanistan respects cultural norms and this is appreciated and contributes to the success of the project. However, as behaviour change is in part a result of the AL project, it is important to consider, prepare for and discuss with CRS and partner agency staff the strategies for broaching sensitive subjects. CRS/Afghanistan is well placed to do this, since CRS and partners have a continuing dialogue with the men, especially through the AL classes for men and boys that they support. In a given village, though support is primarily for women and girls, men and boys have also benefited from the outset.

The women's groups can help ease girls' transition from the AL classes to the formal schools. Many girl students, and their families, are concerned about the dangers of reaching distant government schools – although ones under construction will be nearer. The women's groups can help to support a system to facilitate getting girls to and from schools in

safety and without perceived threats to their modesty and honour. They can also continue to talk to the communities about why it is important for girls to continue in education.

It is clear that participants involved in the projects are both learning and gaining confidence in their skills. It is imperative to keep the momentum going and to continue to create pathways for village groups to realise the goal of collective and self development.

**Christine Capacci Carneal was a CRS Education Technical Advisor and now works with USAID's Asia and Near East Bureau. Email: [ccapacci-carneal@usaid.gov](mailto:ccapacci-carneal@usaid.gov). Anne Ullman McLaughlin was the CRS education advisor for Afghanistan and is currently working for CRS overseeing education programmes in South East Asia. Email: [annecrs@laopdr.com](mailto:annecrs@laopdr.com)**

For further information about CRS' support to education in Afghanistan, see: [www.catholicrelief.org/our\\_work/where\\_we\\_work/overseas/asia/afghanistan/education.cfm](http://www.catholicrelief.org/our_work/where_we_work/overseas/asia/afghanistan/education.cfm)

1. In addition to national and district education authorities these have included the International Office of Migration (IOM)/USAID, Caritas Italiana, Caritas Norway, the Asian Development Bank, Save the Children/USA, UNICEF, the University of Massachusetts at Amherst's Center for International Education, and women's groups in the United States.

Kapisa Province, Afghanistan

# Peace education: why and how?

by Pamela Baxter and Vick Ikobwa

*Pamela Baxter discusses why peace education programmes are so important and Vick Ikobwa presents the methodology and lessons learned from the UNHCR/ INEE Peace Education Programme in East Africa and the Horn.*

## Why?

Why conduct peace education programmes when there is so much else that needs to be accomplished? The reason is because a good peace education programme can enable people to think constructively about issues, both physical and social, that need solutions and to develop constructive attitudes of living in community.

The term 'peace education' can cover many areas, from advocacy to law reform, from basic education to social justice. It is generally agreed that there is a difference between peace education and peace building. Peace education is an attempt to change people's behaviours; peace building incorporates social and economic justice (and legal reform where necessary). Both try to make a reality of human rights.

Many initiatives that are widely available concentrate on advocacy – either to leaders or to the general community. These programmes are usually described as 'rights-based' as they invoke the Universal Declaration of Human Rights as a rationale for changes that need to be made. Although these programmes often explain the constructive elements needed for peace, they do not usually create a learning environment in which to explore these elements.

There are some outstanding theatre, art and music groups that provide thoughtful, inter-active programmes but essentially these are still advocacy programmes. They create an awareness of the concepts usually included in peace education but do not teach communities **how** to achieve constructive behaviour.

Many of those programmes that do offer a curriculum or curriculum

support (either for formal or non-formal education) rely on the teacher being able to internalise the skills and attitudes required without a support structure to do this. The teacher is then required to transfer these new skills and attitudes to the learners. This teacher internalisation is a vital process. Unlike teaching a traditional subject (where it is enough to know the content), peace education programmes, if they are to be successful, require the teacher to truly internalise all the skills, knowledge, values and attitudes associated with peace education.

However, in a situation of emergency or reconstruction, teacher internalisation is not enough. In such situations it would be surprising if the majority of teachers were fully trained and able to implement an open and flexible learning programme. In addition, the learners in these circumstances have special needs. The most effective response to this situation is specific programming and training.

A programme that responds to the parameters of under-trained teachers, rigid syllabus and the special needs of learners requires a formal curriculum structure where concepts are gradually built on one another and where the human rights-based learning is the key principle. This is where the principles of human rights are translated into the methodology of how a programme is taught. This is often referred to 'activity-based learning' or 'discovery learning'. Evaluation must consider not just what has been learnt but also the materials and the methodology of rights-based learning.

This type of peace education intervention will teach the skills and values associated with peace educa-

tion. It allows the learners to practise these skills and helps them discover the benefits for themselves so that they psychologically 'own' the skills and behaviours. To ensure that it is a viable programme it is essential that it is not a 'one-off' initiative but rather one that is both structured and sustained. None of us learns these behaviours instantly and if programmes to change or develop behaviours are to succeed they must be both activity-based and sustained.

## How?

The Peace Education Programme (PEP) jointly implemented by the Inter-Agency Network for Education in Emergencies (INEE – see pp8-10) is a rights-based approach for both formal and non-formal (community) learning, designed to promote skills that build positive and constructive behaviours for peace and conflict prevention and minimisation. In East Africa and the Horn PEP operates at both the school and the community level.

The curriculum structure within the **formal school programme**, focusing on the first eight years of schooling, is designed to respond to the psychological and ethical development of the child. It is activity-centred and participatory, based on games and activities and the resulting discussions. Most of the activities are based on a "what happens when/ if..." exploratory learning approach. These activities enable children to 'do peace' through tangible indoor and outdoor classroom experiences. Peace Education is allocated one lesson per class per week. In Kakuma and Dadaab refugee camps (in Kenya), higher-grade lessons are also used in school years 8-10. In some refugee settlements in Uganda, PEP is also implemented in after-school activities. The materials provide detailed lessons and structures so that the teacher can concentrate on understanding the point and structure of the lesson and ensuring that the methodology reflects the activity format of rights-based learning.

The **community programme** is implemented through community workshops for adults and out-of-school youth in refugee and returnee areas. Peace education workshops are structured and have 12 sessions of three hours each. It is important that the community programme be approached in the same structured way as the formal education programme as the skills and concepts complement and build on each other.

### *Peace is everyone's responsibility*

As with the school programme, the methodology is rights-based and it is essential that the facilitators understand the principles of rights-based learning and that they incorporate them into their own methodology. Because the programme draws on the life skills of the participating adults, it is primarily discussion-oriented and the workshops serve as an important vehicle for getting the discussions on peace and allied behaviour into public discourse. The workshops are open to all members of the community; each workshop group is made up of 25 participants. PEP assumes that if each participant recruits ten people s/he knows then at least 20% of the community population in areas of implementation will become involved.

The programme is being implemented in more than 13 countries (but not all with UNHCR funding). In Dadaab and Kakuma, nearly 35,000 boys and 14,000 girls in primary schools receive weekly lessons. More than 2,700 secondary students also receive weekly lessons (although only 340 are girls). In Uganda, 63 schools implement the programme with over 11,000 boys and over 5,000 girls receiving regular weekly lessons. In DRC more than 9,000 children receive lessons. Teachers have been trained in Kenya, Uganda, DRC, Ethiopia, Eritrea, Somalia and, recently, South Sudan. In the non-formal (community) programme up to June 2004, Kenya has more than 2,600 graduates with gender equity for the first time. In the other East Africa and Horn countries more than 13,000 community members have graduated from the programme with teacher and facilitator training being implemented throughout the year.

A number of lessons have been learned:

- The success of a process-oriented programme such as peace education requires the skills, attitudes and values that the children learn in school to be reinforced by adults within their own community. Links between the school and community programmes need to be reinforced through joint meetings and training sessions.
- Peace is everyone's responsibility within any given community. Instead of focusing training on a select group of individuals (those considered opinion leaders), it is preferable to target all school children and to involve self-selected participants in the community programme (thus enabling a 'bottom up' approach).
- Training of teachers and facilitators is key. The programme cannot be effective if materials are simply handed over to teachers without appropriate training.
- The capacity of experienced refugees to take up training roles within the programme must be developed to ensure that local knowledge and experience are tapped and community ownership of the programme promoted. Many graduates of the programme have developed 'peace committees' to minimise and resolve conflicts within and between communities (now incorporated into the general camp security programmes) and have set up youth groups to promote constructive peace through sporting and cultural events. PEP provides graduate 'refresher courses' on an *ad hoc* basis; resources do not allow, however, for more structured follow-up.
- Inter-agency partnerships can facilitate broader programme outreach - particularly to reach refugee communities and communities from their country of origin where restrictions due to mandate would have presented a problem. This is true of the UNHCR/Catholic Relief Services partnership which has made it possible to deliver peace education in Kenyan refugee camps as well as in selected areas of South Sudan (where CRS operates).

External evaluations of the programme in Kenya have contributed constructive comments about the management and implementation of the programme. The management problems have not really been resolved; the programme is increasingly under-funded despite, paradoxically, being extremely successful within the communities. The content and training suggestions made in the evaluation are being incorporated in the revised materials and in increased training activities in the field.

In 2004, UNHCR and UNESCO developed a working partnership to help respond to the content suggestions and to expand the programme to ensure its suitability in post-conflict and developing country situations. This partnership should - funding permitting - ensure that the programme (not just the materials) can be replicated in the least developed countries. Already there have been requests for it to be adapted for situations in the Middle East, Afghanistan, the Pacific Islands (Indonesia, Solomon Islands and Fiji) and South-East Asia. Unfortunately, this can only be done with the commitment of donors to a programme which, by its very nature, is labour-intensive and relatively slow to grow and implement.

If only a fraction of the money spent worldwide on conflict could be spent on peace programmes like the INEE/UNHCR Peace Education Programme we could achieve a future of peace and hope in refugee communities and post-conflict countries around the world.

**Pamela Baxter is the Peace Education Co-ordinator in UNHCR and the Senior Technical Adviser in Peace and Human Rights in UNESCO. Email: [Baxter@unhcr.ch](mailto:Baxter@unhcr.ch) and/or [p.Baxter@unesco.org](mailto:p.Baxter@unesco.org).**

**Vick Ikobwa is the Regional Peace Education Advisor, UNHCR, Regional Support Hub, Nairobi. Email: [ikobwa@unhcr.ch](mailto:ikobwa@unhcr.ch)**

See Marc Sommers 'Peace education and refugee youth', online at [www.hri.ca/children/refugees/unhcr\\_peaced.pdf](http://www.hri.ca/children/refugees/unhcr_peaced.pdf) and INEE's *Good Practice Guide* on peace education at [www.ineesite.org/edcon/peace.asp](http://www.ineesite.org/edcon/peace.asp)

# Passport to a brighter future?

by Rachel Newton

*Certification of formal and non-formal educational achievement, in the form of an internationally-recognised education passport, could provide continuity for children whose schooling has been disrupted by conflict.*

At the age of two Mardi fled with his family from their ancestral village as Saddam Hussein depopulated rural Kurdistan. Before he could start education his family was again forced to move, this time to one of the collective towns into which Saddam herded displaced Kurds. Mardi started school but in 1991 fled with his family to Iran where they lived in a refugee camp. Returning to Iraq, they stayed in makeshift accommodation close to the border before being offered shelter in an IDP camp. Mardi re-enrolled in school but soon dropped out. He lived in the IDP camp for eleven years. He cannot read or write and works as a daily labourer.

Mardi's story is not unusual. During my five and half years working in northern Iraq I met many children and young adults who had not completed their primary education due to internal displacement. Research among displaced households found that some had moved fourteen times in as many years. Moves rarely coincided with school years and many children had great trouble getting registered for enrolment. Like young people in many other situations of conflict, Kurds found themselves having to repeat school years, becoming discouraged and eventually dropping out. Consequently they enter adulthood handicapped by illiteracy and without certification to show either their achievements or their potential.

An Educational Passport – a book owned by children and young people – could facilitate learning and help towards solving the problem of accreditation. Whether in school or not, whether in a camp or self-settled, displaced children are exposed to a whole range of learning opportu-

nities. Hygiene, health and safety (including land mine awareness), distribution of food and non-food items and the physical layout and infrastructure of a camp all offer learning opportunities. These activities could have a greater child-learning focus. Aid agencies could involve children in their activities and attest to their participation and knowledge gains by means of the passport.

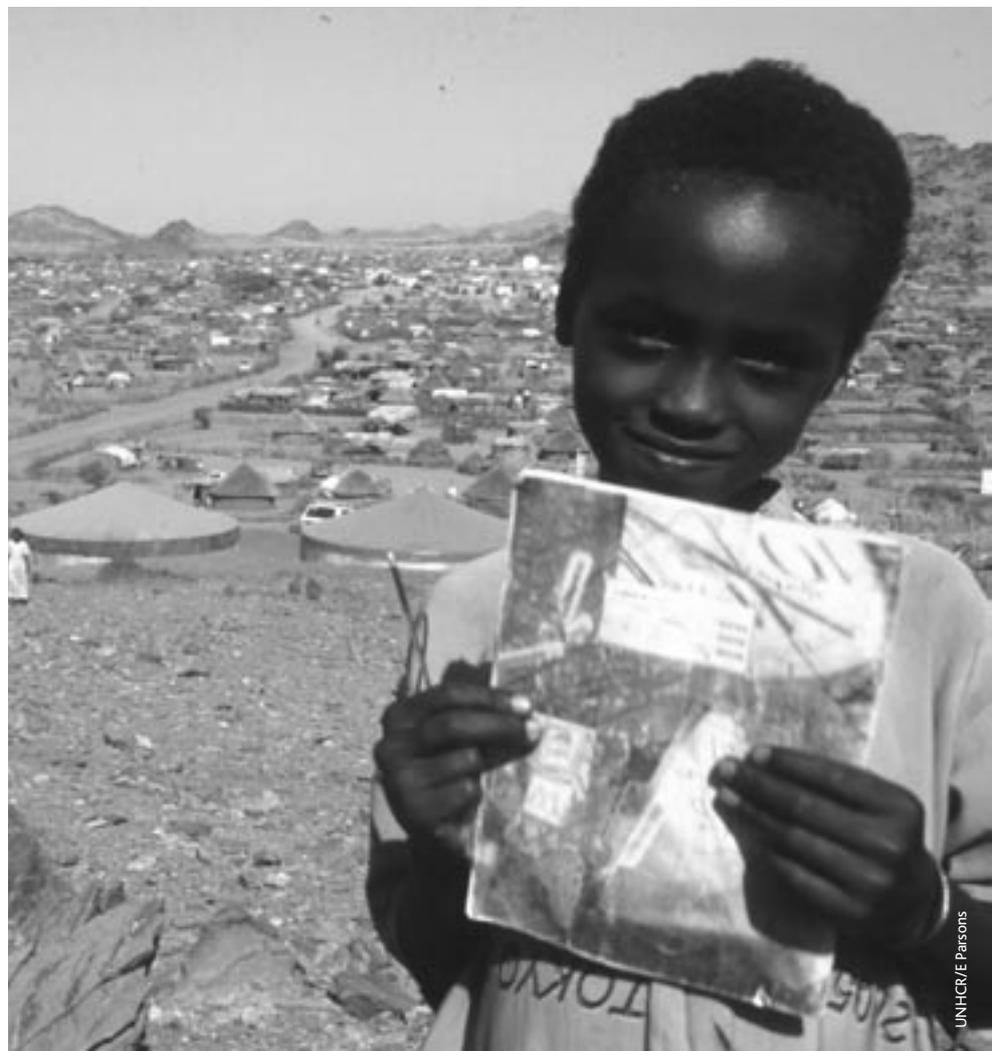
## A passport could:

- encourage children to value education and to recognise that even when denied formal schooling their context-related learning has a proven value

- encourage adult family members to take an active role in their child's learning
- facilitate eventual re-entry into school by giving teachers a validated insight into the child's experiences, thus enabling a more accurate assessment of his/her abilities and needs
- place a value on knowledge that will help the child to maintain language and cultural identity
- record vocational skills acquired by young people as they support family livelihoods.

*Rachel Newton works for STEP (Seeking to Equip People), a German-based NGO (email [stepinik@yahoo.com](mailto:stepinik@yahoo.com)), and has just completed a Masters in Education in Development at the University of East Anglia, UK.  
Email: [Rachnewton@aol.com](mailto:Rachnewton@aol.com)*

*Returnee girl with school book, Gash Barke region of Western Eritrea*



# Time to end neglect of post-primary education

by Tim Brown

*When deprived of post-primary education during prolonged conflicts, displaced communities are robbed of potential leaders and of hope for a better future.*

When funding for education for displaced people is reduced, it is post-primary education (PPE) which suffers first. Some of the consequences are:

- In Kenya's Dadaab camps budgetary restrictions have capped the number of students admitted to secondary school. The population of out-of-school primary graduates is expected to rise from 2,000 to 10,000 within five years. The increasing tension due to the growing mass of frustrated idle youth may explode into violence.
- In Pakistan suspension of international support for Afghan refugee secondary schools in 1995 forced many to close. Opportunities were lost to provide the skilled human resources desperately needed in Afghanistan today.
- In Uganda in the late 1990s competition increased for a dwindling number of scholarships for secondary education. In order to boost their grades - and scholarship prospects - some Sudanese refugee boys continually repeated their final year at primary school. Teachers observed that girls were harassed, some dropping out of school, due to the presence of these over-aged boys.

Refugee youth are at the age when their immediate protection and psychosocial needs are great and they require crucial life skills to survive. If given education opportunities they are less likely to fall prey to military recruitment or sexual abuse. Moreover, they need to grow into adulthood preparing for their future role in rebuilding a peaceful society. Young females, in particular, need secondary education in order to become teachers and future role models to encourage more girls into school.

Refugees value PPE, sometimes selling their food rations to raise funds to enable children to attend secondary schools. However, donors - swept along in the global drive towards Universal Primary Education - often fail to see the consequences of lack of support. Budget lines available for funding PPE programmes are hard to identify. Donors seem unsure whether PPE for refugees falls under short-term relief or long-term development. For country of asylum or country of origin? For individual rights or the needs of the community?

