

World Education Forum

Dakar, Senegal
26-28 April 2000

Education for All
2000 Assessment



T H E M A T I C S T U D I E S

Education in Situations of Emergency and Crisis: Challenges for the New Century



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Co-ordinated by the Swedish International Development Agency
and the United Nations Educational, Scientific and Cultural Organization

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Education in Situations of Emergency and Crisis: Challenges for the New Century

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Preface

This study is one of a series of thematic studies prepared as part of the Education for All (EFA) Assessment for the Year 2000, coordinated by the EFA Forum. It has been prepared on a cooperative basis, with inputs from leading UN, donor and non-governmental organizations active in the field of education in emergency situations. It was first presented on 27 April 2000 within the Strategy Session at Dakar's World Education Forum.

The reason for the study is clear. The year 1990 saw the call from Jomtien towards Education for All, and the entry into force of the Convention on the Rights of the Child, which required states to protect children's rights, including the right to education. Yet the circumstances of the 1990s prevented many children and adults from enjoying their basic rights. Many countries were torn apart by conflict, and some suffered crippling natural disasters. Millions were displaced across international borders, as refugees. Millions were displaced within their own countries. And millions were at risk in their own homes, due to chronic insecurity and political instability, the destruction of social infrastructure, and the poverty that follows from civil conflict.

Educational institutions have been a target in armed conflict, although this is contrary to humanitarian law. In times of conflict and emergency they have been used for shelter and purposes other than education. Teachers have been called to fight for their country or clan, and sometimes targeted for assassination in times of internal conflict. In all too many countries and regions, education systems have been destroyed or have collapsed.

During the 1990s, national governments and humanitarian agencies, working to alleviate the effects of man-made and natural disasters, have initiated emergency education programmes in refugee camps and settlements and in countries affected by war and disaster. There have been major successes but in many cases the response has been inadequate, often due to difficulties of access to affected populations and to lack of funds to provide the help that is needed.

In some locations, special programmes have been developed for the disabled, for child soldiers and ex-combatants. The need to raise awareness of the dangers of landmines, of HIV/AIDS, drug abuse and other health hazards and of environmental degradation has led to innovative programmes. There are encouraging new initiatives in the field of education for peace, human rights and civil society. These initiatives have been scattered and exploratory, however, because the field of education in emergency, crisis and transition is relatively new and has not yet received the attention it deserves.

We believe that the EFA 2000 Assessment is the time when educators will become more conscious of education in emergency and post-conflict situations as a contribution to national development and to peaceful solution of national and international problems. Education is the right of the child, and not only a privilege; this means right in the early days of a disaster or after becoming a refugee or being internally displaced. Even at this early stage, however, education should be planned to build for the long term, not just for the child but for his or her community and nation. At the stage of reconstruction, expert assistance and international resources may be the key to helping national educators bring about an educational transformation that lays the foundations for peace and prosperity.

The conclusion is that *man-made and natural disasters have emerged as major barriers to the accomplishment of education for all*. We recommend measures to re-introduce education as soon as possible in any emergency situation and as a principal intervention to meet the psychosocial needs of children and adolescents affected by trauma and displacement. Such interventions should be designed on the principle that education in emergencies is at the same time education for sustainable development, a crucial factor in bringing peace and stability rather than a continuing cycle of conflict, revenge and instability, or continuing susceptibility to natural disasters. ■

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The secretariat for this study wishes to thank the staff of the many organizations that contributed to its compilation. Questionnaire data, project profiles and case studies from many countries provided valuable information on the current situation and current needs. Programme overviews and policy papers from concerned United Nations agencies provided the context within which the state of the field could be assessed. Two meetings of an advisory Technical Working Group provided the framework for the study and a review of the draft paper. It is hoped that this valuable experience of working together on an informal basis will lead to more structured inter-agency co-operation in the future.

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Acronyms and abbreviations

AIDS	Acquired Immune Deficiency Syndrome
ADRA	Adventists Development and Relief Association
ARC	Action for the Rights of the Child
CAW	Children Against War
EMOPS	Office of Emergency Programmes
ERM	Enfants Réfugiés du Monde
GINIE	Global Information Network for International Education
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IBE	International Bureau of Education
IDPs	Internally Displaced Persons
IIEP	International Institute of Educational Planning
ILO	International Labour Organisation
JRS	Jesuit Refugee Service
MAP	Mine-awareness programme
MOST	Management of Social Transformation
NGO	Non-governmental organization
NRC	Norwegian Refugee Council
PEP	Peace Education Package
PEER	Programme for Education for Emergency and Reconstruction
QUIP	Quick Impact Preparedness
SAB	Salesiani Don Bosco
SCF	Save the Children Fund/Federation
TEP	Teacher Emergency Package
UN	United Nations
UNDP	United Nations Development
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WFP	World Food Programme

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Summary

The 1990 World Conference on Education for All (EFA) set challenging targets for the 1990s, including swift progress towards basic education for all. The Declaration and Framework made only limited reference to education in emergency situations, but war and natural disasters have proved a major barrier to the achievement of EFA. Disasters such as floods, hurricanes and earthquakes have taken a heavy toll on human life and also on educational opportunity, when they have struck densely populated areas. Wars and civil conflicts have left whole nations or regions in poverty and insecurity, and robbed many children and adolescents of the chance to study. This Thematic Study examines some of the new directions in education policy for emergency and post-emergency situations.

The review of education in emergency situations, presented in this Thematic Study, shows that displaced and emergency-affected communities make every effort to restore the access of children to schooling. In refugee situations, they are often successful, since host country governments and humanitarian agencies are conscious of their concerns and endeavour to provide the necessary resources. Most refugee camps and settlements have schools, though in some locations they lack textbooks and teachers need additional training and supervision. Internally displaced populations and populations not displaced but suffering from chronic insecurity are less able to access educational resources for their children. In such locations, a generation of children may miss out on basic schooling. In post-conflict situations, the reconstruction of education systems is often delayed. There is wide variability regarding access to secondary and tertiary education, crucial sectors for developing the skilled workforce needed for post-crisis renewal and the transition to national development.

Wider aspects of the Jomtien agenda, such as early childhood development and basic education for adults, have received attention from organizations working for conflict-affected populations, notably NGOs. Pre-school initiatives, literacy classes for youth and adults, notably women, and vocational training have been initiated where humanitarian organizations had access and when funds were available. Likewise there have been initiatives to promote the education and training of children and adults disabled through war, injury by landmines or other causes. There are innovative programmes to promote the education and reintegration of child soldiers and ex-combatants.

The 1989 Convention on the Rights of the Child has led to a stronger emphasis on the child's right to education. This has coincided with the realization that rapid educational response helps meet the psychosocial needs of displaced children and communities, leading to the idea that emergency education

and recreational supplies should reach affected communities within weeks or not later than three months after a community is displaced. Special policies regarding curriculum may be needed, when populations are displaced across national borders, and the concept of 'education for repatriation' has taken hold, while there is ongoing exploration of ways to ensure the recognition of studies undertaken by refugees while in exile.

In line with the Jomtien and Beijing emphases on the education of girls and women, there have been efforts to sensitize educators and parents on the importance of girls education. In some cases, incentives have been provided to help girls attend school, with good results. A multi-faceted strategy adapted to local concerns and culture is needed. While some aspects of the strategy are cost-free, such as school timings, other aspects of the strategy require additional funding, for example to provide sanitary materials and school clothing for older girls, or to support pre-schools that free older girls to attend school rather than look after their younger siblings.

The wide variation in the quality of emergency education reflects uncertainty among supporting agencies about standards for provision of educational materials, in-service teacher training, non-formal education, etc. Appropriate standards of resourcing should be defined, and then respected by implementing agencies and donors, with clearer reporting of unmet needs.

The use of new technologies can be a major step forward, especially in situations of chronic instability or when education systems are being rebuilt. Innovative radio programmes such as *New Home, New Life* for Afghanistan represent a step forward in this area. Education for crisis-affected and post-conflict regions should be included in new international initiatives using electronic and satellite communication technologies.

Education programmes for populations affected by natural disasters or war must be adapted to the special needs of these populations. The *Machel Report on the Impact of Armed Conflict on Children* has led to a greater emphasis on the psychosocial needs of students, on education for mine awareness, and on development of the skills for peace. The devastation caused by AIDS has added a new dimension to the education agenda, since the disease is almost certainly more prevalent in populations where rape may have been used as a tool of war.

Recommendations arising from the study begin with the need to acknowledge the right to education even under conditions of emergency. A systematic effort is needed to publicize the fact that human rights instruments and humanitarian law demand both the protection of children from abuse and under-age recruitment, and also the protection of schools in times of war and of the child's right to education. It must be acknowledged again, as in the Jomtien Framework of Action, that resourcing for education in emergency and post-crisis situations 'is an acknowledged international responsibility'.

A key recommendation is that education in emergencies be seen, and planned from Day One, as part of the development process and not solely as a 'relief' effort. Donors should avoid compartmentalization of funding that can have the effect of creating an uneducated and bitter, revenge-oriented generation, because education in emergency was seen as the last call on inadequate 'humanitarian' budgets (or excluded from them). Moreover, restoration of access to schooling in a post-conflict situation should be seen as a funding priority. There should be inter-agency co-ordination to ensure continuity from the early emergency to the reconstruction phase. The task of building a Culture of Peace to sustain future development in nations and communities divided by ethnic and other conflicts should begin at the emergency stage and continue into the building of civil society in post-conflict situations. Current initiatives in 'Education for Peace' in the humanitarian context should be brought together on an inter-agency basis, as a contribution to the forthcoming Decade for the Culture of Peace and Non-Violence for the Children of the World.

Norms and standards should be developed for educational response in natural and man-made catastrophes, with more in-depth field studies by scholars working in the field of education or regional studies. This includes review and evaluation of modalities of rapid response, and of standards for education in prolonged refugee or crisis situations and for post-conflict reconstruction. There should be review and sharing of educational materials and manuals developed by organizations working in humanitarian emergencies and identification of other materials suited for use in such situations. Training modules on education in emergency and post-conflict situations should be developed for use with staff of humanitarian organizations and as part of standard courses in educational planning.

Inter-agency co-operation and co-ordination in the field of emergency education should be strengthened, and use should be made of the new possibilities of electronic communication to link field specialists into the inter-agency dialogue. ■

Introduction

At the Jomtien Conference ten years ago, the participants recalled that 'education is a fundamental right for all people, women and men, of all ages, throughout our world' and noted that education can help ensure a 'safer, healthier, more prosperous and environmentally sound world'. For the first time, policy-makers and representatives of the world of education and civil society agreed on a world strategy to promote universal basic education for children, and to reduce massive illiteracy rates among young people and adults especially women.

The tone was optimistic and there was little mention of education in emergencies, just a reference in Article 3 of the Declaration to removing educational disparities for underserved groups including 'refugees; those displaced by war; and people under occupation'. The Jomtien *Framework for Action* again devoted only three sentences to education for emergency-affected populations. Under the heading of 'Education programmes for refugees', it emphasized the need for 'more substantial and reliable long-term financial support for this recognized international responsibility' to organizations such as UNHCR and UNRWA, and refugee-hosting countries. The third sentence covered the broader scenario of persons affected by conflict or other disasters: 'The world community will also endeavour to ensure that people under occupation or displaced by war and other calamities continue to have access to basic education programmes that preserve their cultural identity.'

'War and other calamities' have unfortunately stalked the world in the 1990s. The Gulf War, genocide in Rwanda, civil strife in the former Yugoslavia, Afghanistan, Colombia, parts of the former Soviet Union, Liberia, Sierra Leone, Somalia, Burundi, Sudan, Angola and many other countries have led to immense human suffering. Natural disasters have wreaked havoc, as with the impact of Hurricane Mitch in Central America and earthquakes in Turkey. No review of Education for All can now ignore the destruction of education systems, programmes and infrastructure that accompanies such disasters, nor the traumatic effects of violence and displacement on teachers, children and their families.

The Mid-Decade meeting on Education for All (Amman, 1996) responded to the evolving situation with greater emphasis on education in emergency situations. 'Delivering basic education in situations of crisis and transition' was one of the topics for discussion at that meeting. Recommendations included the classification of schools as 'safety zones' to be preserved untouched in times of conflict, better understanding of the role that education plays in conflict management and crisis prevention, and more information on innovative programmes and ways to rebuild education systems to meet the needs of traumatized and displaced groups.

Meanwhile the General Assembly of the United Nations had requested a study into the ways of improving the protection of children affected by armed conflicts (Resolution 48/157, December 1993). The 1996 *Report of the Expert on the Impact of Armed Conflict on Children* (the *Machel Report*) set out in detail the horrors being visited on children and steps that should be taken to prevent their recurrence and to improve the protection and care of children. Regarding education, the Report recommends all possible measures to maintain education systems during conflict, and urgent introduction of educational activities for displaced and refugee children and adolescents, and in post-conflict situations. 'Support for the re-establishment and continuity of education must be a priority strategy for donors and NGOs in conflict and post-conflict situations' (para. 203e). Schooling is seen as a vital tool for promoting psychosocial well-being after trauma, and for conveying messages relating to health, mine awareness, human rights, peace and tolerance.

Likewise, the Fourth World Conference on Women (Beijing, 1995) stressed the need to provide education and training for girls, boys and women affected by displacement (as refugees or internally displaced), or otherwise in need of international protection. Educational materials should be available even in emergency situations, to minimize the disruption of schooling among refugee and displaced children (*Platform of Action*, para. 147). Education for non-violent conflict resolution and tolerance is recommended for girls, boys and adult members of the community, with a recognition of women's key role in building a culture of peace (para. 146).¹

The right to education

Article 28 of the Convention of the Rights of the Child (United Nations, 1989), states:

- (a) Make primary education compulsory and available free to all;
- (b) Encourage the development of different forms of secondary education, make them available and accessible to every child, and take appropriate measures such as the introduction of free education and offering financial assistance in case of need;
- (c) Make higher education available to all on the basis of capacity by every appropriate means.

The right to education featured in the Universal Declaration of Human Rights (1948). Its application to refugees was spelled out in the Convention relating to the Status of Refugees (1951). Populations affected by war, displacement and calamities have the right to education, under the International Covenant on Economic, Social and Cultural Rights (1967) and other human rights instruments, notably the 1989 Convention on the Rights of the Child, ratified by almost all nations. These instruments make it clear that governments must promote the access to education of all children on their territory, including refugee and internally displaced children, without discrimination.² Under international humanitarian law also, education is protected in times of conflict.³

Education in emergencies: definitions and context

The subject of education in emergencies has gained in importance due to the numerous 'complex emergencies' of recent years, but restoration of access to education is also important in local emergencies such as earthquakes, floods and droughts. UNICEF notes further that 'Persistent poverty, the increasing number of children living on streets, and the HIV/AIDS pandemic are silent, chronic emergencies'.⁴

Different agencies use different language for the phases of an emergency. The World Food Programme (WFP), for example, distinguishes initial Emergency Operations and longer term Protracted Relief and Recovery Operations. UNHCR typically divides a complex emergency into a short emergency phase of 3 to 6 months, a care and maintenance phase, and a phase of support for a durable solution such as repatriation and reconstruction or local settlement.

For UNESCO, an educational emergency is a crisis situation created by conflicts or natural disasters which have destabilized, disorganized or even destroyed the education system, and which requires an integrated process of crisis and post-crisis response. In general, emergency education programmes are a response to exceptional crisis conditions requiring exceptional means of response, linked to a process of planning for future educational development.

The *context* of education in emergencies reflects the horrors of contemporary civil conflicts, in which the proportion of victims who are civilians has risen to over 90%. UNICEF estimates that the last decade has seen some two million child deaths from armed conflict, together with six million children seriously injured, one million orphaned or separated from their families and twelve million left homeless.⁵

The *Machel Report* speaks of 'the attack on children', some of whom are forced into armies and militia, and in too many cases, forced to kill, commit atrocities or serve as sexual slaves; and comments that 'more and more of the world is being sucked into a desolate moral vacuum . . . devoid of the most basic human values' (para. 3). It cites the UNICEF survey in Rwanda in 1995, which showed that 80% of the children surveyed had lost immediate family members and that more than one third of these had witnessed their murders. Children and adults have been traumatized by the exceptional brutality of recent conflicts, as well as by bereavement and often displacement from their homes and communities.

The global refugee population rose to an all-time high in 1992, at 18 million. UNHCR notes that the world refugee population in 1998, estimated at 11.5 million, is the lowest figure for the past ten years. The total 'population of concern to UNHCR' in 1998 is 22 million, including two million recently repatriated refugees, five million internally displaced persons (IDPs) in sit-

uations where UNHCR has special responsibilities, and recently returned IDPs.⁶

The total number of IDPs in the world is difficult to estimate and there are problems of definition, but it is widely believed that some 50 million people in all are displaced from their homes as IDPs or refugees: this figure approaches one per cent of the world population. In addition there are other populations affected by ongoing or recent civil conflict, who were not counted as displaced or who have returned to their places of origin. A recent study listed 39 countries as having internally displaced populations of 50,000 or over, with six countries – Afghanistan, Angola, Colombia, Democratic Republic of the Congo, Iraq, Myanmar, Sri Lanka and the Sudan cited as having internally displaced populations approaching or exceeding one million.⁷

Natural and man-made disasters cause severe damage to education systems. In the case of natural catastrophes the damage is often to school buildings and educational materials. War and violent conflict cause even greater damage, affecting the whole organizational basis of education. There are often dramatic falls in student numbers, due to ongoing fear of attacks, displacement of teachers, destruction and looting of infrastructure and materials, and collapse of local and sometimes national educational administration. In many recent conflicts, the majority of schools have been destroyed or damaged, while others have been used for residential purposes or barracks and need rehabilitation. In Somalia, the war almost totally destroyed the nation's textbooks and curricula.⁸

Emergency education as a development intervention

Emergencies can provide an opportunity for transforming education along the lines envisaged at the Jomtien World Conference for All. They allow for the possibility of *reconstructing* a social institution that helps develop and form the human resources that determine the way a society functions. The challenge to educators is to understand this, plan for it under very stressful and difficult situations, and to assist with putting facilitating mechanisms in place (UNICEF, 1999b).

Education in emergencies has often been seen as a 'relief' effort, a temporary measure. This implies that it is optional, in the case of funding problems, and that it need not be designed in a professional manner. As noted in UNICEF's policy paper, 'Any emergency education programme must be a development programme and not merely a stop-gap measure that will halt when a particular situation is no longer experiencing intense media coverage.'⁹ Indeed, since weaknesses in education structures and content may have contributed to civil conflict, an emergency can provide an opportunity for positive change.

Among the many countries facing the problems of a generation injured to conflict or traumatized by participating in it, we may cite Afghanistan, Angola, Burundi, Colombia, Congo-Brazzaville, Democratic Republic of the Congo, Liberia, Rwanda, Sierra Leone, Somalia, the Sudan, Uganda, much of the former Yugoslavia, and parts of the former Soviet Union.

It is important to reflect on the fact that many of the poorest countries in the world today are those recently affected by conflict. Investment in the education of the populations involved in those conflicts can represent an investment not only in a better future for those individuals, families and communities, but for their country and indeed for neighbouring countries too. Neglect of education can lead to a self-perpetuating cycle of violence and poverty, whereby young people grow up learning only the skills of conflict and the attitudes of revenge.

Education in emergency is a humanitarian imperative which has development-promoting outcomes. In this study, we seek to assess recent achievements and the state of the art in respect of education in emergencies, within the perspective of laying the foundations for the development process.

Methodology of the study

The field of education in emergency and post-emergency situations is rather new and poorly documented. In order to prepare the Thematic Study for this rapidly changing and developing field, a group of agencies (7 United Nations organizations and 11 NGOs) were invited to join an International Task Force, which met formally at UNESCO in May and September 1999. Members of the Task Force were invited to send questionnaires to their respective field offices. Twenty-four responses were received, providing information on 52 specific programmes from different parts of the world. This was supplemented by case studies of another 12 programmes. Due to time constraints, some Task Force members submitted documentation based on their existing records. Analysis of this material provided insights on which the conclusions of this Thematic Study are based. A summary of the survey data is presented in the Annexes (see pp. 47–53). Policy papers, programme overviews and case studies from UNHCR, UNICEF, WFP, ILO, UNESCO and NGOs represented a vital input into the analysis and conclusions of this study.

Based on this information, and a review of documentary sources, a first draft of the Thematic Study was presented to the Task Force in September 1999. Based on comments and additional information received, a second draft was circulated to the Task Force members in November 1999. In April 2000 it was presented as a working document to the Special Strategy Session (round table) within EFA Dakar Forum. ■

Achievements and challenges

In the closing years of the twentieth century, children and adolescents in many countries had the promise of Jomtien snatched from them through war and catastrophe. They have been displaced from their homes, or their national education systems have collapsed. Yet it is these children who have even greater need of education than others. Education has the potential to restore a sense of normalcy to their lives, and to help build a stable future for them as individuals, members of their communities and citizens.

In this section, we review what has been achieved in the field of emergency education, in terms of the various population groups whose needs have been addressed. We look first at *schooling*, which is usually the priority concern of communities affected by displacement and conflict. Here we introduce the distinction between communities displaced across international borders, becoming refugees; communities displaced within their own countries or remaining in their home locations but affected by the disruption of the education system due to natural or man-made disasters; and communities attempting to rebuild their futures, notably in post-conflict situations.

We subsequently examine other components of Jomtien's 'expanded vision': emergency response to the needs of younger children, in terms of promoting early childhood care and development, and response to the needs of youth and adults, in terms of education for literacy, life skills and livelihood (vocational training). Finally we examine the situations of population groups of special concern in emergency situations, such as children and adults with disability (including injuries from war and landmines), children separated from their families, and child soldiers and older ex-combatants.

We would prefer to give an overview of the quantitative dimension of needs and response, to indicate how many displaced and war-affected children and adolescents are in school or out of school, for example. It is difficult, however, to collect accurate statistics in conflict and emergency situations, not least because affected populations may be hiding in their cellars, taking refuge in hillsides, or moving from place to place. The most detailed information we received is for refugees, and for these some quantitative analysis is presented. In general, however, we conclude that more analysis is needed of the quantitative and qualitative aspects of educational response in emergency and post-emergency situations.

Restoring access to school

Concerning this point, we review some of the achievements in provision of education for refugees, for emergency-affected populations within their own countries, and in post-crisis situations.

Refugee children and adolescents

The focus here is on refugee schooling in countries which are in the category of developing nations or nations in transition. These are countries where the education of national populations is restricted by financial constraints, and where meeting the education needs of refugee populations represents a burden for which external assistance is required.

As noted earlier, governments of asylum countries are obliged under international law to promote the access of refugee children to education in the country of asylum. There have been occasions when a host government has decided not to permit refugee education. The most serious instance of such a political constraint in the 1990s was the statement by the government of (then) Zaire in 1994, repeated in 1996, that Rwandese refugees should not have access to schooling. In several other cases also, host governments have imposed limitations on refugee schooling, or on education of children in the process of seeking asylum, which contravene the Convention on the Rights of the Child. Normally, however, countries of asylum permit refugee education, and welcome humanitarian assistance in this respect, if they are unable to meet the costs themselves. An internal UNHCR evaluation emphasized that 'basic education must be provided no matter what the political context.'

Refugees face a special situation in respect of access to education. They are resident in a country other than their own, and are therefore to a greater or lesser extent disconnected from their own country's Education Ministry and institutions such as examination boards. There have been instances of political, legal or administrative obstacles to refugee education as well as practical problems of access.

The total number of refugee students attending host country schools, on their own initiative or with external funding, is not known. United Nations agencies and NGOs assist financially with the education of refugee students in national schools in over 40 developing countries, at primary, secondary and tertiary level. In some locations the assistance is provided through individual scholarships. In others, assistance is given to the education authorities. The largest such programme is a subsidy to the education authorities in Iran, to help meet the costs of over 100,000 refugee students attending government schools throughout the country.

Where large numbers of refugees arrive in a neighbouring country, the displaced populations usually begin to improvise schooling within a few weeks of displacement. This typically leads to a situation whereby NGOs or the government of the

asylum country quickly provide educational and shelter materials, and later take a leadership role in supporting the community-based schools or in operating an education system for refugees. Except where small numbers of refugees live in isolated areas, there is normally fairly adequate *physical* access to schooling for refugee populations. Where rural refugees are gathered in refugee camps, their children may actually be living much nearer to schools than they did in their home country. Many factors can limit effective access, however, including difficult home circumstances, cultural factors limiting enrolment of girls, and the sometimes poor quality of schooling. In some cases, secondary schools are established in refugee camps and settlements, while in some cases refugees attend local secondary schools. Access at this level is less comprehensive.¹⁰

The number of refugee students in developing countries has probably remained on the order of half a million to a million throughout the decade. At the time of Jomtien, UNHCR programmes supported some 330,000 students, including 125,000 in Pakistan, 75,000 in Malawi, 54,000 in Ethiopia, 12,000 in Zimbabwe and 10,000 in the Sudan. In 1990, there were also large numbers of Afghan refugee students attending government schools in Iran and large numbers of Afghan refugee students in Pakistan who were attending schools run by Afghan political parties from their own funding sources. Adding in these students and refugee students in other countries funded by other agencies or enrolled independently, it is clear that the total number of refugee students was over half a million.¹¹

There have been changes in the refugee profile during the 1990s. A major repatriation of Afghan refugees took place in the summer of 1992, but slowed to a trickle when renewed fighting took place in Afghanistan. Repatriation of Mozambican refugees from Malawi and Zimbabwe was completed by the mid-1990s. By the school year 1995/6, refugee education programmes with over 50,000 beneficiaries included Côte d'Ivoire, Guinea, Iran, Pakistan, the United Republic of Tanzania and Uganda.

The latest estimates of refugee students assisted by UNHCR, covering the school year 1997/8, gave a total of about 650,000, including students in Iran (165,000), the United Republic of Tanzania (79,000), Pakistan (78,000), Guinea (61,000), Uganda (53,000), Côte d'Ivoire (49,000), Kenya (38,000), and Nepal (35,000). These totals include about 30,000 students in secondary education, notably in Côte d'Ivoire, Guinea, Iran and Uganda.

Enrolments of refugee girls are lower than those of boys, especially in the upper primary and secondary years. Often this reflects schooling patterns in their places of origin, although the specifics of the refugee situation also influence patterns of school attendance and drop out. Currently some 40% of refugee students in developing countries are girls.

It should be emphasized again that the figures given above do not represent the full numbers of refugee students in schooling.

Table 1. Estimated enrolments of refugee children and adolescents in refugee and national schools, 1997/8, under UNHCR assistance programmes

	Boys	Girls	Total	% girls
Africa*	202 000	139 000	341 000	41
SWANAME**	158 000	97 000	255 000	38
Asia	23 000	20 000	3 000	47
Other	5 000	4 600	9 600	48
Overall	388 000	261 000	648 000	40

* Excludes North Africa.

** South West Asia, North Africa, Middle East.

There is no co-ordinated system for collection of data on refugee students receiving assistance from different sources. There is also no record of the numbers of refugee students attending host country schools on their own initiative, indeed it may often be better that refugee students are not differentiated from their classmates. For present purposes, we may presume that the number of refugee students attending school in developing countries and countries in transition is just under a million.

Participation levels. It is obviously desirable to interpret refugee education statistics in terms of the total numbers of refugee children and adolescents in need of schooling. Where the refugees come from a developing country, the question is often whether the level of school enrolment is comparable with that in the country of origin.

A first point is that many refugee populations in developing countries originate from rural areas of their home country. The levels of participation in these particular areas may have been lower than those recorded for the country as a whole, and not available for comparison. A second point is that population figures for refugees are often of limited accuracy, and that refugee education statistics are often underestimates (see Table 1). Yet another problem is that there is often a backlog of unmet need, due to weaknesses in education provision in the years before arrival as refugees, leading to anomalies in the calculation of Gross Enrolment Ratios (GER).¹²

A calculation made for a post-Jomtien inter-agency meeting in 1990 gave an overall participation rate, or GER of 13% for UNHCR-assisted refugee education at primary school level. However, it seems likely that this was a substantial underestimate. It is quite likely that in 1990, as now, most refugee communities had primary schools in walking distance of refugee children. Despite overcrowding, the assisted primary school programme for Mozambican refugees in Malawi had a participation rate estimated at 42% in 1991/2, for example.¹³

Education levels have been rising in most countries during the 1990s, so one would expect a higher participation rate now among refugees also. Comparison with 1990 would also be affected by changes in the identity of refugee groups,

however. Recent calculations give a figure around 54% (65% for boys and 44% for girls) for refugee primary school enrolments compared to an estimate of the corresponding age group, and 34% (41% for boys and 27% for girls) for primary and secondary school enrolments compared to the age group 6 to 17. When these calculations are performed separately for Africa (excluding North Africa), the primary school GER is higher, at 73% (85% for boys, 60% for girls), and the rate for primary and secondary school combined is 47% (55% for boys, 38% for boys).

It should be re-emphasized that there are serious problems in interpreting the GER in the refugee context. This may be illustrated by the education statistics for the Bhutanese refugee population in Nepal (which had an assisted refugee population of 94,200 in 1997). The enrolment in the refugee primary schools was about 34,000. Age group data for this population indicate that in 1997 there were about 16,890 girls and 16,760 boys aged 5 to 17 in this population, a total of 33,650. Thus it could be concluded that all the refugee children and adolescents over 5 and under 18 are in school, due to previously unmet need. More realistically, however, there must be some children from poor families not in school, and probably some young people 18 years old and above who are enrolled in the course (an 8 year course preceded by a year called 'pre-primary'). In fact a 'bulge' of pent-up demand can be seen moving through the Bhutanese refugee schools. The highest enrolment in 1995 was in Class One, while the peak of enrolment subsequently moved to Class 2 (1996), Class 3 (1997) and Class 4 (1998).¹⁴

It is important that at each stage of the educational ladder there be an opportunity for at least some students to proceed to the next stage. Access to secondary education is an incentive to study seriously and complete primary education, and access to higher education provides an incentive and hope for students at secondary level. A study of refugee access to secondary and higher education is urgently needed.

The topic of higher education for refugees and other emergency-affected populations is too vast to tackle here. Obviously it bears on the question of capacity-building for reconstruction, for which a pool of highly educated persons is essential. Despite the evident need, it may be that international funding for refugee higher education has declined during the decade.

On the positive side, however, the 'Einstein' or DAFI (Deutsche Akademische Flüchtling Initiative) scholarship scheme, funded by Germany, has provided university scholarships for some 1,100 refugee students studying in a developing country, normally their country of first asylum. This donation of 4 million DM per year may represent the major source of funding for refugee education at universities in developing countries. The DAFI initiative is invaluable, both for its direct beneficiaries and because it provides an incentive for refugee students to com-

plete their secondary education. DAFI scholarships alone cannot meet the education needs of talented refugee students world-wide, however, nor the manpower needs for durable solutions in their communities. Other donors are needed, and current initiatives in the use of distance education approaches should be encouraged and extended.