Funding dilemmas are exacerbated by the fact that PPE - whether in the form of tertiary education, formal secondary school or vocational training - is expensive. Donors have to decide whether to spread the funds thinly without jeopardising quality or to focus on selected refugees who can climb the education ladder and eventually help their communities as professionals and leaders.

Low-cost approaches are ways to deal with limited funding. They could include self-help secondary schools, capacity building of local institutions, cost-sharing scholarships and non-formal education such as training in HIV/AIDS awareness. Community-based schools promote refugee empowerment but they also require outside support and accreditation. Local secondary schools use existing infrastructure and locally available resources but the refugees may need supplementary classes to make their education more relevant. Partial scholarships can spread funds more widely and encourage refugee initiative - but it is important to ensure that students can cope.

Agencies working in PPE need to tackle the difficulties of identifying and selecting beneficiaries. It is necessary to

- distinguish refugees in genuine need from those who make bogus claims
- strive for gender parity and take affirmative action to help girls without causing backlash or putting undue pressure on girl pupils to achieve
- give priority to refugees with special needs
- reward refugee students who show achievement and commitment
- ensure that both urban and camp-based refugees can benefit
- let nationals, wherever possible, benefit from refugee education support: this could involve building the capacity of local education authorities and contributing to the additional costs they incur when they offer education to displaced people.

More research would help us reach a better understanding of the importance of PPE for displaced young people and improve the methods of delivery. Donors need to be better educated about the value of this vital stage of education.

*Tim Brown was one of the pioneers in the creation of the Foundation for the Refugee Education Trust (RET), an independent foundation established by UNHCR in 2000 (see p37) to address the need for PPE for refugees.*

*Tim represented the RET in the INEE Working Group on Minimum Standards for Education in Emergencies during its formative phase of reaching consensus on the standards, and is currently a member of the INEE Task Team on Adolescents and Youth. Email: brownunhcr@yahoo.com*

# Gender imbalance in secondary schools

by Catherine Howgego Mugisha

*Significantly fewer girls than boys attend schools in refugee camps. As the level of education increases, there is a corresponding decrease in the numbers of female participants. This has resulted in a severe gender imbalance in refugee secondary schools.*

*"How will I pay the school fees if I don't work?"*

Located on the banks of the River Nile in the northwest corner of Uganda, Rhino Camp hosts approximately 26,000 refugees, the majority of whom are from southern Sudan. Rhino Camp consists of widely-scattered residential areas over an area of 225 sq km, interspersed with agricultural land cultivated by the refugees. There is one secondary school in the settlement.

In Rhino Camp, sensitisation campaigns and practical strategies such as the construction of separate toilets and washing facilities, the provision of sanitary materials and soap and the introduction of school feeding by the World Food Programme in the settlement have contributed to an increase in female participation in secondary education. The gender imbalance, however, remains high. In Rhino Camp's secondary school only 15% of students are females, the majority in early years of secondary education. Refugees cite a variety of unresolved issues, challenges and concerns that hinder their, or their child's, attendance at secondary school.

*"We live too far from the school for my daughter to walk every day."*

Only a small percentage of students live within reasonable walking distance of the camp's only secondary school. Travelling to school on foot is simply too time- and energy-consuming for many girls. One solution would be to provide school accommodation for the female students or, alternatively, land where the students could build themselves temporary houses. This would involve providing the young women

with construction skills or mobilising the community to build dormitories for the female students.

Reports that wealthy men come to the school premises to proposition the female students for sexual services have caused some parents to refuse to allow their daughters to attend. Ensuring adequate female supervision, however, is difficult: there are few qualified refugee women who want to remain in the settlement to work. Training and incentives are needed to encourage them to stay. Female staff are also essential for offering support and counselling, as positive role models for both boys and girls, and to help change community attitudes towards girls' education.

*"Who is going to do the housework if my daughter goes to school?"*

The average female student in Rhino Camp does three times more work at home (housework and caring for family members) than her male siblings. These activities often cause female students to be late for school or too tired to study or to miss school altogether. Although sensitisation campaigns can usually raise awareness of these issues, practicalities – such as lack of childcare facilities – mean that the situation tends to remain unchanged. Encouraging the refugee community to re-establish support networks to help one another with tasks such as caring for children, the sick and the elderly may enable more young people to attend school. This is particularly important for the young single mothers; extensive evidence points to a positive correlation between an educated mother and a healthy family.

The need to earn money to pay school fees was cited as one of the main reasons affecting both male and female refugee participation in secondary education. It was unsurprising, therefore, to find that 94% of students interviewed were also involved in income-generating activities (32% of girls and 18% of boys on a daily basis). All felt that these activities interfered with their school attendance and ability to study. Approximately 40% of the female students interviewed were involved in alcohol production, an activity requiring them to stay up late at night. It is important that these young women in particular are taught other income-generating skills that do not interfere with their education.

Despite being the main breadwinners, very few of the female students in Rhino Camp had control over the money they made. The majority immediately hand over their profits to male elders; rarely was money then available to pay for the girls' school fees. In several refugee schools in northern Uganda, the Jesuit Refugee Service has introduced a cost-sharing scheme for female students; criteria for selection include financial need (ie without a parent or guardian capable of generating income) and regular attendance in class. In Rhino Camp female students under this scheme are expected to contribute approximately \$3 (25% of the school fees) per term. Initial results show this affirmative action to be successful.<sup>1</sup>

Several students in Rhino Camp had dropped out of secondary education to participate in short-term vocational courses, run in other parts of the settlement. Although vocational training is important, refugee youth should not be forced to choose between one or the other. While carpenters, masons and tailors are important professions, so are doctors, engineers and teachers – which

typically require secondary education. Introducing certain income-generating activities into the school curriculum would not only teach students additional skills for survival and income generation but could also help generate money for school materials and students' school fees. Care should be taken, however, that such activities do not reinforce restrictive traditional gender roles.

*"My sister isn't allowed to go to school. My parents are worried that if she mixes with other tribes they won't get a good brideprice for her."*

Cultural practices such as forced marriage and payment of 'brideprice' were frequently cited as reasons why many refugee girls were not attending secondary school. In several cases, extreme poverty was driving refugees to force their daughters into early marriage in order to obtain their bridewealth. Several of the parents of male students were also more concerned with saving for their son's dowry than paying school fees. There is no easy solution to this issue. Sensitisation and awareness campaigns have helped and camp officials report that these practices are gradually dying out. Meanwhile, cultural and traditional practices need to be discussed with the refugee community when designing campaigns to overcome gender-based discrimination and reduce the gender imbalance in education.

*"They [male students] abuse me and try to kiss me. I can't concentrate and I feel depressed when they do this".*

90% of female students interviewed reported that they had been harassed by their male counterparts to the point that it was affecting their studies. This abuse - which includes teasing and sexual harassment - stems from a general negative cultural attitude towards female education and stiff competition for a diminishing number of academic scholarships. Although it was not



reported that any female students had dropped out of school because of harassment, their self-esteem and academic grades certainly suffer. More positive female role models, as well as inclusion of male students in sensitisation workshops, may help overcome these negative attitudes.

### Recommendations

Attitudes cannot be changed overnight. Sensitisation and awareness-raising strategies will only really have an impact in the long term and must therefore be combined with appropriate practical strategies to reduce the gender imbalance in the short term.

- Sensitisation campaigns should be based on extensive gender-focused research (preferably by a gender specialist) to understand the gender imbalance in education, taking into consideration the different cultures and traditions that exist in the refugee camp.
- Issues arising should be discussed in separate male/female groups (including youth) in a participatory and gender-sensitive manner in order to generate possible solutions.
- Teachers and school authorities should be included in awareness campaigns and be available to provide guidance for young refugees facing difficulties in accessing education.

- Affirmative action for girls unable to pay school fees should be introduced.
- Female teaching staff must be employed; incentives may be required.
- Support for young refugees with children or other family responsibilities should be established within the refugee community.
- School accommodation is vital at secondary level, especially in larger refugee settlements. Consideration of the separate needs of male and female students is essential and adequate supervision must be ensured.

Secondary education for displaced people should not be considered a luxury for it is essential for return, reconstruction and development. Without understanding the situation from a gender perspective and incorporating gender awareness into the planning, establishment and running of schools, gender imbalances will continue to persist.

**Catherine Howgego Mugisha is a postgraduate research student at the Department of Women and Gender Studies, Makerere University, Uganda. Email: cathowgego@hotmail.com**

1. For further information on JRS's work in education in Africa, see: [www.jrsafricaeducation.org](http://www.jrsafricaeducation.org)

*Kenembwa secondary school, Kibondo district, Tanzania*

# Parental involvement

by Ezra S Simon

*Parent-Teacher Associations and other community groups can play a significant role in helping to establish and run refugee schools; their involvement can also help refugee adults adjust to their changed circumstances.*

In 1998 Sierra Leonean and Liberian refugees were transferred from volatile border areas to large, pre-planned camps further into Guinea. The refugees travelled in large trucks, each being allowed to take a few personal belongings with them - blanket, bucket, pots and clothing. As I watched them, however, I saw other items in there with them: huge chalkboards and laminated lesson plans. They would erect temporary schools immediately upon arrival in the new camps, sometimes even before they had a chance to build their own shelter. A symbol of hope and determination, the school needed to be present for the community to take hold anew.

Education is seen as offering hope for a better future - and a chance to defeat a sense of despair. Furthermore, many refugees believe that familiar ties and routines are essential in post-conflict situations. This struggle to provide education for their children against the odds can give refugees a cause to fight for and a sense of purpose.

In setting up a school, broad community involvement is to be encouraged: teachers, community leaders and elders, women's association members, student leaders, health workers, spiritual leaders and active parents. As participants contribute their ideas, they become part of an *ad hoc* gathering which eventually becomes a recognised entity with decision-making authority and, frequently, a sense of community zeal: a Parent-Teacher Association (PTA).

In organising when and how the school will be built, a PTA takes on a particularly crucial role in the context of widespread social erosion - that of contributing towards the formation of a community. There is seldom little else in terms of semi-permanent structures in most camps; the school will eventually be-

come a community centre - used for adult literacy classes, census control and meetings and as an emergency screening area and shelter for new arrivals.

Parents can become involved in a range of tasks in order to make sure that their children receive a better education, from registering students and constructing new buildings and sanitation facilities to gaining local government support for their activities and synchronising the refugees' curriculum and daily activities with that of local citizens. The involvement of parents helps motivate their children to study and stay in school. Equally important, however, is that in most cases this involvement also reduces the adults' feelings of remoteness and powerlessness that can result from living in a camp environment.

Serving as a catalyst for broader leadership, PTAs can bring together a range of individuals who would not otherwise have been interacting in such a forum, all contributing ideas about issues such as girls' education, teaching methods and even what subjects should be selected as the basis for future nation-building. When current events directly concerned the displaced population, some refugee parents in Guinea requested that the children - the peacemakers of the future - be taught about these issues in school. This is already done in some schools

through news clubs that focus on a newspaper article or television programme to explore each week. Other parents demanded that more be done to explain the terrible events that took place during the war. One Liberian father asked that students learn why their peers got involved in burning houses and killing their neighbours; not only did parents feel that school children needed to have a more in-depth understanding of why conflict took place in the way it did but they also wanted their children to learn something relevant and then to pass it on to them as secondary learners.

In the case of Eritrea, it was found that in a developmental relief setting the PTA may gradually become involved in wider community mobilisation, identification of needs and project implementation, including securing of grants. This in turn may involve programme support, costing, inventory control, record-keeping and related skills. Projects may be important in terms of the impact they make but more significant still is the learning process that those involved go through. Through the use of cluster meetings between schools, experiences may be shared for mutual benefit and overall levels of confidence enhanced.

*Ezra S Simon is currently Program Coordinator for Children and Armed Conflict at the Social Science Research Council ([www.ssrc.org/programs/children](http://www.ssrc.org/programs/children)). Previously, he worked on children's programmes in Eritrea and Ethiopia, and with refugees from Sierra Leone and Liberia in Guinea. Email: [simon@ssrc.org](mailto:simon@ssrc.org).*

*Sierra Leonean PTA member digging well for school in refugee camp, Gueckedou area, Guinea*



Ezra S Simon

# Why school feeding works

by Ute Meir

*Nutrition and learning go hand in hand. School feeding has positive effects on all aspects of schooling – enrolment, attendance and performance.*

School meals encourage displaced children to attend class and help them concentrate on their studies. In 2003 the UN World Food Programme (WFP) fed more than 15 million children in schools in 69 countries, many of them recovering from conflict. From Afghanistan to Angola school-feeding schemes are assisting reintegration. Surveys show that when food is available at school, enrolments can double within a year and children's attention span and academic performance increase.

Children who have lived through wars have unique needs and school feeding can be linked to additional school-based interventions to address them. Basic skills and training programmes can form the beginning of more structured schooling. Such programmes can promote psychosocial recovery and teach landmine awareness, youth health, vocational and life skills. Improving food security can slow the spread of HIV/AIDS by keeping young people healthy and active and removing the need for risky behaviour such as selling blood or sexual favours. The combination of food and education can help child soldiers safely trade in their weapons for food, learning and counselling.

In recent years school feeding has helped young people recover from conflict:

- Within a year of the collapse of the Taliban, WFP was able to feed 350,000 school children.
- Three months after conflict ceased in Liberia, school-feeding programmes reached 132,000 children; towards the end of the 2003-04 school year, the Back-to-Peace, Back-to-School operation in Liberia was feeding 280,000 students.
- At the end of 2003 700,000 Iraqi schoolchildren received school meals.

When planning school-feeding programmes it is important to be clear about objectives and the educational context.

Is the goal to raise enrolment and attendance, improve learning, reduce the drop-out rate or tackle gender gaps? What are the factors which keep children out of school, induce them to leave or work against girls' education – hunger, poor health, distance to school, insecurity, poor buildings and/or poor teachers? Is school feeding part of the answer? Is there adequate funding and other support – from WFP, NGOs, governments, the private sector, parents and/or communities? For how long is funding available? Has an exit strategy been identified?

Once the decision to start a programme is taken, planners have to decide on the appropriate programme modality: wet feeding or take-home rations.

Wet feeding – preparation and delivery of meals on school premises – improves enrolment, attendance, retention and learning but is relatively complicated to implement, requiring schools to have at least basic feeding infrastructure – kitchen, store room, eating area, water supply, fuelwood supplies, condiments and cooking utensils. High start-up costs may not be justified when a programme is only expected to be of short duration. Care must be taken to ensure use of locally acceptable and easy-to-prepare commodities. The timing of meals/snacks is important. Children need to eat as soon as possible when arriving at school. Wet feeding can be combined with de-worming treatments to overcome the debilitating effects of intestinal worms on health and ability to study.

Dry, take-home food rations bring children back to school and keep them there. However, nutritional effects cannot be guaranteed: food

rations may be sold or shared by the pupil's family. Improvement in attendance may only occur if food distribution is made conditional on regular, properly-monitored, presence in class. Take-home rations are easier to implement and can be targeted specifically to disadvantaged groups of students, such as girls or children made vulnerable by HIV/AIDS.

Commodities should be of high local value (such as vegetable oil or local staple cereal) but of low volume and easy to transport. Supplies are usually distributed on a monthly basis but can be less frequent and targeted to the local lean season. If rations are only given to girls it is essential to discuss the reasons for positive discrimination with communities, parents and school staff before commencement. Families need to be reassured that the food ration benefits the whole family and that it can compensate for the costs of girls' lost labour.

Under the UNESCO/WFP Cooperative Programme, the two organisations work together to promote Education for All, including in situations of emergencies and recovery. Our 40 years' experience of school feeding shows that it is important to:

- ensure that local education ministries have ownership, however low their initial implementation capacity
- involve local communities/parents from the outset but be careful not to shift too many costs to them
- regularly monitor to ensure programmes are really reaching those most in need;
- keep infrastructure requirements as basic as possible so as not to exclude schools damaged by conflict
- advocate and raise awareness about the importance of educating girls
- endeavour, whenever possible, to make school feeding part of a wider package of support addressing other obstacles to enrolment, retention and learning.

School feeding is an effective incentive for poor families to send and keep their children in school. It also serves as an excellent platform for initiatives that improve educational quality and keep children healthy. WFP plans to dramatically expand school-feeding activities to reach 50 million children by 2008.

*Ute Meir is the chief of the UNESCO/WFP Cooperative Programme at UNESCO in Paris. Email: u.meir@unesco.org*

WFP is currently preparing, and requires additional information for, a forthcoming publication entitled *School Feeding Works: An*

*Annotated Bibliography.* For more information about this, and school-feeding projects, see: [www.wfp.org/index.asp?section=1](http://www.wfp.org/index.asp?section=1) or email: [schoolfeeding@wfp.org](mailto:schoolfeeding@wfp.org)

## Is school feeding a distraction?

by Pamela Baxter

*While nobody would deny children the right to food, school-feeding programmes fail to address important underlying issues.*

School feeding alone does not address the issue of quality of education. It is not sound educational psychology to provide extrinsic motivation where the educational structure in itself does not provide sufficient intrinsic motivation to bring and keep children in school. This risks creating a generation expecting to be rewarded even for things that are done for their own benefit. It is also poor psychology to

establish a situation of dependency in communities for something that cannot be sustained. This does not build a society but diminishes it. Favouring one section of the population over another – as school-feeding programmes often do – sows the seeds of future conflict.

While school-feeding programmes are always presented as an adjunct to a school programme, they often become the sole reason for school enrolment and attendance. Even if there are never delays in receiving the food, the components are freely available and recipients do not sell excess items (all common occurrences) there is still the essential educational problem: food alone will not bring children to school or keep them there. Only a viable effective education programme can do that.