The statistics presented above do not cover the education of Palestinian refugees since this has been organized through the United Nations Relief and Works Agency (UNRWA), with the technical support of UNESCO, since as early as 1950 (Box 1). This programme has provided Palestinian refugee children and youth with general education, vocational and technical education and teacher education. Donor commitment has permitted tens of thousands of students to become self-reliant by earning their living and supporting their families, thus helping in the social and economic development of the region. Less obviously, but perhaps equally important, this education has significantly contributed to the preservation of the cultural identity of a displaced and dispersed people.

■ Box 1. Education of Palestinian refugees

In 1997/8, UNRWA elementary, preparatory and secondary schools numbered 649, accommodating 447,268 pupils. Enrolments in the elementary cycle comprised 11,464 in Gaza, 88,211 in Jordan, 25,932 in Lebanon, 43,206 in the Syrian Arab Republic, 36,159 in the West Bank: a total of 308,372 including 153,973 girls (49.9%).

UNRWA operates eight training centres (three in the West Bank, two in Jordan and one each in Gaza, Lebanon and the Syrian Arab Republic), with a total of 4,650 training places in the training year 1997/8. In 1955, UNRWA began providing scholarships to excelling Palestinian students to pursue to their higher education, from the UNRWA General Fund and extra-budgetary resources. In 1997/8, UNRWA awarded 1,055 scholarships, of which 488 were for women (UNRWA Department of Education: *Annual Report, 1997/8*).

Displaced or crisis-affected children and adolescents within their own countries

Children who are displaced but remain within their own countries face perilous circumstances. They are often worse off than refugees, since they may lack protection and assistance. There are an increasing number of situations where families and communities are chronically displaced due to localized, continued armed conflict. . . . Another acute problem for internally displaced children is access to health and education services. In contravention of humanitarian law, the access of internally displaced persons to humanitarian assistance is often impeded. . . . Even if schools exist, the children may not be able to enrol because they lack proper documentation, are not considered residents of the area or are unable to pay school fees. Feelings of exclusion, as well as the struggle for survival and protection, may lead children to join parties to the conflict or to become street children. . . . All possible measures must be taken to maintain education systems during conflicts (*Machel Report, paras. 81/2, 203*).

The information on education for populations within crisis-affected countries is much less comprehensive than for refugees. For refugees, international agencies have mandates to provide assistance, including education. International funding is used, and reporting is therefore needed. In contrast, in countries or regions undergoing conflict, or in post-conflict situations, the responsibility for education rests with national and local education authorities that may be functioning under conditions of great difficulty or not at all.

The situation of countries or regions in a state of chronic conflict is particularly troubling. Difficulties in collecting reliable data should not hide the fact that access to education in parts of Angola, the Democratic Republic of the Congo, Somalia and southern Sudan elsewhere is minimal. An estimate of the GER for Somalia, for example, suggests that only 9% of children (and only 6% of girls) are in school.¹⁵

In this situation, it is not practicable at present to give a quantitative overview – although we recommend that in future there should be ongoing studies of education for populations affected by emergencies within their own countries. It is possible, however, to illustrate some of the efforts made by governments and the international community to provide access to schooling even under very difficult conditions.

It may be noted further that the number of ‘beneficiaries’ is a less meaningful concept when assistance is given to an under-resourced education system in a country affected by conflict, than when applied to the donation of resources to cover the entire costs of a system of refugee schools, for example. Often, the donation of stationery, textbooks etc. is critical to continuation of educational programmes in a country, town or district affected by natural disaster or other crisis; yet the major costs, in terms of teaching time and infrastructure are borne by the nation or community concerned.

One of the regions most affected by internal crisis is southern Sudan. Educational activities are supported by various agencies, under the leadership of UNICEF, under the programme Operation Lifeline Sudan. In this case, there is intermittent conflict and internal displacement. Efforts have been made, however, to supply basic educational materials and to provide elements of teacher training; and teacher guides have been prepared. Programmes of emergency outreach to displaced and conflict-affected populations are likewise found in most emergency situations world-wide, an example being the support to education provided by UNESCO, UNICEF and other agencies in Somalia since 1993, and recent programmes for children displaced due to the Kosovo crisis.

In many countries of the Commonwealth of Independent States (former Soviet Union), there have been major population movements and localized conflicts. There are large numbers of internally displaced, as well as refugees and populations affected by or at risk of conflicts. Many agencies provide assis-

■ Box 2. Support to education in Angola, Burundi and the Caucasus region

Angola. The Norwegian Refugee Council (NRC), in co-operation with the Angolan Education Ministry and UNICEF, has adapted the Teacher Emergency Package (TEP) developed by UNESCO, and has introduced additional teacher training to compensate for low levels of teacher education in rural areas. The NRC project provides a year-long basic education programme in areas lacking a primary school. Afternoon classes have extended the programme to higher grades. Themes such as health, nutrition, environmental care, music and human rights have been included in the programme. The aim has been to provide access to education on an initially low-resource basis, given the poverty and instability in the regions concerned, providing the basis for improved education when the situation has improved.

Burundi. UNICEF, UNESCO and other organizations provided support to the education system in Burundi, through issue of student kits and teachers guides, as well as support for non-formal education including training of literacy teachers and production of literacy materials, and support to women’s peace committees.

Caucasus. International Rescue Committee (IRC), in consultation with the national education authorities, has developed innovative non-formal education programmes for IDPs and local populations in Western Georgia and Azerbaijan, including remedial education, health education, creation of libraries, recreational activities and capacity-building for Parent Teacher Committees and local NGOs.

tance, but often funding is insufficient to ensure even basic education supplies, or assistance to displaced families which lack the means to provide warm clothing and shoes to enable their children to attend school.

Humanitarian and development agencies must look to strengthening educational support services as well as ensuring that educational supplies reach conflict-affected populations. In Azerbaijan, for example, an inter-agency education working group has recently been established to help the government cope with its large caseload of IDPs and refugees. The shortage of resources such as textbooks, together with a district-based system of distribution, has led to under-resourcing of IDP schools (since IDP students and teachers are new to the district and away from their own districts) and early school drop out.

The World Food Programme (WFP) has played an important role in maintaining education systems in situations of emergency. In Mozambique, for example, WFP’s school feeding programme, mainly for boarding school students, ensured that at least a minimum of education could be maintained during the period of emergency and conflict. In the Sudan, WFP has provided emergency food aid to communities, especially women, to rehabilitate primary schools damaged by floods. In Afghanistan, WFP has provided take-home rations in support of teacher training and school reconstruction, as well as assisting in meeting the food needs of boarding schools and orphanages.

Schooling as a vital component of post-conflict reconstruction

For refugee or internally displaced families and children returning to their home communities, reintegration may be very difficult. In countries disrupted by many years of conflict, there are often tensions between returnees and residents. For children in particular, one of the most important measures is to ensure education and the opportunity to re-establish family life and productive livelihoods. . . . Support for the re-establishment and continuity of education must be a priority strategy for donors and NGOs in conflict and post-conflict situations (*Machel Report*, paras 88, 203).

There is increasing recognition of the time lag that can occur between the apparent resolution of a crisis situation, such as a peace treaty and a repatriation process, and the restoration of effective access to education programmes. In some cases, continuing insecurity makes the reconstruction process problematic. Often, there is a need to rebuild and re-equip national and local educational administration systems before community initiatives can be reinforced with educational materials, teacher training and supervision and eventually the reintroduction of national examinations.

The damage done to educational systems by years of war can mean that there is a lack of persons with sufficient education to be teachers, as well as a lack of infrastructure. Donors may be unwilling to fund reconstruction until there is clear evidence that conflict will not be resumed.

At the stage of post-conflict reconstruction, there is often a confused situation with various international agencies offering assistance in an uncoordinated manner, a national Education

■ Box 3. Education Development Centres in Somalia

In Somalia, UNESCO through its Programme for Emergency Education and Reconstruction (PEER) has developed a network of Education Development Centres, as a technical basis for restoring structures of education at regional level. These resource centres provide for training of teachers, and local development and reproduction of education materials. UNESCO and UNICEF work hand in hand providing centralized services such as curriculum development, textbook provision, teacher training and promotion of sustainability and community ownership of the school system through support to Community Education Committees, District and Regional Education Committees. The Somali Open Learning Unit (SOMOLU) provides in-service training whereby teachers can set their own pace and become qualified after 12–18 months. This training can be centre-based or, as in Nugal, mobile tutors provide training to groups of teachers in small towns and villages. Vacation courses enable lower primary teachers to complete the 8th grade of schooling. A Peace Education Package has been developed, based on Somali culture, for use in Somali schools. In the absence of an internationally recognized government, the Somalia Aid Co-ordination Body promotes co-ordination of the education sector through its Education Sectoral Committee, with UNESCO serving as its chair and secretariat. These initiatives and activities present a model that has lessons for educational reconstruction elsewhere.

Ministry ill-equipped to co-ordinate them, and problems so complex that solutions are hard to devise. A notable dilemma is that in post-conflict situations, some national governments are unable to fund even the operational costs of schooling. Even if international donors agreed to provide this assistance on a temporary basis, how would it be sustained after their funding is discontinued?

There is an especial need for effective co-ordination mechanisms when donors wish to support the return of refugees to their homes and the re-establishment of basic services and livelihoods in returnee-receiving areas. Agencies with a mandate focused on refugees seek to dovetail their assistance with organizations able to provide support over the longer term. Such transitions in donor support are easy to advocate but very difficult to arrange in practice. This is an area where greater inter-agency co-ordination is of the utmost importance – as is a training of education managers in affected countries.¹⁶

■ Box 4. Inter-agency co-ordination in Liberia

In a good example of inter-agency collaboration, UNHCR, UNICEF, UNESCO, International Rescue Committee (IRC), ADRA (Adventists Development and Relief Association) and other organizations co-operated with the Education Ministry of Liberia in 1998, in planning speedy educational response in Liberian counties receiving large numbers of returnees from Côte d'Ivoire and Guinea. Plans included distribution of textbooks and accelerated in-service training of new teachers. IRC and ADRA were the NGOs implementing refugee education in Guinea and Côte d'Ivoire respectively, and seeking to assist rehabilitation of education in returnee areas of Liberia.

Lack of resources for educational reconstruction may even delay repatriation, in certain circumstances. As noted in the discussion below on curriculum (see p. 22), refugee schools normally use a curriculum based on that of their country or area of origin, often with the objective that their students should be able to re-enter the education system in their home area without difficulty. At the time of writing, however, there is a major debate on the issue of whether education for Liberian refugees, residing in Côte d'Ivoire and Guinea, should be discontinued as an incentive to repatriation. There have been difficulties in proceeding speedily with the reconstruction of schools in returnee areas, partly due to the general deterioration of infrastructure such as roads during the years of civil strife and to under-funding of the reconstruction programme generally. It is unclear in this case to what extent slow repatriation reflects the practicalities of return and reconstruction and how far it is affected by teachers' concerns regarding conditions of employment in returnee areas as contrasted to refugee schools.

As another example of the practical implications of resource constraints, we may cite the 250 refugee students in Djibouti who are willing to repatriate to north-west Somalia when secondary schooling becomes available there.

■ Box 5. World Food Programme (WFP) support for education in emergency and reconstruction

The World Food Programme plays a vital role both in emergency situations and post-crisis reconstruction. Its policies for education, under the rubric of Protracted Relief and Recovery Operations (PRRO) include support for basic education generally, including primary education, literacy, skills training, life skills such as mine awareness, etc. 'Often this support will be in the form of school feeding or provision of food rations to enable people to participate and not be distracted due to hunger.' Secondary schools serving the poor, boarding facilities and centres for specially disadvantaged children are sometimes assisted on a case-by-case basis. WFP supports, through food-for-work, the construction and repair of key educational infrastructure which has been destroyed or damaged during the emergency. Regarding the situation where teachers cannot be paid a salary, WFP may provide food basket assistance on a short-term basis. 'Where such support is being proposed, the recovery strategy will need to demonstrate that all alternative sources of funding have been explored and that the rationale for the project is strong enough to justify providing support to teachers' (WFP Guidelines for Protracted Relief and Recovery Operations).

This problem of meeting recurrent costs on a sustainable basis is not limited to education, of course, and is widely encountered in repatriation and post-conflict situations. In some cases, teachers may receive external assistance in cash or as food-for-work, but strategies for sustainability are needed.

The international community has realized the importance of investing in the prevention of future natural disasters, as in the

■ Box 6. Bangladesh: Preventive strategies against natural disasters

UNESCO's assistance in emergency situations is not merely limited to the reconstruction of schools after the fact. Rather, it has given considerable attention to the provision of information and guidelines to avert any potential damage in the event of natural disasters, and particularly to school buildings. In cases where the damage has already occurred, the response to assistance has been supplemented by sub-regional training courses by leading experts. Countries with similar climatic cycles have been encouraged to share and broaden their experience, concerns, solutions and emergency strategies and co-operate with one another.

Although regions affected by fierce windstorms have been identified and recommendations for building designs/structures/preventive measures suited to the respective areas highlighted, it is not always possible for countries to upgrade their technology or design for a variety of reasons. It is nevertheless a proven case in UNESCO's experience that the pooled resources of international and national agencies which went towards improved satellite warning systems and the provision of better buildings in Bangladesh helped mitigate the effect of the devastating cyclone which hit the country in 1991. As Table 2 shows, the projected number of deaths in 1990 would have been double that of 1970 in proportion to the growth in population. And even though the loss of life in reality was enormous in the cyclone of 1991, it was much less in comparison to what it would have been had precautionary measures of warning systems and improved building structures not been taken. Other countries/ regions included for safe-school structures are: Australia, Caribbean, China, Philippines, Sri Lanka, Tonga and Viet Nam.

case of the cyclones and floods that recur in Bangladesh, for example (see Table 2). There should be a willingness likewise to invest in the less tangible concept of education for post-conflict renewal of hope for the coming generations.

Table 2. Floods, cyclones, sea surges in Bangladesh

Actual 1970		Estimate 1990	Actual 1991
60,000,000	Population	120,000,000	116,000,000
400,000	Deaths	800,000	140,000
0.7%	Percentage of population killed	0.7%	0.12%
		Saved	660,000
		Evacuated	15,000,000

Source: K. J. Mack, *The ABC of Cyclone Rehabilitation*, UNESCO, 1996.

In some cases, as after the repatriation of refugees to Kosovo in 1999, there is an international willingness to fund educational reconstruction in a post-conflict situation. In the majority of cases, in contrast, there is a scarcity of resources, and United Nations Consolidated Appeals for reconstruction often fall short of their targets. The new awareness of the rights of children and of prompt restoration of education as a tool for peace building may help generate greater responsiveness to the funding needs of the education sector in the post-conflict and transition situations. We recommend greater involvement of scholars in this area, as a reinforcement of the calls of field-oriented agencies for greater and more timely donor support to educational reconstruction.

Early childhood development and adult education

Jomtien set a broad agenda for basic education, including early childhood development, the education of children, young people and adults; including quality as well as coverage; including skills for living and livelihood beyond simple literacy and numeracy. Organizations working in emergency education have seen the necessity for this broad agenda, and there have been good initiatives under difficult conditions.

Early childhood care and development

Integrated programmes in early childhood care and development provide a sound foundation for lifelong learning . . . they are 'pace-setters' in education, often building on partnerships between government, NGOs, communities and parents. Integrated Early Childhood Development programmes, including parent education, interact with other areas of children's growth such as health, hygiene and nutrition, and offer a child-centred pedagogy that encourages the ability to learn. (*Education for All: Achieving the Goal*, Final Report of the Mid-Decade Meeting of the International Consultative Forum on Education for All, Amman, 1996, p. 24).

The principle that learning begins at birth was highlighted as part of the Jomtien vision. The 1990s have seen world-wide attempts to act on this insight through the development of programmes of parent education and of child-centred activity programmes for the young child. Young children displaced by natural and man-made disasters need especial support, to help them cope with traumas which may have affected them directly, whether injury or the loss of loved ones, or having to flee from attack. They need support also because the adults in some families may be unable to give them the care and attention that would normally have been their birthright.

Communities in crisis situations have responded to early childhood initiatives made by NGOs, as for example when Save the Children Federation supported the establishment of community-based pre-school programmes during the conflict in Bosnia. Organizations such as Enfants Réfugiés du Monde, Jesuit Refugee Services, Norwegian People's Aid, Radda Barnen and many others have worked to provide early childhood care and pre-primary classes for refugees, and for children affected by emergencies within their own countries, as well as parent education.

Crucial here is the concept of capacity-building and sustainability. In circumstances where governments or donor agencies have difficulty in meeting the costs of schooling, the model for early childhood interventions needs to be community-based. In some cases, an initiating organization was able to fund salaries or incentives for carers and teachers at first, and then found it difficult to sustain the necessary levels of funding. Interventions should aim at providing training and start up materials, that can enable parents and communities to organize early childhood programmes and to sustain them when external assistance is withdrawn or reduced.

Early childhood programmes have pay-offs beyond their direct effects. They permit outreach to young children for nutrition and health programmes, and the education of parents and carers on the needs of the child (health, nutrition, sanitation, clean water, protection and stimulation to promote psychosocial and cognitive development). Moreover, they play a critical role in freeing older girls in the family from child care duties that prevent them from attending school. Hence, they are a key element in the Education for All agenda. This is the more important where extended family structures have been disrupted by war and displacement.

Early childhood programmes, whether called day care, kindergarten, pre-school or pre-primary, represent not only an opportunity to promote future mental and emotional development but also the life skills for tolerance, gender sensitivity and co-operation. It is especially touching to see the children from different refugee communities singing and playing together, and learning that the conflicts that drove them from home are not the only approach to human life on this planet. 'We are one, we are one', sing the children from ten different tribes and nationalities in the pre-schools of Kakuma refugee camp in Kenya.

■ Box 7. How pre-school programmes support girls' education

In Gambella refugee camp in western Ethiopia, the establishment by Radda Barnen of a largely female committee to begin a pre-school, the intensive training of pre-school teachers, and successful operation of the programme changed attitudes: 'Not only has the community accepted now that women can obtain the necessary qualifications to become teachers, but they have also observed that girls can perform well in schools.' The creation of Parent Teacher Associations has assisted in this. Two pre-schools are moving towards self-management by the community and the PTA. An estimated 90% of all children aged 3 to 6 participate in the pre-school programme. This frees older girls from child care duties, so that they can attend school.

Non-formal education for youth and adults

Displaced communities and agencies supporting them with humanitarian assistance normally give first priority to restoration of schooling for their children. Subsequently, however, there are often multiple initiatives to provide education and training for youth and adults. Many organizations have supported literacy programmes, programmes providing knowledge and skills regarding health and child care, and skills training to enhance family livelihoods or promote access to paid employment or self-employment. Often, these various objectives are combined, as when literacy courses include health messages, or vocational training incorporates literacy and numeracy courses. The potential of such education and training for the empowerment of women, and to help poor women (often heads of household) to cope economically and socially, has led to many literacy and skills training programmes specifically for older girls and women.

Quantitative data is not available for the range of programmes covered by this Thematic Study; nor is it in principle easy to collect, since many literacy programmes are organized by community organizations or local NGOs on a voluntary basis. The examples which follow are indicative of the many programmes that cannot be mentioned here:

- In Cambodia, a group led by UNESCO and the Ministry of Education, Youth and Sport have conducted non-formal education programmes since 1994, benefiting returnee, internally displaced and other populations through literacy courses and skills training (over 20,000 beneficiaries, 80% female). Reading houses/libraries have been constructed by participants in the grounds of Buddhist temples, ancient centres of learning. The literacy manuals include health, hygiene and child care, agriculture, human rights and environmental protection.
- In Baluchistan Province, Pakistan, Save the Children Federation (SCF) introduced an innovative 'Health and Literacy' programme for Afghan refugee women in remote locations. Using participative methods, the women were encouraged to reflect on issues affecting their daily lives as well as learning impor-

tant health messages. In the North-west Frontier Province, GTZ developed new literacy materials and conducted literacy courses for men and women, as well as child care courses, in many of the 250 refugee camps in the province.

- In *Meheba refugee camp*, Jesuit Refugee Service has developed Portuguese, French and English language courses for adults, as well as children, including messages regarding health, hygiene, problem solving skills, peace education, gender awareness and sharing of traditional oral cultures and life testimonies.
- In *Karagwe, United Republic of Tanzania*, Jesuit Refugee Services established camp resource centres where Rwandan youth could study languages, librarianship, and so on and edit a newsletter.
- In *Gambella, Ethiopia*, Radda Barnen has established a Youth Centre providing activities such as basketball, volleyball, football, table tennis, dominoes, etc., visited by some 500 young people. A course was given there on assembly of foot-balls and volleyballs. Clubs involving some 400 young people meet there. These clubs aim at grouping those interested in the issues but also convey messages to the community. For example, the Health Club passes messages through drama, theatre etc. The disability awareness club has held workshops to lessen prejudice against the disabled and promote prevention and rehabilitation.

■ Box 8. Burundi: Adult literacy and Education for peace

After the 1993 ethnic conflict in Burundi, the NGO Action Aid adopted the *Reflect* approach as one of the peace development initiatives in the country. *Reflect* is a structured participatory learning process, which facilitates peoples' critical analysis of their environment, placing empowerment at the heart of sustainable and equitable development. Through the creation of democratic spaces and the construction and interpretation of locally-generated texts, people build their own multidimensional analysis of local and global reality, challenging dominant development paradigms and re-defining power relationships in both public and private spheres.

Evaluation of the programme revealed that the participants and supervisors interviewed had to some extent understood the Reflect learning concept to mean '... a new approach that enables people to understand their village better by first analysing the problems that affect them and then looking for possible solutions to those problems.' This was a good sign. And even though men performed better than women in literacy and numeracy skills (largely due to the fact that men had more time at their disposal to learn and practice as opposed to women who are overburdened by household chores), women seemed to have developed greater self-confidence in terms of self-expression and had also attained better negotiation skills. Having acknowledged that women had a heavier workload than men, the participants did not necessarily attempt to change the *status quo*. Women for their part were prepared to participate in tasks formerly exclusively done by men.

The greatest caveat in using this approach is to ensure that trainers and facilitators have themselves understood the concept in-depth in order to train others with the same conviction of belief and understanding of one's environment and integrating need for integrating preservation and development.

Vocational training

Even during an acute emergency there may be opportunities for skills training. Later, technical and vocational education, and employment creation, are important elements in recovery from natural or man-made disasters and in building a durable peace after conflict. These programmes have substantial resource requirements and care must be taken that they are well-designed in relation to local needs and the absorptive capacity of the market. The programmes must likewise be designed to ensure flexibility to respond to the often rapidly changing circumstances of an emergency or post-conflict situation.

Almost all major international agencies and donors have supported vocational training programmes for emergency affected populations, some focusing on youth, some on adults of both sexes, some on women; some on refugees and some on persons within their own countries.

The International Labour Organisation (ILO) has long experience in supporting vocational training, enterprise development, micro-credit and co-operative schemes, training and employment of the disabled. ILO has created programmes for victims of conflict in countries such as Bosnia, Cambodia, Croatia, Mozambique, Haiti, Rwanda and Somalia. Priority is given to the training of women, of youth especially demobilized soldiers, of the disabled, and victims of drug abuse.

In each case ILO has drawn upon and helped develop local expertise for skills training and programme management. Support is given to post-conflict capacity-building, at national and local levels, for planning, design, execution, monitoring and evaluation of training and income generation programmes for populations affected by war. ILO has created a database on post-conflict training and employment programmes, and has published an overview of experiences in this field.¹⁷

Regarding refugees, UNHCR has reviewed and documented the experience of skills training programmes that it has funded for refugees (see *Sourcebook for Refugee Skills Training*, 1996). Successful programmes have included a major apprenticeship programme for Afghan refugees, placed in refugee and local informal sector workshops in Pakistan, implemented by the NGO Solidarité Afghanistan. This programme had a very high percentage of placement of its graduates in informal sector employment, with monitoring reports showing that as many as 80% of those traced, or over 50% of all trainees, were using their new skills as a source of income. The situation is much more difficult in closed camp situations, where earnings opportunities are limited. A modified apprenticeship programme was nevertheless conducted in the Rwandan refugee camps in the United Republic of Tanzania, using group attachment of adolescents to skilled craftsmen working on production of relief goods and school furniture. In many locations, graduates from skills training centres have gained valuable work experience through the production of school uniforms, school furniture or buildings.

Among the many NGOs active in this field, the Salesian Don Bosco organization has provided vocational training for displaced and otherwise emergency-affected students in countries such as Albania, Angola, Cambodia, Kenya, Liberia, Sierra Leone and Sri Lanka.

Special concerns

Education inclusive of children, youth and adults with disability

Millions of children are killed by armed conflict, but three times as many are seriously injured or permanently disabled by it. . . . In Afghanistan alone, some 100,000 children have war-related disabilities, many of them caused by landmines. . . . The lack of rehabilitative care is contrary to Article 23 of the Convention on the Rights of the Child, which lays out clearly the responsibilities of States Parties for ensuring effective access of disabled children to education, health and rehabilitation services (*Machel Report*, para. 145).

Many children suffer disabilities as a result of conflict and associated destruction of health facilities. Emphasis is often given to the effects of landmines but malnutrition and disease also flourish during war, and can lead to disability. It is therefore imperative to provide the needed care and prostheses, and also the education that will help disabled persons to live as valued members of their communities. Where possible, children with disabilities should study alongside other children from their community, in 'inclusive' schools. Teachers should be trained accordingly. In some circumstances, special classes and teachers may be needed. It is important also to take advantage of the opportunity of outside expertise and resources, often present during an emergency, to train teachers in special techniques such as the use of Braille sign language.

Programmes for the education and training of refugees with disabilities, whether from war, disease or other causes, have indeed been developed in many locations, but the coverage is not systematic and depends on both the interest and expertise of the organizations implementing education programmes and the availability of resources. Where possible, the principle of integration in education and training programmes alongside other students is preferred (and is more economic), but in some instances specialized programmes are more appropriate.

- In the Dadaab refugee camps in *Kenya*, special classes are held in selected schools, for deaf students and blind children and adults. Two teachers per camp were trained for teaching of mentally handicapped children and three teachers were trained to integrate blind, deaf and physically handicapped adults into the adult literacy programme.
- In Bhutanese refugee camps in *Nepal*, there are seven Special Needs Resource Teachers (one per two schools). These

teachers receive a one-day training twice a month and an orientation workshop of 3 days at the beginning of the school year.

- In *Pakistan*, refugee social welfare committees organized 'child groups' for severely disabled children, who meet for structured activities three times a week. Some of these children have subsequently been able to enter normal schools or vocational training programmes. Vocational training/apprenticeship and income generation projects for refugees receiving UNHCR funding were required to include a quota of disabled, often ex-combatant, refugees among their beneficiaries. Apprenticeships and mobile training programmes in some skills such as tailoring were specifically limited to disabled men and needy female heads of household.

Separated children

In many crisis situations, children get separated from their parents or primary caregivers. UNESCO, UNICEF, UNHCR, Save the Children and other agencies have developed different new systems for identifying such children and tracing their close relatives, on the basis that family reunion is normally in the best interests of the child.

It is not normally desirable to set up special orphanages and schools for such children. This can in fact lead to family separations, whereby parents deposit their children as 'orphans' so that they can have a better future than the family can provide in times of hunger and displacement. Best practice guidelines encourage the fostering of children with responsible members of the community, combined with monitoring of the care provided and support for the foster families in sending the children to school.

Sometimes, displaced and separated children are forced to act as servants or to work in mines or other places in return for food. Others may become street-children, and earn their livelihood through prostitution. It is important that humanitarian agencies develop an awareness of these problems so that protection can be provided to children displaced and traumatized by conflict. In this connection, UNHCR and the Save the Children movement have developed a training programme entitled 'Action for the Rights of the Child', which is intended for the training of United Nations and NGO staff working with refugees and other conflict-affected populations.

Child soldiers and ex-combatants

The problem of child soldiers has become acute during the 1990s, with an estimated 300,000 child soldiers in the world today. Far too many adolescent boys in the age under 18 have been recruited as soldiers. As educators, we support the moves to raise the minimum age of recruitment to 18. The problem of child soldiers is wider than this, however. There has been widespread use of children of age 10 and above, or indeed of any age

that can serve the purposes of the militias that have engaged in civil combat during the 1990s. Both boys and girls have been recruited, often forcibly, to fight or to provide militias with services, including carrying, cooking and sexual services. They are often victims of physical abuse, malnutrition, drug abuse and AIDS. Children and adolescents have been forced to commit terrible atrocities, and worst of all, these atrocities have sometimes involved mutilating or killing their own family members.

Many young people who have been able to escape to refugee camps, who have been demobilized under campaigns led by international or national organizations, or who have otherwise been able to begin a new life, have benefited from access to emergency education and training programmes of the type described above. Often, these young people have the resilience to join with others of their age group in the shared life of schools and training centres. In such cases, staff training to cope with the special needs of ex-combatants is needed, although this has often been neglected.

In other cases, the degree of traumatization, and sometimes social exclusion, of ex-combatant children, has required the establishment of special programmes combining education, training, cultural and sports activities and intensive group and individual counselling programmes. Don Bosco, Save the Children Fund and other organizations have set up centres or 'homes' in Liberia, for example, to meet the needs of child soldiers, taught to kill and mutilate, many of them addicted to drugs. In Sierra Leone, the NGO Children Against War provides counselling, 'special conversations' and informal educational activities to ex-child soldiers before helping them to re-enter their communities of origin.

■ Box 9. Mozambique: Reintegration of ex-combatants in a post-conflict situation

At the signing of the Mozambique Peace accords in 1992, 75,000 regular soldiers and 11,000 other combatants, including many young men and women, needed to be reintegrated into society. The objective was to provide these young people with literacy and work skills that would prevent them from regressing into a state of abject poverty and perhaps undermining the peace.

A collaborative project under the auspices of UNESCO developed a literacy programme linked to management and skills training, which responded to labour and market needs. Project management was gradually handed over to the young people who were quick to reject participation of the more disruptive youth among them. The *esprit de corps* was a driving force in reinforcing a sense of identity and goals to succeed.

While statistics are not at hand, it is likely that many more young people, both boys and girls, need such help than currently receive it. The international community and national governments, as well as leaders of militias, must realize that the future is imperilled wherever there is a generation of children who cannot read or write and only know the respect that is earned from the barrel of a gun.

The re-integration of adult ex-combatants into civil life is a challenge after any conflict. For young people who have grown up as soldiers or in militias, the coming of peace may leave them with no skills and no prospects for the future. Agencies such as ILO and UNESCO have supported national programmes for ex-combatants in countries such as Cambodia and Mozambique. ■

Shared knowledge: analysis of strategies and practices

UNICEF is committed to education in emergencies. Basic education must play a part in every education programme. Educational activities will be consistent with UNICEF overall policy on basic education and tailored to the specifics of the particular emergency. UNICEF is committed to basic education. In line with its own mandate, universal primary education through both formal and non-formal means is a key goal. Early childhood care for growth and development, and adult education, serve as complementary elements to good primary education, and UNICEF places special and high priority on the girl-child and the education of women.