Perhaps most importantly, an ideal school-feeding initiative requires

open communication and joint ownership. The problems of school feeding are usually those of implementation or inappropriate or partial solutions. Many of these could be overcome if the principles of inclusion and open communication and ownership were fully utilised in the planning stages. In reality, however, the implementation of a school-feeding programme depends heavily on those most often unable to assist:

Education ministries are often enfeebled in an early reconstruction and international organisations put great responsibility for supporting wet-feeding programmes onto communities – for water, fuel wood, additional food items (eg salt and spices) and cooking. These are often very scarce commodities and the opportunity cost of providing these to a large group rather than with the family can be very high. In addition, school personnel (teachers and administrators) are expected to oversee the process, monitor attendance records of recipients and submit reports, often to the detriment to their educational responsibilities.

We need to remember that:

- The logistics of wet food preparation and delivery – especially when there are a hundred children in a class – are complex; children waiting in long queues for a cup of porridge are not effectively using time in school.
- Weekly distribution of dry rations often leads to children only coming to school on the days that the rations are distributed.
- It is hard for teachers to keep accurate attendance records when buildings are inadequate, student numbers high and materials in short supply.

*Schoolfeeding,  
Cambodia*



- When teachers themselves want food rations it is difficult for them to deny learners who do not regularly attend.
- Giving out dry rations to girls often leads to harassment as male pupils query why girls are given preferential treatment.
- The perceived advantage of an increase in learning ability because of adequate food for the learner (with take-home rations) cannot be proven as there is no way of telling that it is the learner who actually eats the food.

Given that in most emergency situations food is cooked on an open fire, it is very difficult to provide it before the learning period, which undermines the use of school meals to counter short-term hunger and 'energies' children for the school

day. The compromise is usually a mid-morning or lunch-time break. All the above mentioned disadvantages of wet feeding apply. In addition, it must be kept in mind that the food is usually the same as is provided in a regular distribution. This means that this food also lacks the micro-nutrients and vitamins required. For a genuine increase in learning ability, these micro-nutrients must also be available.

The issue should not be school feeding or no school feeding but whether it is justified for teachers and school administrators to use time and resources administering an adjunct to an education programme. Could this time be better spent improving the quality of the teaching and learning programme? Could the funding allocated to this area be more effectively

spent improving teacher training? In a cost-benefit analysis, do the advantages outweigh the disadvantages? If so, and if school feeding is available, then implement it – but do not expect that it will improve teaching quality or solve curriculum problems. If the disadvantages are not outweighed by the advantages, then leave school feeding and concentrate on the real education issues.

*Pamela Baxter has worked for over a decade in emergency education programmes in Africa, Bosnia and Cambodia. She is currently Senior Technical Adviser for Peace Education at UNESCO and coordinator of the Peace Education Programme at UNCHR and at INEE (Inter-Agency Network for Education in Emergencies). Email: p.baxter@unesco.org*



Refugees place a high value on education. Increasing numbers of refugee children are now receiving primary schooling but too few have access to secondary education. There is still a massive discrepancy between average refugee enrolment in secondary school – 7% – and the average enrolment for nationals – 18% – in the least developed countries. The discrepancy is markedly greater for girls.

Education is the pathway out of hardship and despair. Education gives refugee youth self-esteem, dignity and the chance to solve their own problems. Education is more than the ability to write and read: it is also about learning to understand the complexity of life, to be creative during adolescence, to broaden the mind and to cultivate the body through sports.

Since the end of 2001 the RET has worked in partnership with schools, parent-teacher associations and local implementing partners in Tanzania, Pakistan, Guinea, Sierra Leone, the Republic of Congo, Kenya, Uganda, Sudan, South Africa, Colombia and Ecuador to improve

teaching standards, increase attendance rates and ensure inclusion of girls, those with special needs and other marginalised groups.

Seven million displaced youth around the world remain deprived of their right to a post-primary education. Let's do more together to give them the opportunity.

For more information, please visit our website at [www.r-e-t.com](http://www.r-e-t.com) or contact:  
Zeynep Gündüz, Managing Director,  
The Foundation for the Refugee Education Trust  
48 Chemin du Grand-Montfleury, 1290 Versoix,  
Geneva, Switzerland.  
Tel: +41 22 775 0522. Fax +41 22 775 0521.  
Email: [info@r-e-t.com](mailto:info@r-e-t.com)

Donations can be sent to: Lombard Odier Darier Hentsch & Cie, 11 Rue de la Corraterie, 1211 Geneva, Switzerland.  
Account: 39 658 A0. SWIFT code LOCYCHGG

### 'Learning to live together' CD-ROM

UNESCO's International Bureau of Education (IBE) has produced a CD-ROM entitled *Learning to live together: good practices in schools*. It highlights selected projects from the IBE Related database on 'learning to live together' initiatives (see [www.ibe.unesco.org/International/Databanks/Related/relatedhome.htm](http://www.ibe.unesco.org/International/Databanks/Related/relatedhome.htm)).

*Copies are available free of charge. Contact: Isabel Byron, Assistant Programme Specialist, International Bureau of Education, C.P. 199, 1211 Geneva 20, Switzerland.  
Email: [ibyrone@ibe.unesco.org](mailto:ibyrone@ibe.unesco.org) Tel: +41 22 917 7848 Fax: +41 22 917 7801*

# Negotiating Kosovo's educational minefield

by Marc Sommers and Peter Buckland

*As the Kosovar education system has been restructured under unchallenged international tutelage, what lessons does this innovative experiment in educational reconstruction offer for other post-conflict states?*

Five years after the NATO military campaign, the role of education in Kosovo remains politically charged and controversial. The viewpoints of Kosovar Albanians, Serbs and international educationalists do not often coincide. Perceptions of what has taken place in the education sector matter at least as much as the reality. Education policies and practices are influenced by the heated and unresolved political stalemate. In general, Kosovar Albanians aspire to independence while Kosovac Serbs wish Kosovo to remain part of the State Union of Serbia and Montenegro (successor to the Federal Republic of Yugoslavia).

The first convoys of UN officials arriving in the Kosovar capital, Pristina, in mid-June 1999 encountered an extraordinarily tense environment. Education in large portions of Kosovo had ceased due to the intensification of conflict between the Kosova Liberation Army (KLA) and the Serbian military. The UN Interim Administration in Kosovo (UNMIK) had only a matter of days to prepare for its role as interim civil authority following the cessation of NATO's bombing and was severely understaffed and ill-equipped.

A focal point of the rebellion of Kosovar Albanians against the rule of the Yugoslav government of Slobodan Milosevic was the 'parallel system' that they had constructed after being denied access to state education in 1991. UNMIK and the international NGOs which flooded into Kosovo inherited two debilitated education management systems – one Albanian, one Serbian.

## Starting anew

Soon after the cessation of the military conflict in 1999, international agencies began to deliver resources to support the rehabilitation of

school buildings. Their achievement drew heavily on institutions and resources made available by Kosovars. Most communities did not wait for the international community and quickly set about occupying school buildings, clearing them of debris and organising catch-up classes.

Within a year of NATO's arrival in mid-1999, UNMIK's leadership of the Department of Education and Science had retained little from Kosovo's educational heritage. Dramatic reform, even renewal, had become the order of the day. The UN was given a free hand, and it assembled a solid array of achievements. Many of UNMIK's successes stemmed from their decision to assign core tasks to international agencies. These agencies had the flexibility, experience and training to mobilise funds and implement programmes quickly and efficiently. They also allowed UNMIK's Department of Education and Science to keep its infrastructure relatively 'lean' – a key requirement of the donors bankrolling UNMIK's education operation. But it also meant that experienced local educators were marginalised. Many dedicated local educators withdrew from direct involvement in the management and reform of the system and instead were snapped up by NGOs.

A related consequence of UNMIK's decision to implement rapid education reforms was that Kosovars did not consider the process as either open or learning-based. UNMIK's top education leaders were widely perceived as not being receptive listeners. The handover process was limited, in large part because building capacity and trust and developing a receptive system were not awarded a particularly high priority. The choice ultimately came between actions that intentionally pressurised local leaders and more patient, perhaps

more painstaking, capacity-building work. In the end, trust was not built because trust was not sought.

In addition, UNMIK managers dealt primarily with hard-line politicians and were unaware of the pragmatism of many non-elite educators. UNMIK missed a major opportunity to promote, and provide training in, conflict prevention, mitigation and resolution. UNMIK should have encouraged coexistence initiatives taking place between non-elite Albanians and Serbs. Programmes that demonstrate inclusion, rather than those that address Albanian or Serbian concerns separately, are sorely needed in Kosovo.

Under donor pressure to achieve quick results, UNMIK managed to get 80% of primary and junior secondary-school pupils back in school within three months. However, there are still high drop-out rates between primary and secondary school, particularly in the case of girls, ethnic minorities and children in rural areas. In 2002 fewer than 56% of Kosovar Albanian girls and 40% of Roma, Turkish and Muslim Slav girls attended secondary school. Higher education remains in crisis due to debate over recognition of a university in the city of Mitrovica which is dominated by former Serb faculty and administration members from the University of Pristina.

Access challenges persisted. Given that ethnic discrimination was seen to be one of the critical factors underlying the conflict, it was hardly surprising that the issue of ethnically separate schooling was a key policy concern in the eyes of both internationals and Kosovars. At the beginning of the post-conflict reconstruction there appeared – at least at the level of rhetoric – to be consensus that all children should be accommodated in a single, inclusive education system that respected the language and cultural rights of all.

However the decade of sometimes brutally enforced segregation and exclusion had taken its toll. In the first

three months after the end of the NATO campaign a new version of the old parallel systems was re-established as Kosovo's Albanian refugees returned to their villages and homes and many Serb and other ethnic minorities either left Kosovo or moved to areas regarded as safer.

Despite the shortcomings, the post-conflict reconstruction of education in Kosovo is a remarkable achievement that attests to the dedication of the people of Kosovo and the international community. Today most unqualified teachers are no longer teaching. The process of realigning the educational structure with European norms is under way. All teachers belong to a single payroll system and receive regular, if inadequate, salaries.

Conflicts can create unusual opportunities to introduce changes that – with time, patience and local involvement – can transform education systems. However, it is important to note that:

- Education systems with roots in the past have remarkable resilience and cannot be easily displaced.

- A balance must be struck between enduring traditions and visionary changes.
- Donors and international agencies must avoid creating unrealistic local expectations of what can be achieved quickly.
- Training in conflict prevention, mitigation and resolution and promotion of coexistence initiatives are vital.

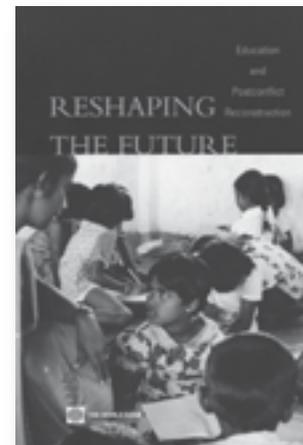
Finally, working in a way that enhances capacity and trust and builds the necessary consensus to ensure that changes eventually become a sustainable and lasting part of the system is difficult and invariably takes time.

**Marc Sommers is a consultant, a Research Fellow with the African Studies Center, Boston University ([www.bu.edu/africa](http://www.bu.edu/africa)) and the Youth at Risk Specialist with CARE USA and the Basic Education and Policy Support (BEPS) Activity. Email: [msommers@bu.edu](mailto:msommers@bu.edu).**

**Peter Buckland is Senior Education Specialist for the World Bank's Education Advisory Service (<http://www1.worldbank.org/education>). Email: [pbuckland@worldbank.org](mailto:pbuckland@worldbank.org)**

This article is extracted from 'Parallel worlds: rebuilding the education system in Kosovo' by Marc Sommers and Peter Buckland, International Institute for Educational Planning, UNESCO, 2004. The full text is available online at: [www.unesco.org/iiep/PDF/pubs/kosovo.pdf](http://www.unesco.org/iiep/PDF/pubs/kosovo.pdf)

Peter Buckland is the author of *Reshaping the future: education and post-conflict reconstruction*, World Bank, Oct 2004. \$12.00. 120pp. ISBN 0-8213-5959-2. Info/order: [http://publications.worldbank.org/ecommerce/catalog/product?item\\_id=4165961](http://publications.worldbank.org/ecommerce/catalog/product?item_id=4165961) (or via local EDS stockists).



## Educational reconstruction in Rwanda

by Anna Obura

*Before the genocidal events of 1994, Rwanda's education system mirrored and reinforced the country's destructive trends. Has post-war education policy succeeded in promoting national unity, reconciliation and tolerance?*

History is all important in Rwanda. To interpret education in Rwanda without considering history is to fail to describe the experience of Rwandan childhood. Since the introduction of modern schooling there has been disequilibrium as large social groups have at one time or another felt excluded from schools and been deprived of education on grounds of social group or regional identity. The experience of exclusion from education has been a critical factor in fuelling conflict.

Pre-genocide Rwanda used a discriminative quota system for entry into schools – based on social group and regional criteria rather than on scholastic performance. The education system was particularly targeted during the conflict. Teachers and other educated people were singled out for assassination and pupils and teachers were both victims and perpetrators of the genocide in state and church schools. Schools were ransacked and destroyed as was the Ministry of Education. Few teachers survived. Little documentation or

school supplies remained. Hundreds of thousands of households were left headed by children.

Repatriated children remember the poor quality of teaching in the refugee camps and the lack of materials. Those who were in exile in the Congo regret that schooling was not authorised for most of their stay. The exiles were acutely aware of being unlike their hosts, of their disadvantaged status and of the need to hide their identities and their difference. They were overjoyed to return home, relieved to be free to be Rwandans again, to speak their own language openly and able to stop having to pretend not to be Rwandan. They were thus ready to put up with some of the shortcomings of the Rwandan school system

that they found on their return. Post-war education policy has promoted national unity and reconciliation, prioritising equity of provision and access and encouraging a humanitarian culture of inclusion and mutual respect. Discrimination has been outlawed and the classification of learners and teachers by Hutu, Tutsi or Twa affiliation has been abandoned.

Under strong state leadership, supported by parental and pupil determination to restore education, noteworthy achievements have been made in primary-school enrolment in a comparatively short time. Secondary enrolments have also increased significantly, mainly owing to the rapid expansion of private schools. Central budgetary allocations for education have increased, reducing the burden on communities and parents. Education planners have recognised the need to reduce drop-out and repetition rates. The major shortfall is the continuing challenge to provide accessible, relevant education for the poorest and particularly for child-headed households. One in four children of primary school age remains out of school.

The Rwandan curriculum has been the subject of much debate. Rwandan history is still not taught in schools today despite official encouragement to teach those elements of history which are not in dispute. Rwanda is simply not yet ready to tackle the revision of the history curriculum, although national and international historians continue to produce new and exciting findings on Rwanda's social history. Since 1994 no history textbooks have been written.

Rwanda is showing that Education for All has a unique role to play in a country which has been torn apart by discrimination and exclusion and where the education system was used as an instrument of social destruction. The lesson to be learned is that the time for EFA is now: the state needs to reach out to every child, in every circumstance, with something that she or he can call school and to demonstrate to all children that they

are, each one of them, the concern of the state.

Globally applicable lessons from Rwanda's experience suggest the importance of:

- analysing the shortcomings and/or crimes of the previous education system, declaring a new policy and immediately providing visible and tangible evidence of a changed school experience
- first restarting familiar school programmes - trimmed to essentials - rather than innovative inputs
- lightening curricula so as to concentrate on fundamentals first and to 'clear space' for subsequent curriculum innovation
- clear definition of the roles and tasks of different ministries and agencies
- mobilising local resources through coordination with religious organisations and local authorities
- flexible exceptions to rules: one-off kick-start payments and food rations to teachers in 1994 were crucial
- creating new smaller schools to reach out to isolated homesteads
- recognising that physical rehabilitation of schools takes time: by 2002, eight years after recovery began, only half of Rwanda's classrooms were constructed of permanent materials
- prioritising delivery of essential low-cost, locally-available supplies: blackboards, chalk and slates must come first
- follow-up mechanisms at community level to ensure children most

in need do not drop out

- sharing information with non-governmental educationalists in religious and private schools
- making timely decisions on text-book revision and delivery: without teaching materials, syllabuses will not be taught and teachers will avoid difficult or sensitive topics
- realising that the structure of the education system is as much a source of learning as syllabus topics: if the aim is to teach equity, schools must practise it through transparent entrance mechanisms, abolition of corporal punishment and relationships of respect within the school
- training teachers to deal with traumatised adolescents
- early commencement of discussions on how to teach history.

*Anna Obura is a consultant in education in emergencies, with a particular interest in Rwanda, Burundi and the Horn of Africa and considerable experience in NGO assistance to post-conflict countries and gender in education. Email: aobura@africaonline.co.ke*

This article is extracted from *Never again: educational reconstruction in Rwanda* by Anna Obura, UNESCO International Institute of Educational Planning, 2003. Full text online at: [www.unesco.org/iiep/PDF/pubs/Rwanda\\_Neveragain.pdf](http://www.unesco.org/iiep/PDF/pubs/Rwanda_Neveragain.pdf) (1.15 MB)

*Adult literacy training for returnees, Rwanda.*



# Promoting stable post-conflict education

by Dana Burde

*When international NGOs sponsor education programmes during and after a crisis they must also invest resources in planning for post-conflict transition.*

Many international NGOs rely on two key strategies to provide education services during or just after a violent conflict: fostering community participation and recruiting and training community members ('paraprofessional teachers').

In the early 1990s – a time when education was only beginning to be added, reluctantly and slowly, to the established repertoire of humanitarian assistance – a major US NGO launched an early childhood development programme in war-torn Croatia. Signing of the Dayton Accords in December 1995 led to its extension to Bosnia. For several years the NGO worked to provide pre-school education for 3-7 year-olds as well as offering protection and community development services to refugee, IDP, 'stayee' and returnee populations. The initiative took place throughout conflict-ridden areas, including among refugee populations on the Croatian coast and in the besieged cities of Mostar and Sarajevo.