The 1990s have seen multiple efforts to meet the educational needs of populations affected by wars and disasters, as noted above. Quantitatively, there are gaps in coverage and even in our knowledge of needs and whether or not they are being met. The mobilization of additional resources is recommended to meet the gaps and commissioning of studies to extend our awareness of unmet needs. In this section, we look at qualitative aspects of education in emergency. What is the state of the art?

Here again there is a very weak knowledge base on which to offer comments. There have been many initiatives to develop innovative and effective approaches to emergency education, but most of them remain in the grey literature of unpublished agency reports and in the memories of the educators concerned. These constraints, together with the need for brevity, mean that we can offer little more than an overview of the field, and not a systematic assessment or evaluation.

At this point, therefore, we touch on some of the current issues regarding the content and methodology of education in emergencies, including:

- rapid response to the needs of displaced or returnee children;
- special policies for refugee education;
- gender sensitivity and girls' education in emergencies;
- standards for the resourcing of humanitarian response;
- use of new technologies; and
- meeting psychosocial needs, and raising awareness of dangers such as landmines, AIDS and drug abuse, and promoting environmental awareness and a Culture of Peace.

Rapid response to the needs of displaced or returnee children

There is now widespread agreement that it is desirable for children and young people to participate in appropriate structured activities such as simple recreation and education programmes and volunteer service, as soon as possible after a crisis situation, such as conflict, internal displacement or taking refuge in another country. The first objective is to gather children and young people together and provide constructive social interaction, since this will help overcome the psychosocial effects of trauma and displacement – and will do so in a manner self-targeting on the participants' own culture.

Early support to education and recreational activities for children and adolescents brings the additional benefits of helping identify those children and young people who are most severely traumatized, or having other problems, such as being exploited or abused by household members or employers. Another benefit is that mothers and other family members feel some element of normality in their lives (and have more time for household tasks, etc.) when children are regularly attending school or other organized activities. Rapid response is likewise important when refugee families return from exile. There has often been a gap between return and the revitalization of educational institutions.

Retarding factors. Various factors can retard education response. In some situations, physical access has been difficult, due to trucks getting bogged down in mud or inadequate air access. Under such conditions, priority in the very short term has to be given to food, health and shelter.

A serious factor retarding early provision of international support to refugee education can be the concern that education, no matter how informal, would crystallize the situation and prevent early repatriation. This concern has been expressed by receiving governments, donor governments and United Nations staff. While understandable in terms of days and weeks, this state of mind or policy can be perpetuated for months or even years. The trauma of displacement is thereby enhanced for the refugees. Moreover the opportunity to orient education towards humanitarian values is lost. For example, in eastern Zaire in 1994/5, many schools were started on a self-help basis by supporters of the previous Rwandan government. Due to lack of assistance from humanitarian agencies, it was not possible to orient the content of schooling to support a more peaceful future, as would have been possible, to some extent, if the teachers had been receiving incentives through humanitarian NGOs.

Another retarding factor for refugee education can be when the government of the asylum country feels obliged to develop an entire education policy for refugees before permitting educational response. It should be recognized internationally that humanitarian emergency response includes immediate sup-

port to simple educational activities, and that formal discussions are for a later stage. In some places, the concerned persons are aware of the issues involved because they have assisted refugee populations in the past, as has been the case in the United Republic of Tanzania in the 1990s. But it would be better to formalize the policy, for the benefit of others.

Establishing standards for the timing of response. A review of services to refugee children, conducted jointly by UNHCR and Save The Children, concluded that structured activities including education should be initiated as soon as physically practicable. The 'education guidelines' suggest the following minimum standards:

- Simple recreational and educational activities for children and adolescents should be in place not later than 3 months after the beginning of an emergency,
- A unified system of basic schooling should be in place after not more than 6 months.

Similar standards should be applied in the case of other crisis or post-conflict situations, to the extent possible.

Preparedness: education standby arrangements. In large-scale emergencies, there is always a need for education experts to help design and co-ordinate rapid educational response. The Norwegian Refugee Council (NRC) has made an important contribution here, with standby education deployments to UNICEF, UNHCR, UNESCO and other agencies.

In some cases a new emergency arises in a location in which there are already refugee education programmes. This happened in 1988, for example, when a new wave of Sierra Leonean refugees entered Guinea. The International Rescue Committee was already conducting a major refugee education programme for Liberian and Sierra Leonean refugees in Guinea, with UNHCR support, and was able to make the necessary arrangements to provide rapid educational response to the needs of new arrivals.

Preparedness: education materials. Sometimes newly arrived refugees or internally displaced populations are busy setting up simple schools, and field staff seek to assist them with educational materials. If these materials are not available, what should be done?

The inter-agency co-operation in the design, purchase and use of 'Teacher Emergency Packages' (TEP) (writing materials and limited educational materials) in response to the 1990s crises in Somalia, Rwanda and elsewhere has led to extensive discussions on possible pre-assembly and pre-positioning of education kits or 'schools-in-a-box', for use in future emergencies and repatriation programmes. Advantages include the real-world likelihood that pre-assembled kits could be put on a plane or lorry quickly, once the officer in charge at an emer-

gency site expresses agreement (and finds a budget from which to replenish the stock that is used).

Disadvantages include the physical and organizational costs of storage and shipment, and sometimes low shelf life of materials; especially as the procurement of constituent items in a central location might be at a higher cost than their purchase at the site of ultimate use. There is also a risk that a regional storage site will be in the 'wrong' location, cost-wise, for the next emergencies. There is nevertheless considerable interest in having some kits pre-packaged, at least to meet the immediate needs of small emergencies and as exemplars for what is needed in larger ones.

The TEP programme has been used in several countries in Africa. The prototype was launched in Somalia in 1993. It was also used in Ethiopia, Eritrea, Djibouti and Yemen. A Kinyarwanda version was widely used in Rwanda, the United Republic of Tanzania and the Democratic Republic of the Congo. The Afar version was used in Region 2 of Ethiopia. A Portuguese version was prepared jointly by UNESCO and the Norwegian Refugee Council for use in Angola. English and French versions are available for easy adaptation for any country context within 4 to 6 weeks.¹⁸

■ Box 10. Teacher Emergency Package (TEP)

UNESCO developed a Teacher Emergency Package (TEP) in Somalia, in 1993, for use as a ready-to-use kit for functional literacy and numeracy instruction for children, and it has since been used elsewhere. It is designed to accommodate about eighty children in a two-shift class almost anywhere.

The TEP or 'school-in-a-box' consists of a kit of materials and a teaching methodology for basic literacy and numeracy in the learners' mother tongue. The teachers' bag contains:

- blackboard paint, brush and tape measure (to enable teachers to create their own blackboard on a wall if necessary),
- white and coloured chalk,
- pens, pencils, pencil sharpeners and felt markers,
- ten 'scrabble sets' (for language and number games),
- three cloth charts (alphabet, numbers and multiplication),
- attendance book and note book,
- a teachers' guide which outlines the pedagogical methods by lesson.

In an accompanying box are student supplies for a total of eighty students (two shifts) consisting of: slates, chalk, dusters, exercise books and pencils.

UNICEF, UNHCR and other agencies have supported the use of TEPs in some situations and have also developed other specifications for emergency supplies.¹⁹ In Albania in 1999, UNICEF and other organizations further developed the concept of early response to include the designation of integrated 'safe spaces' for children, in which temporary shelter is provided for mother and child health, play areas, and primary school classes, with supply of needed materials in kit form as necessary.

Logistics may dictate which of the foregoing models makes more sense in any given situation. Meanwhile there is a definite need to have teachers' guides and educational materials for all aspects of crisis situations available in the main international languages, so that they can either be made available to the field immediately, if the languages and content are appropriate; or can be quickly adapted/translated into local languages and scripts.

Special policies for refugee education

The principles underlying refugee education include meeting the psychosocial needs of the refugee children and adolescents, and building knowledge, skills, attitudes and values contributing towards a durable solution. Many issues, such as the importance of rapid educational response, are common to refugee and other crisis situations. Questions of curriculum, certification and teacher training for refugee schools are discussed in this section, since they present problems specific to the refugee situation.

Curriculum issues. Where possible, refugee children should have the opportunity to study some version of the curriculum of their place of origin: a policy often called 'education for repatriation'. Where schools are established specifically to meet the needs of refugees, 'education for repatriation' should be recognized as a right, by all concerned agencies and governments. It has psychosocial advantages, that of familiarity of content and having familiar, refugee-teachers. It is, moreover, the hard-headed policy most supportive of repatriation – which is often what donors and receiving governments are seeking. Use of the curriculum of the place of origin means that it is possible for returnee children to be reintegrated into the education system of the country of origin as soon as schooling can be re-instated there.

If a refugee programme seems likely to last for an extended period, then it may be desirable to introduce a curriculum that 'faces both ways'. An example here is the use of an Afghan curriculum by Afghan refugees in Pakistan, but with the addition of the language of Urdu (the national language of Pakistan). This ensures basic language skills for the country of asylum labour market and also for admission to national education institutions at post-primary or post-secondary level.

In some cases, there may be political reasons why refugees prefer an earlier version of the curriculum than that currently in force in their country of origin. Afghan Mujahidin preferred a curriculum predating the Marxist era in Afghanistan. Many refugees from southern Sudan prefer to follow an English-speaking 'East African' curriculum, as their educational tradition is English-speaking; refugees from southern Sudan attending refugee schools in Uganda and Kenya thus follow

■ **Box 11. Certification of refugee schooling in Nepal**

In Nepal, high levels of refugee participation in schooling have raised the literacy rate of the camp population from 15% in 1993 to 65% in 1997. The high percentage of passes in the government's Year 10 School Leaving Examination (SLE) has inspired the junior students to study seriously and vigorously. The drop out rate is low. The SLE certificates are awarded as 'provisional' certificates to non-citizens of Nepal but are recognized for further studies by higher education institutions in Nepal and India.

the Uganda or Kenyan curriculum. Indeed, when there is no problem regarding language of instruction, it is often simpler for refugees to follow the host country curriculum, since this gives access to national examinations, local textbooks can be used, etc.

Certification. Certification of studies is an especial problem in refugee situations. It is highly desirable to develop a regionalized approach to education whereby the Education Ministry of the country of origin is willing to validate studies undertaken by refugees. This was possible in the case of Mozambican refugees in Malawi and Zimbabwe but is often not practicable. Another approach is for the host country education authorities to validate refugee education. This can be problematic for political reasons or because the refugees study in a language different from that of the host country.²⁰

Although there have been successes in this field, there remain major problems, and UNESCO's current initiative to examine the scope of the problem in East Africa, is to be welcomed.

Use of refugee teachers. Education is a first priority of refugee communities and educated refugees come forward to help start refugee schools. This has advantages in providing children with a feeling of security in the classroom, teachers from their own community, as well as in providing educated refugees with

■ **Box 12. Guinea: Certification of education and training received by refugees from Liberia and Sierra Leone**

The International Rescue Committee (IRC) refugee education programme in Guinea developed a curriculum that meets the requirements of both Liberian and Sierra Leonean Ministries of Education, since schools included refugees of both nationalities. The students take secondary school leaving examinations set by the West African Examinations Council, and their results are universally recognized.

Negotiations for recognition in Liberia of the high quality IRC in-service teacher training are continuing at the time of writing. This experience has shown the importance of recording all training received by individual teachers and of recording the content of such training. Such recognition can help trained refugee teachers obtain employment as teachers in government schools after repatriation, contributing to the quality of schooling in returnee situations.

an opportunity to do something constructive to help build a better future. When a system of refugee schools has been established, it is normal to provide an 'incentive' to refugee teachers, so that they can concentrate on their work and minimize the level of staff turnover.

Many refugee teachers are new to the profession and intensive in-service training is needed as well as mobile teacher supervisors and advisers. This is the more needed because teachers themselves may have been traumatized, as well as their students, and it is now considered vital to sensitize teachers to the psychosocial aspects of their work.

The quality and extent of in-service training and school-based guidance is one of the more variable aspects of refugee education. Some projects have set up excellent systems of training while others have lacked the expertise and/or the resources to provide adequate support.

- In *Djibouti*, a subject co-ordinator for each of the core school subjects visits the refugee teachers and provides in-school teacher training.
- In *Guinea*: the IRC refugee education project includes a teacher training section, which provides 'new teacher workshops', in-service training during vacations, and in-school supervision by regional training officers; and which organizes in-school mentoring by senior staff.
- In *Pakistan*, several agencies have provided in-service training of Afghan refugee teachers and head teachers. The major programme is now undertaken by GTZ, which provides vacation training in methodology and subject matter, including the use of supplementary workbooks for language and mathematics developed by the project. A cluster school approach has been used, in which a senior teacher provides mentoring for teachers in adjacent schools; and regional teachers' centres have been established.
- In *Northern Uganda*: Jesuit Refugee Service schools have provided in-service training during vacations, special subject matter tuition, and in-school guidance, through mobile advisers; and JRS has sponsored the participation of refugee teachers in national teacher training programmes.

It is important to build a consensus that refugee children have the right to be taught by refugee teachers, and that educated refugees need the opportunity for constructive activity afforded by a teaching role.²¹

It should be stressed that in-service training of educated refugees as teachers for refugee schools serves to create a cadre of future teachers for returnee areas. It can happen that during an emergency there is a permanent 'brain drain' of teachers away from the region or away from the profession.

Gender sensitivity and girls' education

The most urgent priority is to ensure access to, and improve the quality of, education for girls and women, and to remove every obstacle that hampers their active participation. . . . (Jomtien Declaration, Article 3, para 3).

Gender sensitivity is not merely a facet of the education revolution but is woven into its very fabric. Measures aimed at girls' participation advance the cause of universal education on every front (UNICEF 1999b, p. 56).

Emergencies are times of catastrophe for women and girls. Some 70 to 80% of displaced populations are typically women and their children. Women play a key role in helping communities survive conflict and in conflict transformation. Stressed or traumatized by fear, insecurity and loss of loved ones, women and girls may also suffer trauma from the humiliating experience of gender-based violence. Many endure in silence because of cultural taboos. Girls who have been raped in front of their parents or forced into sexual slavery with militias, for example, find reintegration into society particularly difficult. During times of crisis, girls may be pressured into prostitution to raise family income, and sometimes face higher levels of malnutrition than boys, when food is scarce.²² Sometimes food and other relief supplies intended for women and children end up with male fighters.

■ Box 13. Gender insensitivity: an example

Mary, an educated woman living in a refugee camp, had three daughters. After her husband died, Mary was advised to marry her brother-in-law. Her refusal was tolerated, but her husband's relatives started receiving potential suitors for two of her daughters. Mary delayed matters temporarily by sending her daughters to a boarding school outside the camp. But her opinions were not accepted, despite her leadership position in the camp. In the end, Mary had to apply for resettlement in a third country, where she moved with her daughters (report of an international workshop, Kampala, 1998).

Many of the factors which limit girls' and women's participation in education in emergency situations are similar to those which affected them in their home location. These include home duties such as care of younger children, cooking and washing clothes and dishes; collecting water, fuel wood and sometimes food rations; poverty-related factors such as lack of adequate clothing and cash for school fees or materials (available cash often goes towards boys' education first). Parents are often concerned that older girls may become pregnant and withdraw them from school at puberty. Girls may withdraw due to early marriage or pregnancy. And in some conservative societies there may be a reluctance to allow girls to attend school at all. In addition, there may be school-based factors leading to non-enrolment of girls or their early drop out. These may include lack of female teachers, lack of separate latrines for

girls, male teachers with low expectations of girls' achievements, and so on.

The Jomtien emphasis on education for girls and women has led international organizations, governments and NGOs to move forward on such gender issues, including revision of textbooks and educational materials, training teachers to be sensitive to gender, sensitizing communities to the importance of educating their daughters and so on. Many organizations working with emergency-affected communities have likewise developed strong policies in support of the education and training of girls and women.

Emergencies can have the effect of empowering women and girls, if they become the heads of household, and perhaps responsible for food production and management of livestock and property. It is important to build on this empowerment to link women more strongly into the management of schools and to ensure that empowerment in terms of sending daughters to school and through women's role in school management remains effective in the post-conflict phase of reconstruction.

Gender strategies and staff sensitization. These issues need to be thoroughly understood by the staff of agencies supporting education in emergencies, and taken note of at field level, through development of appropriate strategies and staff training. It is necessary to review the factors limiting refugee girls' participation in schooling through consultations with educators, parents and girls themselves, and to recommend a strategy for increased participation. Training materials were then produced, and sensitization workshops held for education programme staff, head-teachers and community representatives in various locations. Posters stressing the benefits of education for girls were widely displayed.

Physical access and timing. Physical access to school in the vicinity of the home is especially important for girls. Distance can be a problem for adolescent girls for reasons of harassment or if they have to get to or from school quickly because of home duties.

- 'Home schools' and 'self-help schools' have been started for Afghan refugee girls in Pakistan who do not have access to schooling near their homes.
- In Djibouti refugee camps, girls are given preferential access to the afternoon shift of schooling, since they are expected to undertake household chores in the morning.
- In a returnee area of Mozambique, action was taken against teachers who asked girls for sex as a condition for promotion to the next year of schooling.

Emphasizing the importance of starting young. There should be no age discrimination in admission to schooling, which is a basic right. However, when it is possible for children to start school young this can help solve several problems such as cultural con-

straints on education of older girls (and possible harassment of older girls); drop out of adolescents because hours of work conflict with schooling; reluctance of adolescents to attend school without good clothing; etc. Pre-schools can be helpful in this respect, especially if a snack is provided, since parents then send both girls and boys who are too young to be helpful with chores, and the habit of school attendance is formed.

Providing separate facilities for female students and teachers, based on community norms. Where girls and boys study together, care should be taken that school arrangements do not discourage girls' participation in schooling or the participation of women teachers. Some communities prefer to have totally separate schools for girls of all ages, while others prefer this for older girls. Separate latrines should be provided for girls and women teachers.

- In Pakistan in the 1980s, separate schools were established for girls in the larger Afghan refugee camps. Even so, attendance was very limited, since the populations came from rural areas where girls had not attended school. Refugees arriving later from Kabul, where girls' education was common, quickly established self-help schools with both male and female students and teachers.
- In Kakuma refugee camp, Kenya, funding has been secured to hold afternoon school classes for girls/women who dropped out of school to marry. Classes will start at years 1, 3 and 5 of the primary school curriculum. The community will be asked to care for their children during class time. Newly arrived adolescent Somali girls are receiving afternoon classes in English and Swahili, so that they may enter the school system (year 2) in the next academic year.

Recruitment and training of female teachers. Female teachers serve as role models for female education as well as giving reassurance to families that it will be safe to send their daughters to school. They can advise school-girls on personal matters that the girls would not feel able to discuss with male teachers.

The current policy of attempting to increase the proportion of female refugee teachers to at least 50% can be helpful in this respect.²³ Women are rather more likely than men to repatriate to the areas of origin and to live there (men may travel in search of more highly paid work in the cities), which means that this policy also serves a developmental function in the longer term.

Special measures to increase the numbers of girls and women eligible for teaching posts are to be commended. In Kakuma refugee camp in Kenya, for example, two women teachers have been appointed in each refugee school, and, as needed, they receive extra training in English (the language of instruction). An education consultant has suggested a system of scholarships to national girls' schools so that talented refugee girls could complete the 8 year primary education course and become teachers in the camp. Jesuit Refugee Service (JRS),

churches and communities have awarded some scholarships of this kind. In 1998, the first two refugee girls (among 100 boys) won JRS scholarships to Kenyan secondary schools.

Providing gender-sensitivity training and anti-harassment training. Teachers and students should be made aware that gender sensitivity is important both in the teaching process and outside the classroom. Harassment is not an acceptable practice. Reproductive health education is likewise important.

■ Box 14. Reproductive health education and peer support for refugee girls in Guinea

In IRC refugee schools in Guinea, Young Women's Social Clubs aim to increase the knowledge of reproductive health issues such as anatomy, menstruation, contraception, AIDS/STDs, to increase knowledge and develop strategies regarding sexual violence, gender awareness and women's rights, and to provide peer support to young women. This is intended also to help motivate girls to stay in school. Both sexes can benefit from IRC Health Counsellors, Health Clubs, and trained peer educators who can also explain the health risks.

Supply of hygienic materials. Lack of hygienic materials is a major cause of drop out for girls reaching the age of puberty. Following a survey on the causes of girls' drop out from schools in Kakuma refugee camp in Kenya, refugee girls were provided with materials and were taught by their teachers how to make underwear and sanitary protection items. They are also provided with soap as an incentive for school attendance. This matter is often neglected, when women are not adequately represented in programme management.

Use of incentives to promote participation of girls in schooling and regular attendance. Poverty often leads to preferential investment in boys' education rather than education of girls. This situation may be exacerbated in emergencies. Provision of incentives to enable girls to attend school can help to overcome this problem. Incentives can help overcome cultural constraints, but should be used in a culturally sensitive manner.

For example, in Pakistan, WFP supplies a tin of edible oil to Afghan refugee girls (and female teachers) who attend school for 22 days in a month, after completing the first year of schooling. This measure has greatly increased the demand for school places for girls and greatly reduced school drop outs. Likewise, in Kenya, refugee girls who attend school regularly are given used food sacks by WFP for their family to sell as a source of income.

Minimum standards of resourcing

The problem of resourcing is perhaps most acute for internally displaced and returnee groups in countries lacking well func-

tioning education administration systems – sometimes lacking even an effective government, and with limited external support. There is no doubt that hundreds of thousands of children and adolescents are deprived of meaningful access to education through such circumstances. Donors are unwilling to commit resources where they believe that there is a likelihood of further conflict or where absorptive capacity is limited. This can lead to a vicious circle whereby NGOs, for example, cannot obtain funding to help re-establish schooling and hence absorptive capacity remains low.

Even with refugee populations, where international access and assistance is the norm, there are wide variations in standards of resourcing and effectiveness. UNHCR's internal evaluation of refugee education, conducted in 1996/7, noted that refugee education programmes, being scattered among many countries and locations and implemented through many different agencies, varied greatly in their level of adequacy. There has been under-funding in some programmes, such that even teachers may not have a set of textbooks in hand, while in other programmes school textbooks are issued to every pupil. Some refugee schools are dusty or damp, made from mud bricks, while others are housed in leaking school tents. Some refugee schools, in contrast, have cement floors and corrugated iron roofs and some are permanent constructions. Some schools have vastly overcrowded classes and study hours limited by a 'shift system', while others have good buildings, full hours of study and class sizes in the range 40 to 50 pupils. These and other differences have arisen in part through different levels of donor interest in particular refugee programmes.

Many international agencies have a decentralized country-based programming and budgeting system which means that education has to compete for priority with health, water,

■ Box 15. Pakistan: Education for Afghan refugees

The government-implemented programme for Afghan refugees in Pakistan attracted good financing in the 1980s. This led to the construction of semi-permanent and permanent schools in some locations, although some schools continue to be accommodated in school tents. Textbooks were issued to all students. Each student received one school uniform per annum. In-service teacher training programmes were begun by various agencies, and finally in the 1990s GTZ introduced a major teacher training programme for the teachers in refugee schools, in the province hosting the majority of refugees, together with supplementary pupil workbooks for language and numeracy. This was an example of good resourcing. Funding problems in the 1990s have led to discontinuation of the issue of school uniforms, and replacement of funding for middle and secondary schools by funding for a 'bridging year', intended to permit entry to non-refugee schools. Implementation arrangements were also changed, with teachers' being paid on the basis of 'incentives'. The growing interest of Afghan families in girls' education, and the lack of access to middle and secondary schools in many areas, constitute resourcing problems for the future, however.

■ Box 16. Element of standards for refugee schools in the 'care and maintenance' phase, recommended in 1997 by UNHCR

- Minimum of 4 hours study/day (6 hours after class 4)
- Class size of 35 to 40 pupils on average day
- Two core books per student (e.g. reading, mathematics)
- At least one 'set' (50 copies) of all other prescribed textbooks, per school
- Other reading materials in resource centres/libraries/classroom book-boxes
- Writing materials, according to year of studies
- Minimum 2 m² of blackboard space per classroom, repainted regularly
- Laminated wall charts in each classroom (letters/numbers/subject matter related to courses, small maps)
- Large world and relevant country maps, and globe (at least one per school)
- Other educational materials, as appropriate
- Sports equipment in each school
- Chair and table for each teacher
- In-service training courses for all refugee teachers, at last 10 days per year
- In-school teacher training by project education advisers; and mentoring
- Simple clean seating for pupils, based on local practice
- Playground sufficient for recreational activities
- Latrines (separate for male/female pupils and teachers)
- Potable water
- Reading room/resource centre
- Lockable storage room
- Staff room
- Reproduction equipment
- Laminating machines (one per project office)
- Community support in site clearing and construction
- Gradual transition to more durable shelter, with good frame, roof and floor (cement) if justified by likely duration of stay

sanitation, income generation and other services provided within a country programme. It is for this reason that minimum standards of resourcing for education are important, so that needs-based budget proposals can be developed by implementing organizations.

Standards and participation in schooling. One way to increase participation in schooling is to increase education standards, so that basic skills of literacy and numeracy can be acquired effectively, enabling students to proceed successfully through higher levels of schooling. Another method is to include elements relevant to the special concerns and interests of children and adolescents including sports, cultural activities, etc. These are essentially 'in-school' methods. Other aspects of pupil non-enrolment or drop out arise from home and community factors, however, notably poverty and cultural traditions, as noted

above in the section on girls' education. Resourcing standards must take note of these issues, if the right to education in emergencies is to be meaningful, especially in the case of displaced populations who have often fled with only the clothes they were wearing and who in some cases are forbidden or unable to engage in trade, agriculture or paid employment.

It is often the children (especially girls, but also boys) from the poorest families that do not enrol in school, or attend irregularly and drop out early. In such situations, Education for All in emergency situations will depend on the resources made available to help the poorer families. We may assume that under emergency conditions, the concerned assistance programmes will include basic items such as pencils, notebooks, etc. for students and, it is to be hoped, sets of textbooks for schools. It is not so obvious that an education programme should look into items such as clothing, nutrition, etc. Yet where families have no means to buy clothes for their children, school attendance may have to await a donation of second-hand clothing or cloth to make uniforms. (This happened in 1997/8 in the refugee camps in the western United Republic of Tanzania.) In some areas of Eastern Europe and the countries of the Commonwealth and Independent States (CIS), school attendance of displaced children is limited in winter by lack of warm coats, shoes, and fuel to heat school classrooms. Hunger can be another factor preventing school attendance, and conversely, provision of school meals can be a factor promoting attendance (although it is difficult to organize under emergency conditions).

Over the longer term, the role of the community is critical in maintaining standards and in addressing poverty issues (Box 17).

Technology and communications in emergency education

Many people across the globe face grave difficulties in gaining access to information, which is essential in forming a wider and more informed vision of the world and of their interests. Numerous journalists have been killed or live under

■ Box 17. The community role in sustainable schooling

In Nugal, Somalia, UNESCO helps establish Community Education Committees which collect fees and donor contributions, pay the teachers and manage the school. A series of training programmes have been held to equip communities with the necessary leadership and management skills. Income generation activities with donor and matching community contributions enhance the capacity of the community to meet the costs of education. The programme operates on a time-bound sliding scale with gradually decreasing donor contributions. From community contribution the schools move towards community ownership.

threat of persecution. It must be recognized that education is a multi-channel process and is linked to mass communications and to access to information. The case of La Radio des Mille Collines in Rwanda, during the genocide, has shown the importance of the role of media: the discourse of hate and the call for violence encouraged, fanned and sustained the conflict.

The importance of using the media to disseminate objective information and peace-promoting messages has thus become clearer than ever. UNESCO, Reporters sans Frontières, Amnesty International, JRS and other organizations have provided training workshops for journalists, exchange visits, and support to the press, in conflict-affected countries, such as Afghanistan, Bosnia and Herzegovina, and Rwanda. This work should be expanded.

UNESCO has initiated radio programmes in several conflict or post conflict situations, including 'magazine' and 'soap opera' approaches. In 1998, four complete production cycles for Somalia were completed (46 soap opera episodes supplemented by 46 radio magazine broadcasts of 15 minutes each), working with the Kenya Broadcasting Corporation, Radio Hargeisa and Radio Galkacyo. A printed magazine accompanies the radio shows. This strategy built on lessons learned from the BBC/UNESCO *New Home, New Life* project developed for Afghanistan and Afghan refugees in 1993 (Box 18).

It is interesting to note that the day after the radio-drama dealt with the subject of vaccinations, mothers queued in large numbers to have their children vaccinated. This was a tremendous boost to the vaccination programme, which had until then received a very mild response.

■ Box 18. Technology for distance education: *New Home, New Life*

Afghanistan has been in a state of uninterrupted conflict due to external and internal factors for over 20 years. In conjunction with the BBC, international agencies and NGOs, UNESCO launched a radio soap-opera entitled *New Home, New Life* which is the story of returning refugees. The theme touched home, and found a wide audience among Dari and Pashto speaking Afghans both in Afghanistan and in refugee camps outside.

The audio transmission has been particularly beneficial to women and girls who have no access to learning facilities outside the home. The immediate success and popular response to the soap-opera gave impetus to the publication of a monthly comic-strip magazine of the same name to facilitate the reading skills of neo-literates, and inspire others to learn. A special illustrated issue of *New Home, New Life* is also published for children, to develop and enhance their audio and reading skills. The magazine was originally distributed free of cost but is now sold by subscription. It is expected to progressively become a self-supporting enterprise.

The new technologies that permit production, transmission and reception of social, political, scientific and educational information 'without frontiers' are thus of especial importance for populations affected by emergency, chronic conflict and slow recovery. Efforts to broaden access to education and improve effectiveness and quality, and efforts to build the capacities and mobilize the resources to do so, will require the participation and co-operation of the various actors and partners in education, and new technologies can help in this, whether by radio broadcasts reaching remote villages or satellite technology linking programmes to donor agencies far away.

Meetings in Benin and Zimbabwe 1998/9 have led to the development of a strategy and programme of action at national and regional levels that can have a major impact on education in crisis and emergency. The Association for Development of Education in Africa (ADEA) has joined with the World Bank to develop a strategy 1999/2000 for a joint 'Communication for Education in Africa' programme. This will include close involvement of policy makers, curriculum development, training, and the creation of networks. It is important that agencies and educators concerned with emergency and crisis situations work closely with this initiative.

■ Box 19. El Salvador: Peace Programme for women via radio diffusion to reconcile rival factions

At the end of a bitter 12-year civil war, under the 1992 Chapultepec Peace Accords mediated by the United Nations, a broad and extensive post-conflict peace-building programme was envisaged for national reconciliation in El Salvador. UNESCO's contribution to the latter was through a culture of peace programme with women as the focal population for human rights, social and environmental awareness.

The programme topics aimed at reaching and raising women's awareness vis-à-vis their rights and creating a social and educational environment conducive to the exercising of those rights. A total of 40 local, regional and national radio stations broadcast the programmes on a daily basis, and each station was monitored and evaluated through a questionnaire by community correspondents.