*Community participation was a priority for the NGO but not for authorities*

The NGO essentially functioned as a grant-making agency, providing communities with the start-up and operating costs plus training in order to establish schools and parent-teacher associations (PTAs). Half of the teachers in the programme were paraprofessionals who received between three and eight days' training, depending on their experience. The NGO paid their salaries and provided communities with toys, furnishings, a few books in the local language and bathroom supplies. A hundred PTAs were set up and their members trained in fundraising and management techniques supposed to allow them to function independently. After nine months of support, the

NGO would withdraw funding from a school in order to move on to open and fund new ones. It was expected that fees from parents and other locally-generated funds would cover costs after the NGO moved on.

When the NGO won a \$4.5m USAID grant in 1994 the pre-school design became more elaborate. Emphasis on providing quality education in stable, safe spaces increased and training continued for some pre-school teachers and PTAs even after the initial nine months' intervention. As concerns for children's physical safety lessened, the emphasis shifted to focus on children's development. By 2000, when the last grant to the NGO ended, approximately 1,000 pre-school groups had been established throughout Croatia and Bosnia-Herzegovina.

## Failure of post-conflict transition

When international NGOs sponsor education programmes amidst crisis they temporarily assume state responsibilities for paying teachers, providing training, maintaining educational standards and engaging communities in managing schools. This NGO fulfilled these tasks remarkably well – but only as long as funding continued. When peace returned, donor support ended. When the NGO was unable to offer further grants, participation dwindled and communities struggled to pay teachers and provide food for the children.

Community participation was a priority for the NGO but not for authorities in post-conflict administrations in Croatia, Republika Srpska and the Federation. The PTAs were not recognised by government officials who had little interest in community-based pre-schools. Before the war, pre-schools had been subject

to strict procedures and teachers were required to train in pedagogical academies for two years in order to obtain basic certification. When state institutions reasserted themselves the paraprofessional teachers hired and trained by the NGO found themselves rejected and denied government benefits. Government officials who had worked with the NGO to establish the pre-schools ceased to offer them either political or practical support.

Experience from this project highlights the need to:

- develop an exit strategy from the outset
- work with government institutions to invest in teacher training
- fund teachers who have received NGO and in-service training to attend government accreditation programmes
- ensure that NGO education staff work with government teacher-training counterparts
- pay teachers on time and prioritise development of mechanisms to ensure that they go on the civil service payroll.

If investments in education during conflict are to be more than stop-gap measures, government cannot be excluded from funding and decision-making. Local government representatives could be seconded to NGOs and NGO staff could work inside education ministry headquarters to provide technical assistance and improve communications.

*Dana Burde is a research scholar at the Institute of War and Peace Studies and the Program on Forced Migration and Health, Columbia University, and teaches courses on education in emergencies ([www.columbia.edu/cu/siwps/](http://www.columbia.edu/cu/siwps/)). Email: [dsb33@columbia.edu](mailto:dsb33@columbia.edu)*

# Education for Afghan refugees in Pakistan: documentation and coordination needs

by Atle Hetland

*In FMR 18 Jeff Crisp asked: "Why do we know so little about refugees? How can we learn more?" This article reflects on these questions as they relate to education and particularly to education for Afghan refugees in Pakistan.*

Humanitarian aid is traditionally seen as a logistical and practical activity and little attention has been paid to the need for analysis. However, things are changing. UNHCR, UNESCO and others have begun to collect examples of 'good practice' in the field of refugee education. It is encouraging that UNHCR's Education Unit in 2004 initiated a series of regional meetings to document, discuss and learn from experience.<sup>1</sup>

Most of the 170,000 Afghan refugee pupils in camps in Pakistan are in primary schools. Some 6,000 teachers work in hundreds of schools in the camps, run mainly by international NGOs and, in the case of secondary schools, by the Government of Pakistan and the International Rescue Committee (IRC). Most funding is provided by UNHCR, with some topping-up by NGOs and bilateral donors. In addition, there are, or have been, a large number of urban self-help schools. Two and a half million Afghan refugees have returned home from Pakistan to Afghanistan over the last three years but there are still well over one million refugees living in the camps with at least another half a million in the urban areas.

When I first began my work in refugee education in Pakistan in 2000, the lack of statistics and other data about the adult, adolescent and child populations was one of my first surprises. As far as I am aware, there has only been one major, independent evaluation of refugee education in Pakistan during the last five years.<sup>2</sup> The many NGOs in Pakistan possess a vast amount of

information but it is scattered and not always collected in a comparable way. Independent evaluations are sadly missing.

The other surprise was the lack of a professional coordinating body. Partners shared some information but otherwise operated independently. Activities were monitored by donors but such monitoring is often administrative and pays little attention to substantive matters.

The Education Committee of the Agency Coordinating Body for Afghan Relief (ACBAR<sup>3</sup>) lacked stable funding and professional personnel and therefore was not able to play the significant role one might have hoped for. UNESCO's Pakistan office provided some professional inputs and promoted information sharing and coordination but many organisations, individuals and practices were already so fixed in their ways of working that things tended to continue the way they were. A professional coordination body is urgently needed, even at this late stage in the Afghan refugee era, run perhaps by a consortium of international organisations, NGOs and Afghan/Pakistani educational experts and institutions.

Whenever closer cooperation did take place, this was appreciated by partners. Examples of such initiatives were UNICEF's work with ACBAR's Education Committee and UNESCO's work with GTZ and other UN organisations and NGOs to develop a database of 5,000 Afghan teachers. The database was handed over to the Afghan Minister of Education in 2003 but has not yet been made full use of, mainly due

to an overburdened administration in a country under reconstruction and lack of initiative by relevant UN organisations. UNHCR is currently using this as an example to be replicated in South Sudan.

Those of us in the refugee education sector must professionalise our work and do what we can to learn along the way. This includes:

- encouraging the UN agencies with a mandate in education (such as UNESCO, UNICEF and ILO) to work closely with key partners to support UNHCR with planning and evaluations

*A professional coordination body is urgently needed*

- advocating the importance of collecting, disseminating and analysing information in accessible formats, and investing to increase capacity to do so
- involving educational and research institutions and relevant people from non-educational disciplines, to undertake studies and run educational courses
- improving staff ability to document, analyse and become life-long learners.

**Atle Hetland is an international education consultant who spent four years working with Afghan refugee education in Pakistan. Email: atlehetland@yahoo.com**

1. UNHCR's INSPIRE - Innovative Strategic Partnerships in Refugee Education - initiative is described on p59.

2. Evaluation of GTZ/Basic Education for Afghan Refugees (BEFAre) in Pakistan, June 2002, UNHCR Geneva. For details, email: Eva Marion Johannessen em-johan@online.no or S B Ekanayake ekanayake92@hotmail.com

3. See www.acbar.org

# speaker's corner



## IOM: trespassing on others' humanitarian space?

compiled by Tim Morris

*"IOM is playing an increasingly prominent role in the reception, assistance, and return not only of migrants, but also of asylum seekers, refugees and the forcibly displaced. Given that IOM does not have a protection mandate for its work with refugees and displaced persons, Amnesty International and Human Rights Watch recommend that IOM should refrain from taking a lead role in situations which fall squarely under the protection mandate of other international organizations, such as UNHCR."*<sup>1</sup>

**“W**hat is an IDP?” a staff member of the International Organisation for Migration was overheard asking at a training session in Darfur.<sup>2</sup> Allowance must be made for the ignorance of recently-recruited staff but this was a query from a representative of the agency just tasked with overseeing the return of IDPs in Darfur. As IOM expands its role in conflict-affected states and diversifies its activities worldwide, many in the humanitarian community are echoing the question recently posed by the International Council for Voluntary Organisations (ICVA): “Is IOM an agency that will do anything as long as there’s money with which to do it?”<sup>3</sup>

Like UNHCR, IOM was established in 1951. Initially named the Inter-Governmental Committee on Migration in Europe, it was based on economic priorities, not humanitarian principles. Unlike UNHCR, which derives its mandate from international law and agreements, the ICME/IOM is a membership organisation, not a UN agency, and is not accountable to any democratically-elected body. Although international organisations such as UNHCR, UNICEF and WHO have observer status, as do international trade union, religious and welfare organisations, they have no voting power. IOM has 93 member

states and over 100 field offices. In 2005 IOM is planning for a 16% increase in its operational budget.<sup>4</sup>

According to ICVA the manner in which a memorandum of understanding was drawn up to entrust IOM with overseeing IDP return in Darfur constitutes “a flagrant disregard for the collaborative approach” to the problem of internal displacement.<sup>5</sup> The recently created Inter-Agency Internal Displacement Division was not consulted for advice before it was signed. Many of IOM’s other operations are equally controversial:

- The Jesuit Refugee Service has criticised IOM’s role in dealing with the 2.5 million Burmese migrant workers in Thailand. True to its mandate to ensure ‘orderly migration’, IOM has helped the Thai authorities set up a registration process which has led to the monthly deportation of 66,000 people. JRS notes that once they have crossed the border, IOM is unable to maintain contact with the returnees.<sup>6</sup>
- The Roma National Congress has expressed grave concerns about the IOM’s role in involuntary removals of Roma migrants.<sup>7</sup>
- On the island of Nauru and in Papua New Guinea, IOM is contracted by the Australian government – as part of its ‘Pacific Solution’ to discourage asylum seekers from making onshore applications – to run detention facilities.
- During the 2003 Gulf War IOM, which facilitated the repatriation of long-term foreign residents who had fled from Iraq to Jordan, may have violated the principle of *non-refoulement* by giving nationals of Sudan and Somalia inadequate time to be made aware

of their rights and to make an informed decision about returning to their home countries.<sup>8</sup>

- In Iraq it has been assigned responsibility for return of IDPs and establishment of property restitution mechanisms but seems to lack the means or expertise to do so.<sup>9</sup>

Human Rights Watch has been monitoring IOM field operations since drawing attention in 1993 to IOM’s role in the asylum determination system imposed on Haitian asylum seekers by the USA. HRW notes that while IOM has recently adopted rights-based language it does not automatically observe international human rights and refugee protection norms. “The IOM plays an increasingly prominent role in the return of migrants, asylum seekers, refugees, and IDPs to their countries of origin, to other countries that have agreed to accept them, or to other regions within their own countries. The organization claims that it returns migrants in safety and dignity and only on a voluntary basis. The IOM, however, has no mechanism – either internal or external – to evaluate whether decisions to return are, in fact, made under duress or under circumstances that are directly or indirectly coercive, or to assess that conditions in certain countries are safe enough to allow for returns.”<sup>10</sup>

*Your feedback on these issues is welcomed by the FMR editors.*

1. [www.hrw.org/press/2002/12/ai-hrw-statement.htm](http://www.hrw.org/press/2002/12/ai-hrw-statement.htm)  
 2. As reported in *Talk Back*, ICVA, Oct 2003, online at: [www.icva.ch/cgi-bin/browse.pl?doc=doc0001253#editorial](http://www.icva.ch/cgi-bin/browse.pl?doc=doc0001253#editorial)  
 3. *ibid*  
 4. [www.iom.int//DOCUMENTS/GOVERNING/EN/MC2144.PDF](http://www.iom.int//DOCUMENTS/GOVERNING/EN/MC2144.PDF)  
 5. *ibid*  
 6. [www.jrs.net/old/inf/reports/th21204e.htm](http://www.jrs.net/old/inf/reports/th21204e.htm)  
 7. [www.romnews.com/a/32-01.html](http://www.romnews.com/a/32-01.html)  
 8. [www.hrw.org/reports/2003/iraqjordan/Iraq-jordan0503-02.htm](http://www.hrw.org/reports/2003/iraqjordan/Iraq-jordan0503-02.htm)  
 9. See article pp47-49  
 10. [www.hrw.org/backgrounder/migrants/iom-submission-1103.htm](http://www.hrw.org/backgrounder/migrants/iom-submission-1103.htm)

# The Darfur crisis in context

by Francis M Deng

*The rebellion in Darfur cannot be viewed in isolation from events elsewhere in Sudan.*

As a result of the crisis in Sudan's western region of Darfur an estimated 70,000 people have been killed, one and a half million displaced internally and 200,000 forced into refuge in Chad. A massive programme of humanitarian assistance has improved the situation but security remains precarious, even as the nascent African Union (AU) has stepped in to protect those monitoring the tenuous ceasefire between government and rebels with a planned peacekeeping force of over 3,000 and the AU chairman, President Olusegun Obasanjo of Nigeria, has initiated a peace process between the government and the rebels.

tion and discrimination. Historically, being Muslim, Arabic-speaking, culturally Arabised and successfully making claims to Arab descent enhanced one's status – in sharp contrast with being black, heathen and from an area of Sudan long used as a hunting ground for slaves.

Although the British ended slavery and protected the South from Northern exploitation, they administered the two parts of the country separately, advancing the North and keeping the South underdeveloped. With independence, Northerners took over from the British as the rulers of the South, triggering a secessionist war by the Southern Sudan Liberation Movement and Army. The war was halted in 1972 by an agreement that granted the South regional autonomy but resumed in 1983 by the Sudan People's Liberation Movement and Army (SPLM/A). The declared objective of the SPLM/A is not secession but the liberation of the whole country to be free of

any discrimination on the ground of race, ethnicity, religion, culture or gender. The current war has killed over two million, displaced over four million internally and forced half a million into refuge abroad. The war also resulted in the return of what the government called abduction of women and children by Arab raiders but has been well documented as slavery.

The SPLM/A's recasting of the war from secession to the liberation of the whole country began to appeal to the non-Arab regions of the North, thereby exploding the simplistic myth of the dualism between the North and South. A third identity, comprising the marginalised Black Muslims in the North, began to assert itself. The Nuba and the Funj were the first to join the SPLM/A. The Beja to the east, the Black Darfurians and even the Nubians in the

*Monthly food distribution for Sudanese refugees, Iridimi camp, Chad*

The crisis in Darfur is the latest in a series of conflicts pitting Sudan's Arab-dominated centre against the 'Black-African' marginalised majority at the periphery. These racial labels oversimplify the issue. Sudan suffers from an acute identity crisis resulting from a long history of stratifica-



far north have all organised opposition to centre.

Events in Darfur cannot therefore be understood without relation to developments in the country as a whole. In neighbouring areas of the Ngok Dinka of Abyei, the Nuba and the Funj, Arab militias known as the Murahleen have been the equivalent

Providing humanitarian assistance and protection of the civilian population must be highest on the agenda. A credible cease-fire and good faith negotiations are also essential to creating a climate conducive to humanitarian work and civilian protection. But high on the list of priorities should also be finalising the peace agreement between the government

and the SPLM/A which has been brokered by the Inter-Governmental Authority on Development (a regional association of Horn and

Eastern African states) with strong international support, especially from the US, Norway and the UK. This would result in the formation of a new government that would be far better equipped to resolve the conflict in Darfur and other regions of the North.

The agreement gives the South the right to decide through a referendum after a six-year interim period whether to remain within a united Sudan or become fully independent. At present, most Southerners would

prefer the secessionist option. It is, however, quite likely that the unfolding situation in various non-Arab regions of the North and increasingly among even the Arabs may persuade Southerners that, with a new Sudan emerging, their interests would be better served by being partners on the larger national scene rather than by carving out a small piece of this potentially great nation.

As for the government, unless it cooperates constructively, enabling a restructuring based on equality and shared dignity, it may ultimately fall victim to the convergent regional rebellions from around the country and, by resisting reform, inflict an even greater tragedy on the nation.

*Francis M Deng, a former Minister of State for Foreign Affairs of Sudan, served as Representative of the UN Secretary-General on IDPs from 1992 to 2004 and is now Research Professor of International Politics, Law and Society at the Johns Hopkins University's School of Advanced International Studies (SAIS). Email:fdeng1@jhu.edu*

*So long as the rebels remain a threat, the government cannot be expected to have the will to disarm and punish the militias.*

of the Janjaweed of Darfur. So long as the rebels remain a threat, the government cannot be expected to have the will to disarm and punish the militias. Since the government would resist international intervention, the position taken by the AU – that this is an African problem to be solved by Africans – provides a strategic cover for managing the situation. It also gives the AU the opportunity to prove itself – with international support – capable of managing African crises.

IRIN Special Report

Integrated Regional Information Networks - *Bridging the information gap*

---

## The Long Journey Home

an IRIN documentary and series of reports to be released online ([www.IRINnews.org](http://www.IRINnews.org)) in **February 2005**, examines the challenges and issues of refugee and internally displaced persons' return and reintegration.

**The Long Journey Home** follows Zambian refugees returning to Angola. The accompanying reports, which cover several countries, combine analysis and research, as well as the personal testimonies of those struggling to return home and reintegrate.

**The Long Journey Home** explores the issues of refugee law, definitions of status, the dearth of support for returning refugees and the challenges the international community must meet to assist millions of IDPs and returnees who confront uncertain futures.





For specific information concerning IRIN documentaries, please contact:  
 David Gough - IRIN Film Unit  
 Tel: +254 20 621994  
 Email Address: [gough@irinnews.org](mailto:gough@irinnews.org)

IRIN Headquarters:  
 P.O. Box 30218, Nairobi, Kenya  
 Tel: +254 20 622147  
 Fax: +254 20 622129 Or 624356  
 Email Address: [irin@irinnews.org](mailto:irin@irinnews.org)

In times of crisis or disaster, humanitarian workers and governments need an accurate account of events and situations on the ground. An information service that focuses on a daily basis on humanitarian issues in Africa, Central Asia and Iraq. IRIN seeks to satisfy that need. Our aim is to bridge the information gap between decision makers, humanitarian workers and the people they are trying to help. For more information on our services visit our website: [www.IRINnews.org](http://www.IRINnews.org)



# The value of transparency, replicability and representativeness

by Loren B Landau and Karen Jacobsen

*We are troubled by Graeme Rodgers' criticisms (FMR21 pp48-49) of what he calls positive social research, i.e. attempts to make 'value-free' descriptive and causal inferences about an existing reality.*

The kinds of participatory 'hanging out' techniques Rodgers advocates have played an important part in the development of knowledge about forced migration. Our purpose is not, therefore, to dismiss qualitative or exploratory approaches, or to demand an unmitigated shift away from qualitative methods. Rather, we call on policy-oriented researchers to develop and refine a set of standards that apply equally to qualitative and quantitative methods. The research community must work together to articulate standards and to recognise that what we can and should do with our research is fundamentally dependent on how we conduct it.

We are not advocating a single approach to data collection in forced migration research but do call for researchers to abide by a set of general research standards. Data collected for the purpose of influencing policy should be representative of the affected population and, ideally, allow for comparisons across groups and sites. Doing otherwise heightens the risk that policy recommendations will result in strategies that are ineffective or harmful to beneficiaries or other affected groups.

Standards of transparency, replicability and representativeness need to be combined with awareness of ethical standards able to promote the security of dignity both of researchers and those with whom we engage.

Transparency allows other researchers to critique indicators, data collection techniques and logical assumptions. Replicability enables others to use a study's methods and confirm or challenge its findings and allows for comparative analysis, theory building and the search for

generalised patterns of cause and effect. Representativeness not only improves the quality of description and analysis but also helps ensure that recommendations lead to policies that will be universally beneficial – rather than exclusively benefiting a studied sub-group.

The risk that Rodgers ascribes to quantitative or macro-comparative research – that questions shaped by arrogant researchers will favour the interests of governments, aid agencies and western academics over those of forced migrants – are real but can be avoided. There is no reason that 'objective' data need serve the need of the powerful. Methods such as representative sampling techniques do not require uncritically importing variables, questions or interview techniques. Even large-scale surveys can, and often do, employ participatory approaches to generate hypotheses, questions and analytic categories.

The approach we advocate, and employ in our own research, calls for extensive review of existing 'local knowledge' (whether verbal or in print) and field-testing of concepts, questions and interview instruments. Using focus groups, key informants and pilot studies to identify the communities' concerns can lead to locally relevant instruments. Field and community testing helps expose inappropriate concepts, untenable questions and ineffective interview techniques. Working with local groups to help explain survey results further improves the findings' validity.

Those who spend months or years 'hanging out' are effectively unassailable because they claim a 'deep knowledge' that is inaccessible to

outsiders. A claim to having been adopted by a family, village or other group is an extreme technique of promoting one's exclusive right to speak on their behalf. Such deep, personal involvement may also encourage researchers to employ data collection practices that are themselves illegal, which expose networks and practices that heighten forced migrants' existing vulnerabilities, or unduly value the experiences of one group over another. These risks can be averted if forced migration researchers adopt a practice already common in the social sciences: making data sets public and making data collection methods explicit.

Aid agencies, policy makers and academics all use knowledge in ways which provide strong incentives for presenting research as definitive and the researcher as 'expert'. Doing so is often a prerequisite for winning policy influence, research grants, consultancies and professorships. There are also incentives for hiding faulty data or making claims that are relatively unsubstantiated. In order to ensure the field's continued academic viability and ability to ethically influence policy we must insist on rigorous research methodologies. Ultimately, it will only be by recognising the politics and processes of producing and consuming knowledge that we can conduct more effective and ethical policy-oriented research.

**Loren Landau is Acting Director, Forced Migration Studies Programme, University of the Witwatersrand (<http://migration.wits.ac.za>). Email: [landaul@migration.wits.ac.za](mailto:landaul@migration.wits.ac.za). Karen Jacobsen directs the Refugees and Forced Migration Program at the Feinstein International Famine Center, Tufts University, Boston (<http://famine.tufts.edu/work/refugees.html>). Email: [karen.jacobsen@tufts.edu](mailto:karen.jacobsen@tufts.edu).**

This is an extract of a longer article available online at: [www.fmreview.org/pdf/landaurogers.pdf](http://www.fmreview.org/pdf/landaurogers.pdf)

# Displaced Iraqis – caught in the maelstrom

by David Romano

*By the time Saddam Hussein's regime collapsed in April 2003, thirty years of state-directed displacement had created over a million refugees and IDPs. As the insurgency continues, the occupation authorities, provisional government and the international community are unable to facilitate orderly return.*

Prior to 2003 most displaced Iraqis were forced out of their homes by the policies of successive Iraqi governments which used expulsion as a weapon to punish and subdue recalcitrant populations, secure valuable agricultural land and oil and water resources and crush political opposition. Statistics are hard to obtain but the World Refugee Survey 2004 estimates that the total number of internally displaced Iraqis is between 800,000 and 1,000,000. The number of Iraqi refugees in neighbouring states is equally hard to estimate as most are not registered. UNHCR estimates that there are at least 300,000 Iraqi refugees in Syria and a similar num-

ber in Jordan. Many of the refugees who have returned to Iraq from Iran and Saudi Arabia since 2003 have become internally displaced. Other major post-war new IDP caseloads include Arabs fleeing the Kirkuk area and Kurds – branded as collaborators by insurgents – forced to flee homes in the Sunni Arab cities of central Iraq. Recent fighting between insurgents and US forces in and around Fallujah is thought to have displaced over 200,000 people [see box on p49].

Kurds comprise the largest number of displaced Iraqis. Almost all Iraqi Kurds have been refugees or IDPs at some time in their lives. In the

waning days of the Iran-Iraq war in the late 1980s, the *Anfal* ('spoils' in Arabic) campaign by the Iraqi government included mass killing, displacement and disappearance. As many as 4,500 Kurdish villages were destroyed and 500,000 people forcibly relocated to government-controlled settlements ('collective towns').

In addition to destroying Kurdish rural society, Saddam substantially increased the Arab presence around the oil-rich regions of Kirkuk and Mosul, forcing Kurds, Turkomen, Assyrian, Yezidi, Chaldeans and Armenians who were unable or unwilling to declare Arab descent to leave. Substantial incentives (10,000 dinars, then equivalent to over \$30,000) were given to Arab families to take over the lands, homes and jobs of the victims of ethnic cleansing.

In the south of Iraq between 100,000 and 300,000 Shi'ites were displaced, most as a result of the brutal crushing of resistance that occurred in the

*Interviewing IDPs, Kirkuk*



wake of the 1991 Gulf War. Many dissidents fled to the marshlands of southern Iraq, where they hid in wetlands that no mechanised modern army could penetrate. Saddam responded with a huge engineering project which drained the marshes, displacing tens of thousands of the local 'Marsh Arab' population.

After the fall of Saddam's regime in April 2003, however, Iraqi engineers working with the Coalition Provisional Authority (CPA) began the process of re-flooding these marshlands and restoring the ecosystem upon which the population depended. Enormous ecological challenges remain but this often ignored story has emerged as one of the few unambiguous successes of post-Saddam Iraq. With little involvement of international organisations, the Marsh Arabs have been returning to their homes and rebuilding their old lives.

Many Shi'ite refugees have also now returned to their former towns in vil-

lages elsewhere in southern Iraq. Because of its relative ethnic homogeneity and the fact that settlers were never brought in to replace forcibly displaced populations, the south of Iraq in general poses fewer problems for refugee and IDP returns.

### US authorities unprepared

Before launching the war US policy makers were aware of the pitfalls of facilitating return in northern Iraq and the need to establish orderly and fair mechanisms to guarantee property restitution and/or compensation. Risks that Kurdish returnees would violently force out Arab residents and settlers, that Kurd and Turkmen returnees would fight for control of Kirkuk or that the army of nearby Turkey would intervene on behalf of the Turkmen were well understood.

The US put pressure on leaders of the two Kurdish parties running autonomous Iraqi Kurdistan (the Kurdish Democratic Party and the Patri-

otic Union of Kurdistan) to prevent forcible expulsions of Arab settlers. For the most part, they complied, preventing early Kurdish returnees from violently settling scores with those derisively named the '10,000-dinar Arabs'. They did so only after being assured that a fair and legal process would be speedily put in place to allow IDPs and refugees to return. Most settler Arabs in the north indicated a willingness to return south, provided that they were compensated and assisted in the process. Though large-scale conflict has been averted, isolated violence and a climate of fear and intimidation have created a new IDP caseload – estimated by the Global IDP Project to be in excess of 100,000<sup>1</sup> – of displaced ex-settler Arabs. While many have returned south to former towns and villages, others – without communities to return to or who fear insecurity in places of origin – remain in makeshift camps in the north, particularly around Mosul.

US planning and preparations for IDP/refugee return have been wholly inadequate. With UNHCR sidelined, US strategy hinged on having the UN Office for Project Services (UNOPS) coordinate and assist returns in Iraqi Kurdistan's three governorates and the International Organization for Migration (IOM) do so in Iraq's 15 governorates in the centre and south. The US provided funding to both organisations. After the security situation deteriorated in mid-2003, however, both the UN and IOM evacuated their international staff. Staff were also withdrawn from Iraqi Kurdistan despite the fact the autonomous region is considerably safer than many African states in which the UN operates.

Through its Iraq Field Office – based in Amman – IOM has assisted in the return of 4,093 IDPs to their homes in Iraq, in addition to third-country nationals seeking to leave Iraq. IOM is designated inter-agency focal point for delivery of non-food items to displaced Iraqis in the 15 non-Kurdish governorates and distributes blankets, cooking stoves/heaters, mattresses, plastic sheeting, jerry cans and clothes in addition to tankering water. IOM has only been able to assist a small proportion of IDPs. It is still preparing governorate



specific profiles of IDPs and their material and protection needs.

Even if their international staff had remained in-country, assigning responsibilities for such large case-loads of displaced people to UNOPS and the IOM was a mistake. Unlike UNICEF and a number of NGOs, neither agency had a great deal of experience in Iraq. IOM is not a UN agency - although it is part of the 23-agency UN Country Team for Iraq - but has, nevertheless, found itself discharging responsibilities more normally undertaken in emergency contexts by UNHCR. IDPs and refugees I interviewed in Kirkuk, Baghdad and the Kurdish governorates had never heard of IOM - this may reflect the very preliminary nature of the agency's activities in Iraq.

### *A major crisis centred around IDPs and refugees is ready to erupt*

Compounding its unfortunate choice of partners, the CPA's inability to handle the IDP and refugee dossier was further aggravated by overlapping mandates and lack of coordination between regional offices and headquarters in Baghdad, newly emerging ministries in Baghdad, municipal governments, Kurdish authorities, the UN and the NGO community.

The Iraqi Property Claims Commission (IPCC) was set up to establish the legal and procedural framework through which landowners forcibly displaced by Saddam's regime could receive compensation or restitution

of their property. In FMR21 Anne Davies drew attention to the lack of local engagement in establishing the IPCC and the CPA's failure to pay attention to the absence of enforcement mechanisms.<sup>2</sup> During my research I found that CPA authorities in charge of IDPs in Kirkuk were unable to find out from Baghdad headquarters whether or not the IPCC had been established and, if it had, when it would begin functioning in their area. They recognised they were out of their depth and could have benefited from assistance from UN and NGO experts with experience of property issues in other post-conflict situations. Unable to establish investigation or claims procedures, they simply asked IDPs to stay put and refrain from making claims. The IPCC finally opened offices in Iraq's various provinces in March 2004 and started receiving claims a few months later.

None of the 19,000 claims submitted have been processed yet.

As US officials and Iraq's provisional government make slow progress, increasing numbers of IDPs are returning, especially to Kirkuk. The KDP and PUK leaders - concerned to establish influence in oil-rich Kirkuk and establish facts on the ground in the run-up to planned Iraqi elections - are quietly ignoring US instructions to stay put and in some cases appear to have pressured Kurds to return to Kirkuk. Many Arab settlers in turn do not want to return south until they are assured of compensation and

assistance, while others have inter-married with locals in northern Iraq, had children there and see the area as home. Sunni insurgents have also increased their activity in the area, and pressured Shi'ite Arab settlers not to leave.

A major crisis centred around IDPs and refugees is ready to erupt, especially in Kirkuk. Responsibility for violence that may erupt rests with both Iraqi insurgents and the US - the insurgents for creating a milieu in which international humanitarian organisations and reconstruction efforts cannot function and the US for lacking the preparation, focus and will to address the returnee issue in a timely manner.

**David Romano is a post-doctoral research fellow at McGill University, Montreal. He spent October 2003 to May 2004 conducting research in Iraq. Email: daveromano@yahoo.ca**

For further information, see: *Human Rights Watch, Claims in Conflict: Reversing Ethnic Cleansing in Northern Iraq*, September 2004. Online at: <http://hrw.org/reports/2004/iraq0804/>. The Global IDP Projects Iraq report can be accessed at [www.db.idpproject.org](http://www.db.idpproject.org). IOM's Iraq programme is presented at: [www.iom-iraq.net](http://www.iom-iraq.net)

1. A hundred thousand is probably the maximum estimate. Some sources suggest there may be only 10,000.

2. *Restitution of land and property rights* by Anne Davies, FMR21, pp 12-14.

In December 2004, American military planners put forth a plan to tightly control the return of Fallujah's nearly 300,000 residents (very recent IDPs from the November offensive in the city). The plan envisions an IDP processing centre on the outskirts of the city, DNA and retina scans to establish and record the identities of returnees, identification badges to be worn at all times, the forbidding of cars within the city, and possibly non-voluntary (but paid) reconstruction work brigades for all men of military age.

While the need to maintain security in Fallujah and prevent the return of insurgents remains clear, particularly in light of the January 2005 elections, it seems less certain if such tactics will achieve their objectives. Also, although Iraqis are no doubt quite accustomed to authoritarian edicts and oppressive surveillance, the resort to such behaviour by foreign occupying troops may well confirm the insurgents' depiction of the occupiers. Forced work brigades additionally pose problematic questions relating to international human rights laws and humanitarian norms, as it might be argued that the people of Fallujah are having a form of collective punishment inflicted upon them.

# Neirab Rehabilitation Project

by Lex Takkenberg and Hala Mukhles

*Rehabilitation of the Neirab camp in northern Syria shows how improving the living conditions of Palestinian refugees need not invalidate their legal status, nor prejudice their right to return or receive compensation.*

Between 1948 and 1950 World War II army barracks in the town of Neirab, 13 kilometres east of Aleppo, became home to refugees fleeing northern Palestine. For the past 56 years refugees have modified their shelters in the barracks as best they could, using metal sheets and stones to provide some privacy. With a population of 10,000 Neirab is the largest official camp in Syria, where the UN Relief and Works Agency (UNRWA) provides education, health, relief and social services. Residents are forced to live in increasingly over-crowded, unhealthy and unsafe housing. Poor construction of the barracks means scorching temperatures in summer and freezing conditions in winter.

Water seeps through leaks and holes in the roofs and the shelters become infested with rodents and insects.

Families of up to seven share spaces the size of a large walk-in cupboard, with no windows, little light or ventilation and mattresses stacked against the wall to quickly transform living and dining areas into a bedroom for the entire family. The cramped space and lack of privacy make for poor physical and psychosocial health. It is difficult for students to concentrate on their studies, with many doing homework on the floor in a tiny corner of the room. Poverty and the lack of privacy also raise tension among neighbours. The camp streets – often

too narrow to unfold even a small umbrella during rain – are the only place for children to play. The majority of the adult male refugees living in Neirab camp are casual labourers, while some work informally as street vendors. The average monthly income of US\$60 leaves families few resources beyond the most immediate needs, let alone for improved housing.

UNRWA has embarked on an initiative to achieve a sustainable improvement in the living conditions of refugees in Neirab which may serve as a model for future such projects elsewhere. A detailed feasibility study, funded by the Swiss government, concluded that a solution to the housing problem would necessitate reducing the overall population density in Neirab – currently 90 persons per 1,000 m<sup>2</sup>. Housing conditions in the barracks area in Neirab camp could only be significantly improved by moving people up



– into multi-storey housing – or out of the camp, since there is no land in or adjacent to Neirab camp that is available for its expansion. UNRWA decided on doing both: building new housing units in Ein el Tal, some 20 kilometres from Neirab, and then two- and three-storey housing to replace the barracks in Neirab. Ein el Tal offers open space, fresh air and good health and education facilities. It has a land area almost three times the size of Neirab camp and a much smaller population.

### Integrated urban development

UNRWA has approached the project as an integrated urban development plan, addressing the health, housing, education and socio-economic needs of the refugee community. Initiatives include the use of information and communication technology, sports facilities, a pilot community banking and housing loan scheme and the development of areas in both Neirab and Ein el Tal for stores and workshops. The Agency is also carrying out poverty and gender studies on the communities who stand to benefit from the project. The total cost of implementing the project is expected to be in the range of US\$28-30 million, a quarter of which is being provided via inputs from the Syrian government and from the refugee families. The Ein el Tal phase of the project is fully funded with contributions from Canada, Switzerland and the USA. UNRWA is now seeking up to \$13 million for the implementation of the second phase: the reconstruction of the approximately 1,000 remaining shelters in Neirab camp, together with related utility and social infrastructure.

The new dwellings are in light stone, with two, three or four rooms, depending on the family size. While UNRWA was in charge of constructing the houses, the refugees themselves carried out the finishing work with the help of UNRWA. The standard for the dwellings is based on UNRWA's long-standing norms for families in special hardship. The families moving to Ein el Tal are among the most disadvantaged of the 417,000 refugees registered with UNRWA in Syria. Many qualify for special hardship assistance, includ-

ing food rations, to provide for their most basic needs.

Ein el Tal does not at present have a sewage disposal network and, because of poor roads, most public transportation currently does not enter the camp. The new residential area will also need a piped water supply. UNRWA therefore engaged a local consultant to carry out a survey of needs and to undertake a detailed design for utility networks, roads and pathways. The development plan for Ein el Tal also includes landscaping of communal areas and the development, where necessary, of communal facilities, including expansion of the UNRWA-sponsored community centre to include a children's playground.

From the outset, UNRWA has actively engaged the residents of Neirab camp in planning and development. A detailed physical and socio-economic survey of the residents of Neirab camp in 2000 provided one of the first opportunities in decades to carry out a detailed house-to-house study of an entire refugee camp in Syria. Representative residents' committees from the two camps have been formed to further advise on the planning and implementation of the project.

The project has received extensive media interest from both the local and international press. The Swiss government commissioned and financed a promotional video, which is freely distributed to donors and the media upon request. The film, which profiles several families living inside the barracks area in Neirab, has been instrumental in raising donor and media interest in the project.