Although the success of this project as a potential peace-builder cannot be entirely measured through standard measurement tools, indications on the ground weigh heavily in favour of an attitudinal change among the people, and the power of the radio programmes in bringing feuding factions together. Initially the rival groups were hesitant and reticent. In an environment rife with mistrust, project objectives and outcomes were made clear to rival factions so that questions such as 'Who will own the project or the equipment?' were no longer a major preoccupation of the participants. Suspicion soon gave way to collaborative work once a common goal in the interest of all beneficiaries was made clear.

Special issues

Psychosocial needs and rehabilitation

All phases of emergency and reconstruction assistance programmes should take psychosocial considerations into account. . . . Programmes should aim to support healing processes and to establish a sense of normalcy. This should include establishing daily routines of family and community life, opportunity for expression and structured activities such as school, play and sports . . . (and) mobilize the community care network around children. Governments, donors and relief organizations should prevent the institutionalization of children. When groups of children considered vulnerable, such as child soldiers, are singled out for special attention, it should be done with the full co-operation of the community so as to ensure their long-term reintegration (*Machel Report*, para. 183).

It is of course important to provide food and medicines to conflict-affected populations, and to promote formal schooling, literacy and income generation activities. But this is not sufficient. It is necessary also to promote new ways of thinking and engender new skills for coping for populations that have been

■ Box 20. Guatemala: Psychosocial rehabilitation of children and young people displaced by violence

Guatemala has been subject to civil discord since 1954. The increasing severity of internal conflict in the 1980s drove a large part of the indigenous rural population to the more remote mountainous areas of the country for safety.

The high incidence of social violence and armed conflict in the region has taken a toll on children. In addition to a high morbidity rate, the number of malnourished children is also high. The tensions, fears and anxiety passed down from the parents find no outlet when the children are immersed in the environment of an adult world where their lives revolve around baby-sitting, collecting water and firewood, grazing animals, cooking, etc. Under these circumstances, school is neither an option, nor play a pastime for children who haven't had a childhood.

In the absence of health facilities, an educational infrastructure, teaching staff or learning materials, the NGO Enfants Réfugiés du Monde (ERM) set up recreational centres for children between ages 6 and 14 with the objective of helping children deal with the psychosocial consequences of conflict.

A multidisciplinary team of locally trained teachers crew enables children with little or no schooling to participate in the activities of the community centre where they are helped collectively and as individuals to communicate via tasks and creative expression and activity.

Evaluation of the programmes shows increased self-esteem and confidence among the participating children who are able to distinguish and appreciate the positive elements of their sociocultural environment. For many, the centres serve as a refuge and source of identity. In addition to developing their social skills, children are also taught to respect and assume greater responsibility of self and work as they grow up. Another success of the programme is observed coming from the youngest children of the group who attend kindergarten. These children had better success at the primary school level in comparison to those that did not attend kindergarten. They were also more motivated to continue beyond primary school.

torn apart by conflict, and that live with memories of tragedy and thoughts of guilt and revenge.

UNICEF, Save the Children and many other organizations have emphasized the importance of the psychosocial dimension for children and young people affected by trauma and conflict, and especially for those whose trauma is the greatest, such as demobilized child soldiers who have been forced to commit atrocities. Healing, in this case, requires working at the level of the person – the release of emotions through sport, song and dance, or sharing experiences and feelings in groups or individually. Some programmes of this type were noted above, in the section on child soldiers and ex-combatants (p. 18).

In schools, it must be realized that students are not the same after the trauma of conflict or displacement. Chalk and talk alone cannot meet the needs of the day. Teachers must use a range of approaches, from pedagogical strategies and the content of schooling, to group and even individual discussions, from recreational activities to building self-esteem and respect for one's language and culture. Teachers should be trained to identify as soon as possible those children who show signs of grave psychological disturbance and to direct them to specialist assistance.

The tragedies of 1999, in Albania, Macedonia, Sierra Leone and elsewhere saw efforts to enhance the psychosocial component of rapid educational response.

■ Box 21. Sierra Leone: Psychosocial support to internally displaced children

In an emergency programme benefiting some 10,000 internally displaced children in Sierra Leone in 1999, IRC established a community-based initiative to help children recover from trauma. IDP leaders, teachers, youth recreational leaders and parents participated in a cross-cultural workshop to identify methods of support to children and adolescents at risk, through education, recreation and healing. They received training in child development, psychosocial development, communication skills, leadership, peace and conflict resolution, and identifying children at risk, for referral for special assistance. Youth leaders co-ordinated recreational activities for children concurrently with education in order to reach large numbers of beneficiaries. Parents were sensitized to encourage their children to participate, in view of protection concerns when the children had been spending their time in the streets.

The dangers of landmines

Today, children in at least 68 countries live amid the contamination of more than 110 million landmines. Added to this number are millions of items of unexploded ordnance, bombs, shells and grenades that failed to detonate on impact. . . . Angola, with an estimated 10 million landmines, has an amputee population of 70,000, of whom 8,000 are children. . . . Landmines and unexploded ordnance pose a particular danger for children, especially because children are naturally curious and like to pick up strange objects that they come

across. . . . States Parties, where relevant, should report on measures being taken . . . to promote children's awareness of landmines and to rehabilitate those who have been injured (*Machel Report*, paras. 112/3, 126).

Mine awareness is one of the first educational messages that needs to be conveyed to children and adults returning to areas affected by mines. Many agencies have developed expertise and programmes in this area. A good overview is provided on the University of Pittsburg's internet website on international education.²⁴ United Nations agencies, governments and NGOs have developed innovative mine awareness programmes, in countries such as Mozambique, Somalia, Cambodia and Bosnia. It will be important to link an awareness of the dangers of landmines and unexploded ordnance to peace education programmes for populations who have recently experienced conflict and have to live in or return to locations where mines or ordnance present a hazard.

■ Box 22. Mozambique: Prevention of danger from landmines

After the signing of the General Peace Agreement in 1992, UNHCR requested *Handicap International* to develop a programme on education regarding the danger of landmines for the rural population of Tete Province. The programme was later extended to other provinces as it was indispensable for the security of returnee populations.

Technical support was provided to all partner agencies on the ground interested in developing activities on preventive measures against the danger of landmines. The preventive strategy included: a) using the radio and theatre as a means to develop and publicize awareness at the mass level, b) developing initiatives aimed at prohibiting the production, sale and use of landmines in Mozambique, c) developing national capacity through co-ordinated support of the National De-mining Commission.

The above mine-awareness building campaign led to significant reduction in the number of landmine-related accidents. Preparations were being made to conduct the campaign in 18 languages through low-cost means. It was further anticipated that the Portuguese version of the programmes could be used in Angola.

Avoiding HIV/AIDS and drug abuse

AIDS and DRUG have become two social factors strongly linked to the phenomenon of violence. The problem of AIDS has reached crisis point. In Africa there are estimated to be some 8 million children orphaned by AIDS, while in other continents the problem is growing. This means that their education is put at risk – they often face hardship in terms of basic subsistence and they or their relatives cannot meet the expenses of schooling. Children have to drop out of school to care for dying relatives and because of the incidental costs of schooling. Children with HIV/AIDS themselves cannot access treatment, and drop out of school as their condition worsens. Teachers are sick with and dying of AIDS and are hard to replace. In some countries it is already impossible to do 'business as usual'.

■ Box 23. Zambia: Orphans of AIDS

A UNICEF source reveals that 1.6 million Zambian children have lost either a father or a mother to AIDS, and that ten per cent of them have lost both parents. Those who are left alone often join gangs in order to survive in big cities such as Lusaka. Some 90,000 live in the streets, three times as many as in 1991. The loss of parents is mostly accompanied by drop out from school and by the search for a job in order to survive.

The association 'Fountain of Hope', created eight years ago, manages about 150 community schools in the country. Out of 700 pupils, nearly 400 are orphans. This is an alarming situation that requires an urgent response (*Le Monde*, Paris, 30 September 1999).

Emergency education must be at the front line of the AIDS/education interface, since AIDS is a crisis and since conflict and the military are major vectors of the disease. Rape has been a commonplace of conflict in the 1990s, prostitutes are infected and solutions are not in sight, except for persons with regular access to good medical facilities and the funds to pay for expensive drug therapy.

Young people are often unaware of their own status. It is of the utmost importance to educate them from an early age regarding the nature of sexual diseases and how they are transmitted, and of the particular characteristics of HIV/AIDS. It is important, further, to teach inter-personal skills for communication. A set of materials for participatory AIDS awareness education has been prepared jointly by the World Health Organization and UNESCO. Many other such materials have been produced by concerned organizations and governments worldwide. The example of Uganda, where education through formal, non-formal and informal means has begun to slow the incidence of new cases of AIDS, is a confirmation of the importance of this topic on the educational agenda for the next decade.

Given the disruption of civil society during emergency and conflict situations, with high incidence of rape by highly mobile soldiers and militias, AIDS awareness and skills for AIDS avoidance *must* feature in emergency education programmes. The example of the International Rescue Committee refugee education programme in Guinea, with its Health Education section and its 'nurse-counsellors' (one per ten schools), and its special programmes for adolescents, must be seen as an example of best practice in this respect. Programmes must, of course, be culturally sensitive, but educators from crisis-affected populations can work to make the necessary adaptations, once the concept and the urgency of the situation are clear to them.

The role of drugs in contemporary conflicts poses another serious challenge. Again, the problem is enhanced by the breakdown of governance. It can be aggravated where young people are drugged before being forced to serve as child soldiers or commit atrocities. There is no easy solution. A major public health and educational effort is required, to counter the dangers and temptations to which young people in emergencies are exposed.

- In Pakistan, drugs awareness campaigns feature in the programmes of refugee schools and in the community education activities of the Social Welfare Cell of the Commissioner for Afghan Refugees.

Some studies are essential for understanding the connection between drugs and violence.

Skills development for a Culture for Peace

Major initiatives in education for peace, democracy/civil society and human rights are being undertaken by agencies working in complex humanitarian emergencies. These can contribute to the international effort to develop a Culture of Peace. The United Nations designated the pivotal year 2000 as the Year for the Culture of Peace, with 2000–2010 as the decade for 'Culture of Peace and Non-Violence for the Children of the World'. Peace advocates fought hard for the United Nations to give such recognition to the idea that education can be reoriented so give more solid foundations for peace in the minds of the next generation. Agencies working with conflict-affected populations must be among the first to take up these ideas and work with them, as a contribution to preventing the recurrence of conflict.

The Culture of Peace initiative is a global effort and process to develop an understanding of the principles of and respect for freedom, justice, democracy, human rights, tolerance, equality and solidarity among the peoples of the world. It implies a collective rejection of violence, and engendering of ideas and ideals to cultivate and promote peace as a way of life. The Culture of Peace concept is not restricted to post-conflict situations. It is a preventive strategy to avert internal or external conflict in and by countries. Its mission hence extends beyond war zones to schools and workplaces around the world, to parliaments and newsrooms, to households and playgrounds.

UNESCO has developed this concept during the 1990s, and has projects for peace-building in many countries including Angola, Burundi, Côte d'Ivoire, El Salvador, Ethiopia, Haiti, Liberia, Mali, Mozambique, the Philippines, Somalia, the Russian Federation and the former Yugoslavia. The programme includes formal, non-formal and informal dimensions of education:

- activities with parliamentarians and elected officials in the fundamentals of good governance, democracy and social justice
- empowering women to participate in their society
- training and social insertion of demobilized soldiers
- development and support of media which contribute to the promotion of a culture of peace
- civic education programmes, conflict management and leadership training, and promotion of democratic ideals
- the Associated Schools Project, active world-wide, including in post-conflict situations such as Bosnia and El Salvador
- a set of peace education materials for Somalia
- the Linguapax programme to promote respect for cultural diversity through the world's linguistic heritage

■ Box 24. UNESCO's Education Peace Pack

An Education Peace Pack was conceived and launched by the Education for a Culture of Peace programme in support of the United Nations General Assembly proclamation of the year 2000 as the International Year for a Culture of Peace. The 'Peace Pack' is the outcome of several sub-regional 'Children's Culture of Peace Festivals' organized around the world in celebration of the fiftieth anniversary of the United Nations in 1995. The challenge was to produce a multi-functional pack of resource materials that could be used as a teaching tool by teachers around the world. This was eventually achieved through the collection of materials reflecting the festival activities.

The pack contains a variety of elements such as a teacher's handbook, activity cards, peace posters, tolerance posters, puppets and mask, worksheets, and a sample of children's 'appeals'. The objective of the peace education resource materials is to provide teachers with a variety of ideas for activities so as to engender a spirit of tolerance and understanding among children from an early age through knowledge.

The project is in an experimental stage in 81 participating countries at the pre-primary and primary school level. The initial feedback from participants has been very positive. Through translation and adaptation of the material to culturally diverse regions and countries, a distribution to all (5,600) Associated Schools of UNESCO was envisaged over the period 2000-2001. In addition to the Associated Schools, a large number of elementary schools worldwide will also receive a sample of the Peace Pack. UNESCO offices in Doha, Harare, Apia and Phnom Penh are currently producing versions relevant to the regional cultures and languages.

UNICEF has likewise played a major role in recent initiatives to develop education for peace, and expressed its anti-war perspective in its *1995 State of the World's Children* (issued 50 years after the Second World War). UNICEF has developed Peace education programmes in Burundi, Croatia, Lebanon, Liberia, Rwanda, Sri Lanka and elsewhere. It has developed a Training of Trainers manual in Education for Conflict Resolution. It has explored the relationship between the interpersonal 'life skills' or 'coping skills' needed for adolescent health and the similar skills at the core of programmes of education for peace. Educational methods developed during conflict are now integrated into national education programmes in Lebanon and Sri Lanka: children practise the skills of problem solving, and learn the techniques of negotiation and communication as well as respect for themselves and for others. They come thereby to see that peace is their right. The objective is to help reconcile divided communities and prevent future conflicts.²⁵

- In *Lebanon*, the UNICEF-supported Education for Peace project grew out of the 16 years of civil war. Launched in 1989 in collaboration with the Lebanese government and 240 NGOs, the project has trained 10,000 young people who have, in turn, organized educational activities reaching approximately 200,000 children. The aim is to promote peace and a culture of reconstruction and reconciliation; emphasis is placed on child rights and child development, conflict resolution and environmental education.

- In *Sri Lanka*, the Education for Conflict Resolution project is interweaving the values of tolerance, compassion, understanding and peaceful living, appreciation of other cultures and non-violent conflict resolution into school curricula. Since the project began in 1992, it has reached more than a million primary school children and trained more than 75,000 administrators and 30,000 student leaders. In 1999, it will be introduced into secondary schools.
- In conflict-affected locations in *Croatia*, children in primary schools have received 20 weeks training that aims to address psychosocial stress, increase bias awareness, promote conflict resolution and teach ways of achieving peace. A collaboration between CARE, McMaster's University, UNICEF and the Croatian Ministry of Education, the project was begun with fourth graders in 1996 to help children resolve everyday problems, build self-esteem, and improve their communication skills. An evaluation showed reduced psychosocial stress, improved classroom atmosphere and positive attitudes towards school, parents and life in general. It is hoped to extend the coverage to all eight grades of primary school and to adolescents in youth associations.