Mohammed Abu Hmeid, 37, was born and raised in Neirab and spent his childhood in a two-room shelter with a dozen family members. As a young man he took a job as a concrete worker and made enough money to buy the embroidery machine he and his wife now use for their small business. Mohammed and his wife were among the first 28 families to move to Ein el Tal. "Living in Neirab

was very difficult. There is no privacy." The couple want something better for their six-year-old daughter. "I want her to study and I want her to have a sibling", he said, noting that their old shelter was too small for the expansion of their family. Mohammed is now looking forward to embarking on a new chapter in his life. "Every new beginning has its difficulties," said Mohammed. "But at least in Ein el Tal, if you open the door you will see the sky."

The Syrian government and the authorities of the Aleppo governorate have played an important role in providing infrastructure in Ein el Tal and land valued at US\$ 3.3 million. Aleppo has extended the main municipal sewerage network to the camp entrance, asphalted main roads leading to the camp and extended water, electricity and street-lighting to the area of the new housing. In Neirab camp the Aleppo governorate has implemented upgrading of the electricity, telephone, water and road networks.

The Syrian government has fully supported the Neirab Rehabilitation Project without jeopardising the right of the refugees to return to Palestine or receive compensation for losses, as provided for in UN General Assembly resolution 194. The government of Lebanon, which has taken a restrictive attitude towards plans to improve the equally atrocious camp living conditions faced by Palestine refugees, should take note.

**Lex Takkenberg is the Director of UNRWA Affairs, Syria, and Hala Mukhles is UNRWA's Public Information Officer in Syria.**  
Emails: [ltakkenberg@unrwa.org](mailto:ltakkenberg@unrwa.org); [h.mukhles@unrwa.org](mailto:h.mukhles@unrwa.org)

For further information about the project, see: [www.un.org/unrwa/programmes/projects/nairab-eng.pdf](http://www.un.org/unrwa/programmes/projects/nairab-eng.pdf)

# The Collaborative Response

by Marc Vincent and Simon Bagshaw

*UN agencies and other humanitarian organisations recently reiterated their commitment to the collaborative response and have been developing practical tools to assist its implementation.*

**I**DPs, unlike refugees, are not represented by a single UN agency. The option of creating an agency solely dedicated to the protection, assistance and recovery needs of IDPs has often been debated. However, given the sheer magnitude, scope and nature of internal displacement (some 25 million in 52 countries), it has been recognised that an effective and comprehensive response to their needs is beyond the capacity of any single UN agency.

The UN has therefore opted for a collaborative response. This involves a broad range of UN and non-UN, governmental and non-governmental actors working – within their individual mandates and using their particular expertise – in a transparent and co-operative manner to respond to the needs of IDPs.

The collaborative response requires:

- effective leadership and the field presence of actors with the necessary expertise, capacity and resources to respond to the different needs of the displaced
- structures in place to ensure effective communication and transparent decision making
- adequate resources to guarantee a comprehensive response (emergency as well as longer-term solutions and recovery needs), avoiding gaps and overlaps, and providing clear lines of responsibility and accountability
- consideration of the broader humanitarian context and the need to respond to the protection and assistance needs of other vulnerable individuals, groups and communities.

In 2003, two initiatives undertaken by the Internal Displacement Unit (now re-named the Inter-Agency Internal Displacement Division) – the Protection Survey<sup>1</sup> and the Response Matrix – found significant problems

in the implementation of the collaborative response.<sup>2</sup>

They identified the need for increased accountability among the UN's Humanitarian and Resident Coordinators (HCs and/or RCs) who are charged with the overall coordination of the UN's response to crises of internal displacement, as well as among the different operational agencies involved. The approach of country teams to assessment and strategy making needed to be im-

proved, and the decision-making process within country teams leading to a division of labour needed to be made more transparent and predictable.

In response, a set of practical tools has been developed to address these problems.

## IASC Policy Package

Specifically, the Inter-Agency Internal Displacement Division and the Senior Network on Internal Displacement developed the IASC Policy Package, which was endorsed by the IASC Working Group in September 2004.<sup>3</sup> It comprises the following elements:

*IDPs in internment camp, Gihogazi area, Burundi.*



- a revised and updated Guidance Note to Humanitarian and Resident Coordinators and Country Teams, outlining the roles and responsibilities of different headquarters and field-based actors
- a one-page, step-by-step Procedural Roadmap on implementing the collaborative response
- a Strategy Checklist to help the HC and/or RC and Country Team develop an Action Plan to respond to the protection and assistance needs of IDPs
- an Activities List outlining the potential roles/tasks of different UN and non-UN actors during a given phase of the displacement crisis
- guidance on the nature and meaning of protection for IDPs
- an overview of the different types of capacity building and training, strategy development and advocacy support available to HCs and/or RCs and Country Teams from the Internal Displacement Division, the Norwegian Refugee Council/Global IDP Project, and the Representative of the Secretary-General on the Human Rights of IDPs.

### *effective implementation is key*

An important feature of the Policy Package is the emphasis placed on protection of IDPs. The Guidance Note underlines the fact that the protection of IDPs must be of concern to all UN agencies and that all humanitarian and development agencies have a responsibility to assess and analyse IDP needs and to act when their rights are violated.

The Strategy Checklist aims to ensure that protection issues are taken into account in the Action Plan, including by ensuring that the Plan provides for the establishment of a system for monitoring and reporting on human rights and humanitarian law. This should provide the basis for advocacy efforts, both within the country and by external actors such as the Emergency Relief Coordinator (ERC) and the Representative of the Secretary-General on the Human Rights of IDPs.

### **Implementation**

As with all policy, effective implementation is key. The Policy Package has been sent by the ERC to all HCs and/or RCs with a request that they

convene a meeting of the County Team to discuss the package and its implementation in their particular country. All Country Teams in countries experiencing internal displacement should have in place a comprehensive strategic action plan for meeting the protection and assistance needs of the internally displaced. If this is not yet the case, or if a new displacement situation develops or changes significantly, the steps outlined in the roadmap should be followed in a timely manner.

The ERC also shared the Policy Package with the IASC Principals – the executive heads of the various UN and other major human rights, humanitarian and development agencies – and requested that they disseminate it as widely as possible within their respective organisations and ensure that its key aspects are incorporated into relevant policy documents, training materials and activities.

The Internal Displacement Division is planning a series of regional workshops on the Policy Package for OCHA Heads of Field Offices in order to support HCs and/or RCs with its implementation. The Division will also ensure that key elements of the package are integrated into a forthcoming training programme for HCs being organised by OCHA.

The Division will also directly promote and facilitate the implementation of the policy package at the field level. During its mission to Liberia in October 2004, for example, the Division assisted the country team in

developing an action plan for the return and reintegration of IDPs. Similar initiatives will be pursued in the Division's other priority countries as required.

### **Making it happen**

The Policy Package represents more than just a clarification of the process for implementing the collaborative response. Its development was characterised by a level of cooperation and understanding among the different UN and non-UN actors involved that reflects a genuine commitment to making the collaborative response work and to ensuring a more effective and timely response to meeting the protection and assistance needs of IDPs. The challenge now is to ensure that this commitment translates into reality on the ground.

**Marc Vincent is acting Chief and Simon Bagshaw a Protection Officer in the Protection and Policy Section, Inter-Agency Internal Displacement Division, Office for Coordination of Humanitarian Affairs (OCHA), Geneva. ([www.reliefweb.int/idp](http://www.reliefweb.int/idp)). Emails: [vincentm@un.org](mailto:vincentm@un.org); [bagshaw@un.org](mailto:bagshaw@un.org)**

1. In collaboration with the Brookings-SAIS Project on Internal Displacement.
2. The report of the *Protection Survey* was published by the Brookings-SAIS Project (now known as the Brookings-Bern Project) in November 2004 under the title *Protect or Neglect? Towards a More Effective United Nations Approach to the Protection of Internally Displaced Persons* (see p63). The report is available on-line at [www.brookings.edu/fp/projects/idp/protection\\_survey.htm](http://www.brookings.edu/fp/projects/idp/protection_survey.htm) The report of the *Response Matrix* is available on the website of the Division at [www.reliefweb.int/idp/docs/references/IDPMatrixPre10Oct03.pdf](http://www.reliefweb.int/idp/docs/references/IDPMatrixPre10Oct03.pdf)
3. Available at the Division's website: [www.reliefweb.int/idp/docs/references/Policypack31104.pdf](http://www.reliefweb.int/idp/docs/references/Policypack31104.pdf)

*Makeshift IDP encampment, West Darfur*



# update

UNHCR/Jesuit Refugee Service

## Bulldozing Gaza

25,000 Palestinians have been made homeless by Israeli house demolitions in the past four years. Peter Hansen, Commissioner-General of the UN Relief and Works Agency (UNRWA), has written: "very few of the demolitions target the families of suicide bombers or of those wanted by Israel. Instead the victims are simply people living in the wrong place at the wrong time ... tanks and bulldozers come in the night. Instructions to evacuate are shouted through loudhailers and families grab what meagre possessions they can before their world comes crashing down. This is repeated over and over again, night after night, with an appalling regularity ... Schools in Gaza are facing a tidal wave of traumatised children, many of whom have been roused from their beds by the bulldozers or lie awake, fearful that their home will be next. UNRWA now provides trauma counselling in each of its 169 schools for these innocent victims of the intifada."

Israel's primary weapon of house destruction is the 64-ton D9 armoured bulldozer, provided to Israel under the US Foreign Military Sales Program by the heavy equipment company, Caterpillar Inc. Human Rights Watch argues that Caterpillar is complicit in human rights abuses. The Californian-based Jewish Voice for Peace has filed a shareholder resolution urging Caterpillar to respect its own corporate code of conduct and suspend sales of the D9.

Over 2.2 million people in the West Bank and Gaza are now surviving on less than \$2 per person per day. UNRWA provides for the basic needs of half the population and runs the largest humanitarian operation in the Middle East. In November 2004 UNRWA launched a \$185.8 funding appeal. \$67.7m is sought for emergency reconstruction. UNRWA has struggled to keep pace with the rate of demolitions and has so far rehoused just over 1,100 families.

*UNRWA's emergency appeal is at: [www.un.org/unrwa](http://www.un.org/unrwa). Human Rights*

*Watch reports on demolitions at: [www.hrw.org/reports/2004/rafah1004](http://www.hrw.org/reports/2004/rafah1004). For information about the Stop Caterpillar campaign see: [www.jewishvoiceforpeace.org](http://www.jewishvoiceforpeace.org) and [www.catdestroyshomes.org](http://www.catdestroyshomes.org)*

## Scourge of child soldiering continues

The Coalition to Stop the Use of Child Soldiers has published a major report on child recruitment legislation, policy and practice in 196 countries. It shows that the use of soldiers under 18 years of age by official government armed forces has declined since 2001. The end of conflict in Afghanistan, Angola and Sierra Leone resulted in the demobilisation of more than 40,000 children. However, up to 30,000 more were drawn into new conflicts in Côte d'Ivoire and Liberia. In Colombia opposition groups and army-backed militia have increased child recruitment. The Tamil Tigers have taken advantage of the ceasefire in Sri Lanka to refill their ranks with abducted children. In northern Uganda seizure of children by the Lord's Resistance Army has spread panic.

Some governments which, under pressure, have stopped directly recruiting children continue to covertly back paramilitary groups and militias which do so. At least six governments which claim to have ended child recruitment continue to deploy children to gather intelligence, directly exposing them to the hazards of war or to violent reprisals. Many states ruthlessly target children suspected of membership of armed opposition groups. They have reportedly been tortured to extract information in Israel, sentenced to death in the Democratic Republic of Congo, killed during 'clean up' operations in Burundi, Indonesia and Nepal and 'disappeared' by Russian forces in Chechnya.

The Optional Protocol to the UN Convention on the Rights of the Child, setting 18 as the minimum age for direct participation in hostilities and compulsory recruitment by govern-

ments, has now been signed by 116 states. However, at least 60 governments - including Australia, Austria, Germany, the Netherlands, the UK and the USA - continue to legally recruit children aged 16 and 17. Governments which use children for front-line combat include Burundi, Democratic Republic of Congo, Myanmar, Sudan and the USA.

The Coalition calls for sustained long-term investment in disarmament, demobilisation and reintegration (DDR) programmes. More must be done to ensure ex-girl soldiers are included in DDR schemes - particularly young women stigmatised by their home communities as a result of exposure to sexual violence. The UN Security Council must not only 'name and shame' those who use child soldiers but take determined action - ICC prosecutions, suspension of military assistance, travel restrictions and asset freezing.

In her preface, Graça Machel commends action taken in the decade since she was asked to produce a report for the UN Secretary-General on the impact of armed conflict on children. She notes, however, that it is not enough to get children out of conflict and back to their families and communities. Western governments and corporations have a moral responsibility to stop providing weapons to those who are known to recruit children.

*Child Soldiers Global Report 2004 is online at: [www.child-soldiers.org/resources/global-reports](http://www.child-soldiers.org/resources/global-reports)*

## Colombian refugees marginalised

The Jesuit Refugee Service (JRS) has drawn attention to the plight of Colombian refugees in Ecuador and measures taken by the Venezuelan authorities to block entry to those fleeing intensifying violence in Colombia.

There has been a substantial increase in the flow of refugees



entering Ecuador. According to the Ecuadorian Immigration Police over 375,000 Colombians entered Ecuador between 2000 and 2003. Human rights organisations estimate that there may be an additional 250,000 undocumented Colombians living in Ecuador. Due to misinformation and fear of reprisals from armed groups, few apply for asylum. Of the 27,000 Colombians who have done so, only 28% have been recognised as refugees. Denied protection, Colombians in Ecuador's urban slums are forced to compete with locals for jobs and access to health, education, electricity and water services. They suffer discrimination and xenophobia just for being Colombian.

Their situation has been worsened by new regulations. Colombians wishing to enter Ecuador are now required to present a judicial document proving they do not have a criminal record. Those who apply for asylum must produce a validated identity document. JRS points out this is not only an unrealistic requirement for somebody fleeing for their life but is also a contravention of the international convention relating to the status of refugees and the 1984 Cartagena Declaration. While the Ecuadorian government demands that Ecuadorians be treated fairly and in line with international human rights law in the US and Europe, it denies these rights to Colombians in Ecuador.

*The JRS report is available (in Spanish) at [www.ildis.org.ec/migracion5.pdf](http://www.ildis.org.ec/migracion5.pdf)*

### Resolution on mobile indigenous peoples ratified

Resolution 068 on Mobile Peoples and Conservation was ratified by the 3<sup>rd</sup> World Conservation Congress in Bangkok, November 2004.

The Resolution recognises for the first time that mobility has been a highly effective component of community strategies for conservation of wild and domestic biodiversity, promotion of environmental integ-

rity and sustainable use of natural resources. It also notes that policies of mobility restriction and sedentarisation deprive mobile indigenous peoples of cultural identity and access to, and capacity to manage, natural resources, and have frequently led to destitution and abject poverty.

Resolution 068 'notes' the Dana Declaration on Mobile Peoples and Conservation, the outcome of an Oxford-led initiative to increase collaboration between social and natural scientists, conservation practitioners and policy makers ([www.danadeclaration.org](http://www.danadeclaration.org)). The Standing Committee of the Dana Declaration sponsored the participation at the Congress of mobile indigenous peoples' representatives from Jordan, Syria, Namibia, Tanzania and Iran.

A programme of support to the World Alliance of Mobile Indigenous Peoples (WAMIP) is now being developed to ensure that the new Resolution is translated into practice.

*Draft of Resolution 068 is at [www.iucn.org/congress/members/submitted\\_motions.htm](http://www.iucn.org/congress/members/submitted_motions.htm) For further details, contact Dr Dawn Chatty of the RSC at [dawn.chatty@qeh.ox.ac.uk](mailto:dawn.chatty@qeh.ox.ac.uk)*

### FMR Editorial Advisory Board

Although the EAB members' institutional affiliations are listed below, they serve in an individual capacity and do not necessarily represent their institutions

**Stephen Castles**  
Refugee Studies Centre

**B S Chimni**  
Jawaharlal Nehru University

**Mark Cutts**  
OCHA Inter-Agency Internal Displacement Division

**Jens Eschenbacher**  
Global IDP Project

**Kemlin Furley**  
UNHCR

**Jeremy Stickings**  
DFID

**Erin Mooney**  
Brookings-Bern Project on Internal Displacement

**Toby Porter**  
Save the Children UK

**Nick Roseveare**  
Oxfam GB

**Bonaventure Rutinwa**  
University of Dar es Salaam

**Dan Seymour**  
UNICEF

**Kine Brodtkorb**  
Norwegian Refugee Council

**Richard Williams**  
ECRE

### RSC International Summer School in Forced Migration 4-22 July 2005

This three-week residential course offers an intensive, interdisciplinary and participative approach to the study of forced migration. It aims to enable people working with refugees and other forced migrants to reflect critically on the forces and institutions that dominate the world of the displaced. Designed for experienced practitioners involved with assistance and policy making for forced migrants, and graduate researchers intending to specialise in the study of forced migration. Combines Oxford University's academic excellence with the Open University's

interactive method of study. Includes lectures and seminars by international experts, small-group work, case studies, exercises, simulations and individual study.

The course is held at Wadham College in the heart of Oxford. Course fees: £2,400 (incl. accommodation, breakfast and weekday lunches, tuition fees, course materials, social activities). Some sponsorship available.

*Contact the International Summer School Administrator at the RSC (address p62). Tel: +44 (0)1865 270723 Email: [summer.school@qeh.ox.ac.uk](mailto:summer.school@qeh.ox.ac.uk)*



# Education programme models

Education is one of the Norwegian Refugee Council's four core areas of activities. A range of programmes has been developed to meet the varying needs of refugee and IDP children in different countries. The constant challenge is how to help secure completion of schooling for the individuals and sustainability for the programme.

## Bridge to formal schools

In 1999, after discussions with UNICEF and the Ministry of Education in Sierra Leone, NRC decided to give priority to 10- to 13-year-olds who had lost out on schooling either totally or in part. Governments and NGOs tend to start schools for younger age groups but older children are more vulnerable to recruitment or abduction to armed service, increasingly in demand at home, and have little interest in being in class with younger children. A 'catch-up' programme of eight months was therefore developed to provide an intensive learning opportunity to enable children to enter the third grade in mainstream schools.<sup>1</sup> Similar programmes are being used in Angola, Burundi and DRC.<sup>2</sup>

## Youth Pack

Another seriously under-served age group is illiterate youth aged 14 to 18, or older. They are at an even more critical stage, some growing into adult illiteracy, some choosing violence and crime for lack of a positive alternative, and yet others trying to return to a normal life after involvement in armed groups.

A one-year Youth Pack programme – providing literacy, life skills and skills training – was developed and piloted in Sierra Leone in 2003.<sup>3</sup> This provides youth with a minimum of important knowledge and skills to improve their quality of life and chances of getting a job. It does not meet the overarching objective of helping children to complete their

primary schooling but is a realistic, relevant alternative for many war-affected youth. In future, academically-interested learners may be able to opt for primary school subjects instead of skills training.

## Accelerated Learning Programme

In catch-up schemes, attendance and performance tend to be fairly good: schooling is free and the learning environment inviting. However, we have only limited knowledge of how many children continue in school, for how long, and how many actually complete their primary education. General statistics show encouraging numbers of children enrolling in first grade, with a reasonably good gender balance, but numbers plummet towards fourth and fifth grades, with a high number of drop-outs and greater gender imbalance.

For these reasons NRC decided to take a closer look at the issue of providing the longer-term Accelerated Learning Programme (ALP), where appropriate/feasible. An ALP is often defined as a three-year programme compressing six years of primary schooling; it aims to enable older children/adolescents to complete their basic education and obtain educational qualifications in a relatively short period of time. There are no fees and the methods and teachers are likely to be consistent throughout the programme.

The Sierra Leone model – CREPS (Complementary Rapid Education for Primary Schools) – was developed by UNICEF and the Ministry of Education. NRC helped implement the programme in three provinces, involving over 5,000 children. The content focuses on literacy and numeracy; religious, moral and values education; peace and human rights education; physical and health

education (including nutrition, HIV/AIDS); environmental education; and culture and traditions. The teacher training element focuses on learner-centred and participatory methodology; understanding children with traumatic experiences; teacher ethics and behaviour; creation of conducive learning environment; and communication and cooperation with parents and community.

The dilemma for a short- to medium-term humanitarian organisations may be the dependence on annual funding from main donors, combined with a three-year commitment. By ensuring that partners and target groups are aware of the conditions, however, organisations should be able to take on the ALP challenge. ALPs are a stop-gap measure and are not viable as a permanent or development education mechanism.

*numbers plummet towards fourth and fifth grades*

NRC guidelines for planning an ALP will include the following requirements:

- reasonable certainty of financial support over some years
- understanding by the country's education authorities of the programme's limitations and the need for their support and gradual take-over
- local community understanding of the programme's risks and limitations and the need for their support
- identification of donors with a two- to three-year perspective
- identification of NGOs willing to enter into partnership from the beginning or at an agreed point in time.

1. The Rapid Response Education Programme (RREP), developed by the Ministry of Education, UNICEF and NRC in Sierra Leone, now used in Liberia.

2. The TEP – Teacher Emergency Package, a UNESCO-PEER concept – was translated, extended and adapted for each country.

3. See FMR20, p50: [www.fmreview.org/FMRpdfs/FMR20/FMR20nrc.pdf](http://www.fmreview.org/FMRpdfs/FMR20/FMR20nrc.pdf)



Global IDP  
PROJECT

# Trapped in displacement

A report from the Norwegian Refugee Council's Global IDP Project has found that over three million victims of armed conflict and human rights violations in member states of the Organisation for Security and Cooperation in Europe (OSCE) are unable to return home. Thirteen of the 55 OSCE countries remain affected by internal displacement. Most live as second-class citizens on the margins of society with little or no access to adequate housing, education, jobs or healthcare.

Exact figures are hard to determine, and are often contested, but it is clear that Turkey, with an estimated one million people, has Europe's largest IDP population. Other countries with significant numbers of uprooted people include Azerbaijan (575,000), the Russian Federation (360,000), Bosnia-Herzegovina (320,000), Georgia (260,000), Serbia and Montenegro (250,000) and Cyprus (210,000).

## *IDPs still face restrictions and obstacles*

Europe's IDP population has not been decreasing significantly. The continued failure to resolve the region's 'frozen' conflicts (including in Azerbaijan, Georgia and Cyprus) and major set-backs such as the new wave of violence and displacement in Kosovo in March 2004 are among the main obstacles to more significant return movements. But even where return is possible, conditions in return areas are often not conducive for IDPs to re-establish their lives in safety and dignity. Lack of security, discrimination, difficulties in repossessing property, dilapidated infrastructures and limited economic opportunities are all factors still preventing IDPs from returning to their towns and villages in several countries, including Bosnia-Herzegovina, Serbia and Montenegro and Turkey.

### **Slow progress?**

In situations where return is not (yet) possible or where the displaced choose not to return, there has been

slow progress in providing IDPs with adequate legal status and sufficient assistance to temporarily or permanently integrate in their host communities or elsewhere in the country. In several countries, IDPs still face restrictions and obstacles relating to their freedom of movement and access to documentation, employment and public services.

In a number of countries, governments have long been reluctant to normalise the situation of IDPs in an attempt to support their claims on breakaway territories. In Azerbaijan, Georgia and Serbia and Montenegro, but also in the Russian Federation, IDPs have lived under conditions of legal discrimination which cannot be explained only by the limited budget capacity of the governments. Discriminatory laws and practices affecting IDPs' voting rights, access to public services or freedom of movement should be brought into line with international standards, the report says.

The Global IDP Project is particularly concerned that the authorities in the Russian Federation continue to pressure IDPs into prematurely returning from Ingushetia to Chechnya despite ongoing insecurity. The report acknowledges steps made by the Turkish government towards addressing internal displacement but calls for a stronger commitment to collaborate with the international community and remove obstacles for return.

The Global IDP Project report provides a brief overview of the size and scope of the crisis of internal displacement in each of the 13 states and contains recommendations to the national authorities and/or the *de facto* authorities. The recommendations underscore the responsibility of national authorities with regard to the provision of protection and assistance to IDPs within their jurisdiction, as highlighted in Guiding Principle 31 of the Guiding Principles on Internal Displacement. These recommendations aim at supporting state authorities in fulfilling their

responsibility towards their citizens and thus better meeting their obligations as sovereign states.

The Global IDP Project realises that durable solutions to the plight of internal displacement also depend on political factors which are often beyond the control of the state concerned. Nevertheless, the report calls upon all state parties directly involved in unsolved conflicts and displacement crises to remove all causes of displacement and other obstacles to the return of IDPs. "But where return is not yet possible or not wished by those affected", says Raymond Johansen, NRC's Secretary General, "states must do more to ensure that the displaced can freely settle and integrate elsewhere in the country, without being subjected to discrimination or other restrictions of their rights."

**Trapped in displacement: internally displaced people in the OSCE area, Nov 2004, is online at [www.idp-project.org/publications/osce\\_report.pdf](http://www.idp-project.org/publications/osce_report.pdf). For more information, contact the report's editor, Jens-Hagen Eschenbächer. Email: [Eschenbaecher@nrc.ch](mailto:Eschenbaecher@nrc.ch).**

The Norwegian Refugee Council (NRC) works to provide assistance and protection to refugees and displaced people in Africa, Asia, Europe and the Americas. NRC was founded in 1946 in Oslo.

[www.nrc.no/engindex.htm](http://www.nrc.no/engindex.htm)

The Global IDP Project is part of NRC and is an international non-profit organisation that monitors internal displacement caused by conflicts. The IDP Database provides public information about internal displacement in 50 countries.

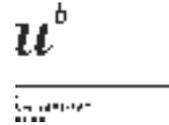
[www.idpproject.org](http://www.idpproject.org)

The Global IDP Project  
7-9, Chemin de Balexert  
1219 Chatelaine, Geneva.  
Switzerland

Tel: +41 22 799 0700  
Fax: +41 22 799 0701  
Email: [idpproject@nrc.ch](mailto:idpproject@nrc.ch)



## Brookings Institution-University of Bern Project on Internal Displacement



# Education for IDPs: poor marks

by Erin Mooney and Colleen French

**A**mong the barriers to education that IDP children frequently face are<sup>1</sup>:

- **Lack of infrastructure:** In situations of conflict-induced displacement, schools have often been destroyed or damaged and school premises (and teachers) singled out for attack. In IDP camps and settlements schools tend to be makeshift and only offer primary education. Many of the schools established – often by IDPs – lack blackboards and even roofs.
- **Safety:** Going to school may entail crossing minefields or military roadblocks. In Afghanistan, threats of sexual violence *en route* to school kept many IDP girls at home.
- **Loss of documentation:** Displacement often results in the loss or confiscation of identity documents. Without documentation, IDP children may be unable to enrol in school. Getting replacement documents is often very difficult and dangerous, requiring IDPs to return to their area of origin, even if the area remains unsafe.
- **Language barriers:** Displacement disproportionately affects minorities and indigenous groups, who may not speak the local language of instruction. In Peru, Quechua-speaking IDP students – particularly girls – were unable to understand or communicate with their Spanish-speaking teachers, resulting in higher levels of non-attendance and female illiteracy.
- **Discrimination:** Frequently, IDPs suffer discrimination as a result of their ethnicity or even the mere fact of being an IDP. Indigenous and minority IDP students have been turned away even before entering classrooms. Discrimination also exists within school walls. In Colombia, an IDP boy was told by his teacher: “no wonder you are so stupid – you are a displaced.” Discrimination may also take the form of segregated schools established for IDPs, as in Georgia.

- **School fees:** Although primary education is supposed to be free, informal levying of school fees often occurs. In Colombia, the UN Special Rapporteur on the right to education reported that IDP families were forced to choose between eating or sending their children to school.
- **Material requirements:** Pencils, stationery and uniforms must be paid for – costs that IDP families with destroyed livelihoods have great difficulty meeting. In Azerbaijan and Tajikistan an inability to also contribute wood for school heating in winter kept a number of IDPs out of the classroom.
- **Economic responsibilities:** IDP children often miss school because their labour is needed at home or to generate household income. Post-primary dropout rates are particularly high for IDP girls burdened by domestic, child-care and/or agricultural responsibilities. Family poverty drives many IDP girls out of school and into early marriage, prostitution and trafficking.
- systematically ensuring provisional educational services, such as ‘school in a box’ kits
- organising escorts to accompany IDP children walking to and from school
- issuing IDPs with temporary documentation so they can register for school
- ensuring IDPs have access to education in a language they understand
- encouraging school enrolment through feeding programmes and other incentives
- taking special measures, including the provision of clothing and sanitary materials, and the hiring of female teachers, to support the participation of displaced girls
- providing alternative schooling or skills training programmes for IDP children and adolescents whose household or economic obligations impede school attendance.

It is critical to introduce these and other such measures at the earliest stages of emergencies to minimise educational disruption and maximise the potential protection and support that school can offer.

*Erin Mooney is Deputy Director, Brookings-Bern Project. Email: [emooney@brookings.edu](mailto:emooney@brookings.edu). Colleen French was a Brookings-SAIS Research Intern in 2004. Email: [colleen\\_french@hotmail.com](mailto:colleen_french@hotmail.com).*

In addition, the *Global Survey on Education in Emergencies* [see p7] has found that under-funding of educational services is particularly acute for IDPs and that their education also suffers from the lack of a systematic international response to internal displacement.

Overcoming these barriers is essential not only for IDP children’s development. Going to school also provides a degree of stability and normalcy for children whose lives have been traumatised by displacement. Schooling can help protect IDP youth against threats of military recruitment, sexual violence and exploitation and provide opportunities for conveying life-saving information about landmines and HIV/AIDS.

Steps that should be taken to improve IDPs’ access to education include:

On 1 January 2005 the Project became the Brookings Institution-University of Bern Project on Internal Displacement in a new partnership with the University of Bern. It is co-directed by Roberta Cohen and Walter Kälin, the UN Secretary-General’s newly appointed Representative of the Human Rights of Internally Displaced Persons.

1. See Erin Mooney and Colleen French ‘Barriers and Bridges: Access to Education for Internally Displaced Children’, online at: [www.brook.edu/fp/projects/idp/idp.htm](http://www.brook.edu/fp/projects/idp/idp.htm)



**UNHCR**  
The UN Refugee Agency

# Innovative Strategic Partnerships in Refugee Education (INSPIRE)

UNHCR regards education as a basic human right, a tool for protection, a key pillar of humanitarian assistance and an international commitment under the Millennium Development Goals. Our Education Field Guidelines, published in February 2003, set out our commitment to "safeguarding the right of refugees to education and implementing the six goals of Education For All which include free access to primary education, equitable access to appropriate learning for youth and adults, adult literacy, gender equity and quality education".

We realise that much has to be done – by UNHCR and our partners – to make a reality of this pledge. In 2002-03 our statistics suggest that only a million of the 1.9 million camp-based refugee children of school age were enrolled in education programmes – while rates for urban refugees, most of whom are unregistered, are considerably lower. Half of the registered refugee children receiving schooling under UNHCR auspices are in the four lowest grades and only 12% in the four highest grades. Refugee girls account for 46% of enrolments but are more concentrated in the lower grades. More than 80% of students surveyed in 66 selected camp locations do not have access to an adequate number of teachers. Only 60% of the teachers are properly qualified.

In order to mobilise resources, strengthen networking capacity, promote gender parity and find – and share the burden for – solutions to address gaps in education opportunities for refugees, UNHCR and our major operational partners working in education<sup>1</sup> launched the Education Forum/INSPIRE initiative in December 2003.

Consultation with the network has been coordinated by UNHCR's Education Unit. Information materials have

been developed and disseminated. Missions have visited Pakistan, Kenya, Uganda and Ghana to mobilise partner support and to launch local INSPIRE Reference Groups.

UNHCR has provided funding for three sub-regional workshops in Africa and Asia to discuss education needs and partnerships in the context of on-going and/or planned repatriation operations for Afghan, Sudanese and Liberian refugees. Initial meetings have taken place in Accra and Nairobi and recommendations are being followed up by the UNHCR Regional Support Hubs located in both cities. Further meetings are planned for Kabul, Afghanistan and Bogota, Colombia. In Liberia and Sudan education planning for repatriation and reintegration is at an advanced stage including a number of proposals for joint action. EQUIPs (Education Quick Impact Projects) have been developed and funding obtained for piloting. In each country a 'lead agency' had been selected to coordinate INSPIRE activities.

It is hoped that the momentum established by INSPIRE will:

- help meet the recognised need to improve strategic and integrated planning with NGOs, government,

UN agencies and local partners

- analyse successful national coordinating structures bringing together all education stakeholders and suggest how to replicate them elsewhere
- address the current lack of systematic and shared data collection mechanisms and procedures for documenting, sharing and building on good practices
- enable more effective lobbying of governments to assume their responsibilities to facilitate education for refugee children, whether they are host countries or countries receiving returnees
- ensure that all partners and stakeholders are involved in the development of the Country Operations Plan (COP) in order to guarantee a systematic, common statement of intent in the Consolidated Appeal Process (CAP).

*For more information, contact Nemia Temporal and/or Juergen Wintermeier, Education Forum Secretariat, UNHCR Education Unit, 94 rue de Montbrillant, 1211 Geneva, Switzerland. Email: [temporal@unhcr.ch](mailto:temporal@unhcr.ch) and/or [wintermj@unhcr.ch](mailto:wintermj@unhcr.ch)*

<sup>1</sup> AfriCare, CARE, INEE, IRC, JRS, Lutheran World Federation, NRC, Refugee Education Trust, UNICEF, World Vision International and GTZ.



# Fritz Institute

## Logistics training: necessity or luxury?

by Anisya Thomas and Mitsuko Mizushima

*"I believe that creating specific and standard training modules geared towards humanitarian logistics will greatly enhance the quality of the programmes as well as promote a higher perception of a logistician's role in general. This consequently helps us achieve the overall goal of humanitarian aid."*

[a senior logistician]

**A**s we work with humanitarian logisticians around the world, a refrain that we hear over and over is that there is a lack of professionalisation of the logistics function. There are several reasons for this. A lack of recognition of logistics by programme staff and senior management in organisations means that logisticians are rarely included in the planning stages of a humanitarian response. Thus the voice of logisticians is absent, and programme staff are often oblivious of logistical costs and challenges. Since most funding is for direct relief, these infrastructure or support services receive minimal resources for development between operations. In the field, short-term contracts translate into very high turnover among logisticians, limiting institutional knowledge and learning. The cumulative result of all of these factors is that the function of logistics often remains isolated from finance, emergency response, information technology and management, leading to the sub-optimisation of operational efficiency and effectiveness.

### The benefits of professional logistics

In our conversations and convenings, we ask logisticians from global, national and regional organisations about their aspirations – for themselves and their function. It is not surprising that their response calls for a knowledge-based field with a clear career track, collaboration with peers across organisations and the ability to demonstrate the value of logistics with unambiguous measures and metrics that tie in with

organisational strategy. It is also clear to the community of logisticians with whom we collaborate that progressive training and, eventually, a standardised, externally-recognised certification programme are what is needed to create a marketplace of respected professionals able to meet the requirements of different organisations.

The benefits of a comprehensive, sector-specific logistics training and certification programme are numerous, including:

- cost-effective delivery and increased efficiency substantiated by reliable metrics
- improved communication and cooperation across agencies and with donors as a result of standardised catalogues, terminology and processes
- increased career mobility and job satisfaction for logisticians in the humanitarian sector
- a pool of trained logisticians whose skills have been externally verified, providing agencies and donors with greater hiring flexibility and options

### Step 1: Identifying scope and mechanics

At the 2004 Humanitarian Logistics Conference, the community of logisticians decided that they were interested in systematically exploring the path to a sector-wide training and certification programme. In response to this, Fritz Institute established an advisory committee on humanitarian logistics training and certification that included senior logistics representatives from the UN's World Food Programme, UNICEF, UNHCR, Oxfam UK, Médecins Sans Frontières Holland, Erasmus University and the private sector. This group resolved to understand existing training approaches available to humanitarian logisticians both within their

organisations and from external sources like universities and training institutes.

Since the sector does not even agree on a common definition of logistics, this was the first step. After significant deliberation and discussion, humanitarian logistics was preliminarily defined as "the process of planning, implementing and controlling the efficient, cost-effective flow and storage of goods and materials, as well as related information, from point of origin to point of consumption for the purpose of meeting the end beneficiary's requirements."

When asked about the tasks that fall under the broad umbrella of humanitarian logistics, over 80% of the respondents included the tasks of: preparedness, planning, procurement, transport, warehousing, tracking and tracing and customs clearance.

### Step 2: Surveying the field

Fritz Institute in conjunction with Erasmus University and APICS, a widely-recognised training and certification body for commercial logistics, conducted a survey of approximately 300 humanitarian logisticians at the field, regional and headquarters levels of major humanitarian organisations. The purpose was to identify the providers of logistics training in the humanitarian sector, explore whether any training programmes currently existed that covered all of the functions and list the training methods used in various organisations.

Respondents to the survey (30% response rate/92 respondents) represented a wide variety of organisations including: ADRA, American Red Cross, CRS, DFID, MSF (Holland and France), ICRC, IFRC, IMC, IRC, WFP, UNHCR and UNICEF. Approximately 50% of respondents worked at head-

quarters, 40% at regional level and 10% at field level.

Over 90% of the respondents indicated that they felt training was directly linked to performance on the job and that standardised training would be useful to the field. However, only 73% of the respondents had access to any logistics training with 27% indicating no such access. For those with access, training was most often provided by co-workers on the job or by in-house training staff. However, respondents noted that job training within organisations tended to be non-standardised, the content largely dependent on who the trainer happened to be.

Outside the sector, several institutes (e.g. Bioforce and University of Wisconsin) and universities (e.g. University of Geneva, Pennsylvania State University and Cranfield University) provide training in logistics and supply chain management for commercial needs. Although there are workshops to address specific needs, there is no organisation that provides comprehensive, systematic and standardised training in humanitarian logistics.

Particularly interesting were the responses to the open-ended question on perceived gaps in logistics training. It is clear that as a sector there is a longing for more systematic and standardised training. The majority of respondents felt that taking training a step further to the certification realm and setting community-wide skills standards would professionalise the field, provide quality assurance, facilitate consistency of service and be helpful in decision criteria for recruitment. Therefore it was not surprising that respondents were frustrated by factors such as lack of consistency in training, lack of ways to measure the effectiveness of training, lack of funding for training and lack of specific training in humanitarian logistics. Suggestions for improving existing training included collaboration with local universities, associations and training institutes.

### Step 3: Looking to the future

At the 2005 Humanitarian Logistics Conference to be held in Geneva in January, these results will be presented to the community of logisticians and possible next steps to the training and certification track will

be discussed. It is clear that humanitarian logisticians are serious about demonstrating the value of logistics to their senior management and programme staff and are looking for the vocabulary and tools to bridge this important divide. Effective logistics is vital for effective relief – and training will be critical to effective logistics.

*Anisya Thomas is Managing Director of Fritz Institute (email: Anisya.Thomas@fritzinstitute.org). Mitsuko Mizushima is Chief Logistics Officer, Fritz Institute (email: Mitsuko.Mizushima@fritzinstitute.org). www.fritzinstitute.org*

Fritz Institute brings private sector experts to enhance the performance of humanitarian organisations. These services are offered free of charge. For more information, please contact Anisya.Thomas@fritzinstitute.org.

*WFP all-terrain trucks stuck on road from El Obeid in central Sudan to el Fasher, capital of North Darfur.*



## Logistical challenges: WFP in Darfur & Chad

With over one million IDPs needing food aid in camps scattered across an area the size of France with minimal infrastructure, Darfur has always represented a tough logistics challenge for the World Food Programme (WFP). In recent months escalating violence has made it even more difficult. Large pockets of Darfur are closed to UN agencies as 'no-go' areas, making it impossible for food and other assistance to be provided. The situation is acute in the mountainous Jebel Marra area, where the three Darfur states meet, and in remote northern stretches of North Darfur. Meanwhile, the nutritional status of many IDPs and residents is cause for serious concern. A WFP-led food security and nutrition survey [www.wfp.org/index.asp?section=2] found that 22% of IDPs under the age of five were acutely malnourished and almost half of all families in the region did not have enough food to eat. As many as 2.5 million beneficiaries may need approximately 440,000 tons of food assistance next year. A poor harvest and locust swarms have further exacerbated the situation.

Refugees from the Darfur region continue to spill over the border into neighbouring Chad. The inhabitants of this barren, remote region have been remarkably willing to share their meagre, but dwindling, resources. In October WFP increased its appeal for the Chad operation to US\$61.4 million from US\$42.3 million, in part to increase its assistance to the local population. The new budget, extending the operation to June 2005, calls for assisting 250,000 people – 225,000 refugees and 25,000 local residents. Delivering food aid to a quarter of a million people anywhere in the world is challenging enough. Chad's poor roads, landlocked position and precarious security conditions make it all the tougher. Thanks to an agreement signed between WFP and the government of Libya, WFP is now able to deliver hundreds of extra tons of food per month to eastern Chad via Libya – involving a spectacular but grueling trek through the Libyan desert.

In October WFP added a second aircraft to its humanitarian air service in Chad. The two 18-seater planes travel from the capital, N'djamena, to several points in eastern Chad at least five times per week. The flight (free of charge to humanitarian personnel) of under two hours saves aid workers a 950-km drive on unpaved, treacherous roads that can take up to two days.

*For more information about WFP's operations in Darfur and Chad, see [www.wfp.org/crisis/darfur/](http://www.wfp.org/crisis/darfur/)*



[www.rsc.ox.ac.uk](http://www.rsc.ox.ac.uk)

Refugee Studies Centre  
Queen Elizabeth House  
21 St Giles, Oxford OX1 3LA, UK.  
Tel: +44 (0) 1865 270722  
Fax: +44 (0) 1865 270721  
Email: [rsc@qeh.ox.ac.uk](mailto:rsc@qeh.ox.ac.uk)

# Child protection: rhetoric and reality

by Jo Boyden

Since the pioneering work of Eglantyne Jebb, founder of Save the Children, young people have been at the forefront of humanitarian interventions. Jebb established fundamental principles: as an especially vulnerable social category children must be the first to receive relief, their welfare overrides all political considerations and they should be assisted without regard for nationality, belief or other distinction.

It is likely that Jebb was thinking about children as civilian victims of international conflicts. But today's reality is that large numbers of young people – both boys and girls – in middle childhood and teens are combatants in intra-state conflicts. Some are abducted and forced to bear arms, while others enlist voluntarily, whether through lack of viable alternatives, the search for excitement, a desire for revenge or political commitment.

Children may be inducted into military units through rites of passage that involve extreme brutality, including the torture, maiming or killing of relatives. Such practices are intended to ensure that children are outcast by their communities and families. Anecdotal evidence from several conflicts suggests that the young are more loyal to their leaders and more brutal than adult combatants. Their loyalty may be because of trickery, because children do not have the social power to resist commands or because they have been raised not to question authority. Their brutality may be due to a lack of sufficient experience or insight to fully comprehend the consequences of their actions, although some think that it has more to do with young people's particular susceptibility to psychological damage following repeated involvement in violence.

Children who enter combat flout commonly agreed societal rules about the roles, status and conduct appropriate to the young. Adults may be happy to benefit from the work and domestic responsibilities assumed by children but tend to be made very uneasy by the power they obtain through military involvement. Military commanders are often very well attuned to adult sensibilities in this respect and may promote their younger fighters into front-line roles in order to more effectively intimidate their foes.

In keeping with Jebb's vision, international legal standards now require that child combatants be treated differently from adults, in that they are not to be held accountable for their actions and have a right to special consideration and protection. Such rulings notwithstanding, children's involvement in intra-state violence presents a major policy challenge, particularly in designing demobilisation, disarmament and reintegration initiatives.

Given that civilians are often the prime targets in intra-state conflicts, there is resentment, anger and fear to contend with. Victims often oppose education, vocational training and other measures for former combatants lest they appear to reward those who perpetrate violence.

The doubts, fears and aspirations of former child combatants themselves also need to be addressed. Girls liberated from the oppression of traditional gender roles and hierarchies by membership of a military unit are frequently reluctant to resume civilian ways. Those who have had children out of wedlock are commonly concerned about the likely adverse reaction of families and communities to offspring fathered

by fighters and the stigma of being a single parent. Children associated with fighting forces who have missed crucial years of schooling may desire an education but balk at the idea of being in an institution regarding them as dependent children rather than autonomous adults. They readily become frustrated by vocational training schemes that cannot overcome the lack of employment opportunities for demobilised young people. A career in mechanics or carpentry is unlikely to generate the kind of income that can be obtained in the military through theft, extortion, arms dealing and other such activities.

## *children's involvement in intra-state violence presents a major policy challenge*

The challenges to making effective provision for young people in post-conflict settings are legion. Even in countries like South Africa, where children were seen to have played a major positive role in the fight against apartheid, the young are often marginalised and blamed for rising inter-personal violence and crime. It is a sad reality that civil wars in which the young are very prominent confront humanitarian agencies with attitudes that defy the international ideals of child protection conceived nearly a century ago.

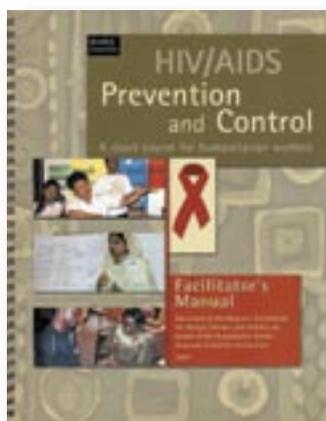
**Jo Boyden, a Senior Research Officer at the Refugee Studies Centre, has written extensively on armed conflict and forced migration among children and adolescents and the impacts of emergency interventions on their agency, resilience and coping. Email: [jo.boyden@qeh.ox.ac.uk](mailto:jo.boyden@qeh.ox.ac.uk)**

For more information about research at the RSC, visit [www.rsc.ox.ac.uk](http://www.rsc.ox.ac.uk)

# publications

## RHRC HIV/AIDS Prevention and Control

**A short course for humanitarian workers: Facilitator's Manual**  
*Women's Commission for Refugee Women and Children (WCRWC) on behalf of the Reproductive Health Response in Conflict Consortium.*  
 Nov 2004. 136pp. Free. Online at [www.rhrc.org/resources/sti/hivaid-manual/](http://www.rhrc.org/resources/sti/hivaid-manual/)

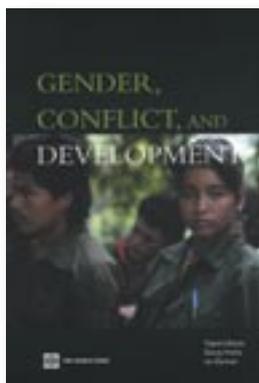


This five-day course aims to assist humanitarian workers to deepen their understanding of the complexities of HIV/AIDS and equip them with the knowledge and skills needed to improve programme design and implementation. Includes two CD-ROMs of resources.

Contact: WCRWC, 122 East 42nd Street, New York, NY 10168, USA. Tel: +1 (212) 551 3000. Fax: +1 (212) 551 3180. Email: [info@rhrc.org](mailto:info@rhrc.org)

## Gender, Conflict and Development

by Tsjeard Bouta, Georg Frerks & Ian Bannon. World Bank. Dec 2004. 150pp. ISBN 0-8213-5968-1. £20.00.

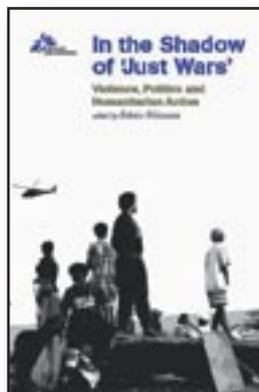


Highlights the gender dimensions of conflict, organised around major themes such as female combatants, sexual violence, peace processes, legal framework, work, rehabilitation of social services and community-driven development. Analyses how conflict changes gender roles and the policy options that might be considered to build on positive aspects while minimising adverse changes.

Contact: The World Bank, PO Box 960, Herndon, VA 20172-0960, USA. Email: [books@worldbank.org](mailto:books@worldbank.org) See: [http://publications.worldbank.org/ecommerce/catalog/product?item\\_id=4189616](http://publications.worldbank.org/ecommerce/catalog/product?item_id=4189616)

## In the Shadow of 'Just Wars': Violence, Politics and Humanitarian Action

Edited by Fabrice Weissman. Médecins Sans Frontières. 2004. 372pp. ISBN 1-85065-737-8. £16.50.

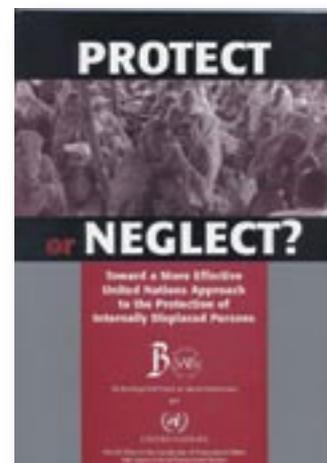


"...assiduously documents the humanitarian failures delivered alongside the promise of rejuvenation and welfare that just war promises. It provides case after case, well documented in readable language and authoritative analysis, of the claims to the moral high ground by the perpetrators of these just wars." (Greg Austin, formerly of International Crisis Group)

More info: [www.hurstpub.co.uk/book.asp?bcn=200&x=n](http://www.hurstpub.co.uk/book.asp?bcn=200&x=n) Contact: C Hurst & Co Ltd, 38 King St, Covent Garden, London WC2E 8JZ, UK. Tel: +44 (0)207 240 2666. Email: [hurst@atlas.co.uk](mailto:hurst@atlas.co.uk)

## Protect or Neglect: Toward A More Effective United Nations Approach to the Protection of Internally Displaced Persons

by Simon Bagshaw and Diane Paul. Brookings-SAIS Project on Internal Displacement with UNOCHA Inter-Agency Internal Displacement Division. Nov 2004. 102pp. Free. Online at: [www.brookings.edu/fp/projects/idp/protection\\_survey.htm](http://www.brookings.edu/fp/projects/idp/protection_survey.htm)



The report analyses the UN's approach to protecting vulnerable populations and sets out recommendations towards making such protection a core part of the UN's mandate.

Contact: Balkees Jarrah, Brookings-Bern Project on Internal Displacement [new name as of 1.1.05], 1775 Massachusetts Avenue NW, Washington, DC 20036-2188, USA. Tel: +2 (202) 797 6489. Fax: +1 (202) 797 6003. Email: [bjarrah@brookings.edu](mailto:bjarrah@brookings.edu)

## The Voting Rights of Internally Displaced Persons: The OSCE Region

by Erin Mooney and Balkees Jarrah. Brookings-SAIS Project on Internal Displacement. Nov 2004. 94pp. Free. Online at [www.brook.edu/fp/projects/idp/20041105\\_osce.pdf](http://www.brook.edu/fp/projects/idp/20041105_osce.pdf).

This study assesses the voting rights - and obstacles to exercising these rights - of IDPs in all 13 OSCE countries with IDP populations. Includes recommendations. Contact: Balkees Jarrah - details as above.

# Peace agreements must address education

by Pilvi Torsti

*The 1995 Dayton Accords may have brought peace to Bosnia-Herzegovina but by ignoring education they have failed as a blueprint for state-building.*

Despite Dayton's broad scope, education was only mentioned as a part of an annex on human rights and fundamental freedoms. As a result, the ethno-national division of education that helped sustain the Bosnian war remains intact. For over a decade Serbs, Croats and Bosniaks have followed separate curricula. Having three education administrations in a country of under four million people is not only an inefficient use of resources but reinforces divisive nationalistic politics and consolidates ethnically-pure territories. A key goal of Dayton - reversal of ethnic cleansing via return of displaced people - is significantly hampered by unavailability of schooling for minority nationalities. Bosnia teaches us the need to ensure that education issues - and particularly the study of history - should be at the heart of peace agreements: educa-

tion is an essential long-term building block of a functional civil society.

Mostar exemplifies Bosnia's fractured education system. All the secondary school buildings are located in the parts of the city with a Croat majority and only offer the Croat curricula. Bosniak secondary school students are forced to use primary school premises in afternoons and evenings.

United World Colleges, a movement established after the Second World War to foster international understanding and the only global movement offering international secondary level education to scholarship students as a contribution to peace and understanding, is currently working in Mostar on an initiative which for the first time since the early 1990s hopes to bring students from all national groups into the

same classroom to follow a common curriculum. Challenges ahead include rebuilding the Mostar Gymnasium and financing this new intervention in post-crisis education. While quality education can only meet the needs of a limited number of students at a relatively high cost it should be noted that the introduction of the International Baccalaureate programme has had a wide influence on the reform of school systems in many countries. The project also presents a new departure for international education which typically has been offered only in stable countries.

***Pilvi Torsti is a researcher at the University of Helsinki. Email: Pilvi.Torsti@iki.fi. Her doctoral thesis, Divergent stories: convergent attitudes: a study on the presence of history, history textbooks and the thinking of youth in post-war Bosnia and Herzegovina is online at: <http://ethesis.helsinki.fi/julkaisut/val/yh-tei/vk/torsti/divergen.pdf> (10.5 MB)***

For more information about UWC's work in Bosnia see: [www.uwc.org](http://www.uwc.org).



Mostar