UNHCR has long worked to build understanding between refugees from different communities and countries, residing together in refugee camps or settlements, through its Community Services staff and programmes. More recently it has received earmarked funding for field-based development of materials, methodologies and programmes of peace education suited to refugees and other populations of concern to the organization.²⁶

■ Box 25. Development of Peace Education materials and methods in refugee settings

In 1998, UNHCR initiated a pilot project for peace education in the refugee camps in Kenya, following extensive consultations with the refugees in Kakuma and Dadaab camps, where there are refugees from about a dozen nationalities, mostly from the Horn of Africa and the Great Lakes. Community organizations were supportive of the idea of peace education in the camp schools, but most groups stated that they should be the first beneficiaries of such education. A course of education for conflict resolution was therefore developed, using participative methods of adult education, that draw on the life experience of participants and make extensive use of participant-generated role plays. Over 5,000 refugee youth and adults have already completed the 10-session course, of which one refugee stated that it was the best thing that UNHCR had done for refugees in the camp – since it was building skills for a peaceful future!

The programme has likewise been introduced for the 40,000 pupils in the 40 primary schools in the camp, for classes 1 to 7. It has been time-tabled for one period weekly. Adults and school classes are led by refugee peace education facilitators and peace education teachers respectively, who have received training and continuous on-the-job supervision from the project staff. The programme is now being extended to other countries, beginning with refugee community programmes in Uganda. A regional workshop was held in March 1999 to share this programme with regional offices of UNICEF, UNESCO and NGOs, and further inter-agency co-operation is planned.

■ Box 26. Human rights education in the Southern Caucasus

Since 1996, the Norwegian Refugee Council (NRC) has been involved in a programme promoting human rights education in the Southern Caucasus. The programme began in Armenia and expanded into Georgia, including the breakaway republics of South Ossetia and Abkhazia, and Azerbaijan.

The aim of the programme is to promote human rights education within the school system. In this process, different aspects had to be addressed: curriculum planning, teacher training, methodology, and classroom atmosphere. By introducing human rights education in the schools, it was hoped that the programme could contribute to a movement towards peace, reconciliation and tolerance between different groups of people. All the areas included in the programme suffer from the effects of war and conflict, and there are large groups of refugees and internally displaced persons. One of NRC's reasons for developing the programme was that it would eventually improve the situation of refugees and the internally displaced, with its focus on tolerance and respect for other people's rights.

The activities included meetings and round table conferences with national administrators and resource persons, and seminars for teachers. Gradually there has been a shift from training of teachers to training of trainers. Development of educational materials and a methodology suitable for the Caucasian context have been parts of the programme from the beginning.

Many organizations are now active in the field of *human rights and civics education*, in crisis-affected countries. Since young people and adults need to learn the basis on which a new society should be constructed, this is especially useful in situations of reconstruction, or for prevention. The new UNESCO manual for schools on human rights education, *All Human Beings*, represents an excellent resource for introducing human rights and peace education programmes. It is important that young people get to know the fundamental concepts of human rights and responsibilities, and of democracy, as well as the constitution and legal system of their country. In some cases, young people (and adults) have not been aware of the basis on which peace treaties have been arrived at between conflicting factions within their society. Educators must find new ways of demonstrating that building civil society and democracy is everybody's business and of supporting it.

Educators should not merely talk about human rights, but should ensure that schools develop a climate of mutual respect, tolerance, democratic principles, justice, solidarity, and peace. Involvement of the community in the management of schools through Community Education Committees and Parent Teacher Associations, with representation of students, represents a major opportunity to illustrate how civil society functions, and the need for citizens to take responsibility for matters great and small that affect their lives and those of their families. Parents and students from even the poorest families can make a contribution to the infrastructure, educational and extra-curricular activities of the school; and it is evident that co-operation, tolerance and give-and-take can lead to benefits for all.²⁷

Education for peace, human rights and for civil society/ democracy are areas where many organizations are developing innovative programmes, often in isolation from one another. It is important that these agencies are in touch with each others' work and co-operate in the development of this field.

There is a close relationship between education for conflict resolution skills and the life skills component of programmes of *health education*, especially those emphasizing coping skills for adolescents. As noted in the previous section, communication and negotiation skills are very important in avoiding unwanted or unprotected sex, which can be fatal in cultures where the level of infection with HIV/AIDS is high. Life skills training currently being introduced in teacher training and in the national school curriculum in Uganda includes many of the 'coping' skills incorporated into education for peace programmes, for example. There is a need to build organizational bridges between education for peace and health education programmes for adolescents.

Another area where bridges can be useful is *environmental education*. Many conflicts that face refugees, internally displaced and other citizens of poor countries at this time are due to competition over scarce resources. For example, there is often anger that displaced people are cutting down trees that belong to or are used by local people, or conflict over grazing rights. UNHCR and UNESCO have developed environmental education booklets for refugee schools, which aim to enrich school studies that bear on the environment, and which emphasize co-operation in the attempt to solve and avoid conflict over environmental matters.

Sports and other recreational and cultural activities have a major role to play in building peace, allowing participants to work off some of their feelings or stress. They can provide a real alternative to youth who might otherwise have no social anchor

except a militia. Recreational activities entail close interpersonal relationships and practising teamwork. The participants and spectators likewise have to practise coping with feelings of anger, disappointment and frustration when they lose a game. Further, sporting or cultural activities which entail interaction with groups to which one does not belong can help teach tolerance and rebuild peace.

- UNESCO has developed programmes to promote the development of sports in Bosnia, Gaza, Guinea, Lebanon and Rwanda and other areas emerging from conflict. The programmes include provision of sports equipment and sponsoring of sporting events, including those between children of different communities.
- A famous British footballer travelled to Burundi in 1998 to initiate a 'football cup', in support of cross-ethnic sport, sponsored by Christian Aid.

There is need for further effort to ensure adequate resourcing and arrangements for recreational activities including sports. These take place in many refugee camps and settlements, but are now receiving a higher profile with the post-Convention on the Rights of the Child and post-Machel emphasis on the needs of adolescents. They suffer from a lack of clear definition as a priority activity, in times of budget constraints.

This brief overview of the activities shows some of the activities developed during the 1990s, bearing directly on the task of reducing the incidence of conflict and its associated human misery, by teaching the skills for peace. These programmes are usually very warmly welcomed by the displaced or otherwise conflict-affected populations, and should be developed on a systematic inter-agency basis as part of all emergency-related education programmes. ■

Lessons for the future

On the basis of this brief review of the current situation of emergency education, some conclusions may be drawn regarding progress towards Education for All. What have been the failures and shortcomings, and what have been the strong points on which we can lean in the future?

The right to education and protection of children in crisis situations

When it comes to emergency education, the findings are clear: much has been achieved but much remains to be done. Millions of children remain on the margins of the education system. In some situations, such marginalization was present before the emergency: education systems had not reached the poorest sectors of society, and rural areas were underserved. In other situations, including parts of Eastern Europe and the former Soviet Union, conflict has disrupted the ongoing education of a generation of young people. Education systems have been destabilized or even completely destroyed by the disastrous effects of war (as in Somalia or Sierra Leone) or natural disasters (the case of Central America affected by Hurricane Mitch). The goals of Jomtien are thus far from being reached.

The world wide Education for All movement will only have real meaning if it confronts this challenge, and finds ways of ensuring the right to education for the millions of children who are marginalized by violence, natural disasters, social exclusion or extreme poverty. This right must be ensured even under extreme conditions. The phenomenon of large scale exclusion is a direct violation of children's right to education, as defined by the national legislation of countries of origin or host countries as well as by international agreements.

This injustice is compounded by the problems of protecting children in situations of crisis. Too often, children are not adequately protected from instability and violence. They are the first victims, and instead of being at school, they are often used in armed conflicts. More than 300,000 children are actively involved in armed conflicts throughout the world.²⁸ In armed conflicts, schools often become shelters for the armed forces or the target of deliberate destruction. Their status as places of knowledge, dialogue and community mobilization, and the principle of their inviolability even in the middle of chaos, are no longer respected.

Numerous children are acutely affected by emergency situations related to social disasters. This is the case, for example, of the thousands of child soldiers, the large numbers of children who are orphaned by the spread of AIDS, children

who become drug addicts due to large scale violence, marginalized children in urban areas or those who have to leave school as a result of extreme poverty. The poorest countries are those recently affected by war. The beginning of the new century begins with this alarming scenario. Emergency education will have to develop in stature in order to tackle these new challenges.

Gender inequality

Many traditional education systems are still characterized by significant gender gaps. This problem can be even more serious in emergency situations. Girls and women may have been subject to rape and subsequent social stigma and anguish. They have often become heads of household, having to cope in a situation where previous social and economic systems have broken down, or living in refugee or internal displacement situations. Where a family has been affected by AIDS, girls are the first to have to leave school, to help with household chores, nurse the sick or work to support the family.

The education of girls and women remains a challenge, even where international agencies are able to provide support. Sometimes, discrimination against girls and women becomes almost an official policy, despite their human rights under international agreements (the case of Afghanistan at this time). Often the situation of girls and women is more limited by social constraints after families are displaced as refugees or IDPs. The insecurity of living among strangers may lead to pressures for girls and women to stay close to home.

There is wide variation between the levels of resourcing and the extent of management efforts devoted to promoting the education and training of girls and women, in different emergency education programmes. Agencies can insist on the equal participation of girls and women in the educational process. Where support for schooling has been made conditional on at least half the children being girls, there has been a positive impact on girls' education. It is vital to ensure in future that there is full participation of girls and women in school management committees, parent-teacher associations, the teaching force and student enrolments.

Emergency education and reconstruction programmes

Education is at the centre of the interactive triangle 'peace – development – democracy'. It is both the starting point and the goal of this interaction. Apart from its apparent humanitarian character, emergency education represents a formidable springboard for reconstruction and sustainable development in situations of crisis.

Emergency programmes, by definition, respond to immediate needs, whether at the humanitarian, pedagogical, organizational or infrastructure level. All projects analysed here emphasize these pressing needs. However, any humanitarian interventions which focus only on immediate needs will remain insufficient and incomplete unless they look forward to the reconstruction of education systems and, through this, the perspective of general rehabilitation.

As a basic social service, education is a model type of programme for the transition between emergency humanitarian action, the phase of rehabilitation and general, national reconstruction. This long-term vision is vital for social stability and the return to normalcy, since it should guarantee the logical continuity of assistance programmes from the beginning of a crisis to the phase of actual reconstruction. Any interruption of education programmes constitutes a serious violation of children's rights. This new vision of a strong link between humanitarian intervention and reconstruction is a clear result of the experience gained in recent years. Governments as well as international bodies need to integrate this vision in their humanitarian and development programmes.

We should avoid the situation whereby several major donors take the attitude that humanitarian assistance should include only the necessities for staying physically alive until the next day, week or year! When the 'humanitarian' crisis is over and 'development' begins, how will children's and adolescents' delayed education be affected by this experience of an educational vacuum? Or will they have joined militias in the hills by the time education services are resumed? We should avoid the situation whereby education assistance cannot be provided in countries such as Somalia, southern Sudan or the Democratic Republic of the Congo because they are 'not yet ready' or 'too disturbed' to receive 'development assistance'! (These are real examples of funding problems from the recent past.)

Crisis situations have to be treated as an integral part of development politics and planning. The countries in Central America that were affected by Hurricane Mitch have shown for the first time that this approach is feasible and realistic, provided it is supported by political will and consultation. In Kosovo, assistance was even more speedy and efficient. It was also characterized by continuity, from the assistance to refugees to their repatriation and the setting up of reconstruction programmes. Not all populations affected by crisis have been able to benefit from this continuity of assistance.

Strategic planning must include listening to the voices of parents and students, identifying ways to build management capacity at local, regional and national level, and dialogue with organizations likely to intervene significantly at any stage in the future. NGOs working with pre-school children, for example, need to be part of the dialogue alongside multi-lateral agencies and bilateral that may be involved in assistance

to educational reconstruction and development. The decision taken by an influential NGO on Day One regarding the modalities and resourcing of pre-school education, for example, can reverberate down the years; likewise, decisions regarding possible incentives for in-service teacher training have lasting impact, and almost every other decision about education does too.

The 'Jubilee 2000' proposals for debt cancellation and for a focus on social sector expenditures should be seen as an opportunity to move forward in the field of education in emergency and reconstruction. Countries recovering from crisis or implementing 'structural adjustment' programmes have been faced with financial constraints that have contributed to, or delayed recovery from, conflicts, with the education sector being badly affected. The concept of investment in education as 'human capital' needs to be re-interpreted in the light of the crises of the 1990s as investment in 'skills for peace, democracy and strengthening of civil society' and then brought to the attention of global decision-makers at the highest levels. We should ensure that education in emergencies and in countries seeking to recover from chronic conflict and insecurity is seen as an investment in global security and prosperity.

Emergency education: standards and innovations

One sometimes forgets that an education system that reinforces social fissures can represent a dangerous source of conflict, just as education can be a powerful factor for peace, stability and development if the system is well designed. The experience of the last ten years shows many examples for either case. In situations of conflict, emergency education has to be geared towards laying the foundations for progress and modernization. The sooner this approach is implemented the greater are its chances of success.

As dramatic as they may be, situations of emergency can also provide a chance for a new beginning, by allowing large-scale innovations in traditional systems marked by inertia and narrow-mindedness. Paradoxically, a crisis can provide the un hoped-for opportunity to introduce change and new pedagogical methods in education. An analysis of the current situation shows that existing emergency programmes deal mostly with basic education in the classical sense of traditional schooling. There are small and scattered innovative projects reflecting, for example, concerns about functional literacy, community integration, education for youth, psychosocial rehabilitation or socio-economic integration. At the same time, the situation calls for large-scale mobilization of expertise and resources to build a better future, through education programmes which include new contents such as education for human rights, education for peace, democracy and tolerance

or environmental education as well as innovative pedagogical methods, emphasizing participation and conflict resolution techniques. Most organizations in the field of emergency education programmes are now speaking about the importance of these changes, but they need to come together to assert that emergency education *must* systematically incorporate these changes in the coming years.²⁹

Community participation and capacity building

Lack of consultation and communication between emergency programmes in the field and beneficiary populations often causes setbacks or even blockages. Humanitarian assistance programmes must not be seen or experienced by local populations as encouraging passivity or restraining local initiatives, nor should they upset and prevent development.

The preparation of development initiatives, especially when it comes to redesigning and rebuilding destroyed education systems, needs to be based on the active participation of the concerned population groups. Few completed or on-going emergency programmes sufficiently emphasize active community participation. This has a negative impact on the local ownership of programmes and their success.

Generally speaking, the partial or total collapse of government structures and the institutional chaos which follow a conflict or serious natural disaster seriously reduce or even wipe out the operational capacity of a country and pose significant problems for foreign aid programmes. Under these conditions, people often resort to self help despite their lack of means, whether in the case of refugee camps, of groupings of displaced persons or make-shift camps. The sense of initiative, solidarity, self-help and the search for innovative solutions often come to the surface when communities are thrown into the face of adversity. In order to be effective, external assistance needs to build upon this large-scale motivation; otherwise, any irregularities in the provision of assistance will have dramatic consequences. Community participation throughout an educational project is a precondition for its success.

One can never emphasize enough the role which aid agencies have to play in emergency situations to build local operational and human capacities at all levels in order to ensure the sustainability of education programmes and their eventual integration in post-conflict reconstruction plans. This capacity-building at local level brings a pay-off beyond the education sector, in the foundations it lays for a better functioning civil society and democratic governance.

The 1990s have shown that capacity-building at national and local level is critical to designing appropriate and sustainable interventions. Many assistance agencies now use the approach

of initiating activities in the field through supporting design workshops of key actors, often under local leadership. Agencies working in the field of emergency and post-conflict education should commit themselves to co-ordinating their activities through joint support for capacity-building programme design and should avoid the confusion and waste of disparate and uncoordinated initiatives.

Strategies for co-operation in emergency education

The many and varied types of assistance provided to countries in crisis often pose significant problems with regard to planning, management, organization, logistics and distribution, not to mention the possible risk of programmes not being adapted to immediate local needs. Local authorities and external organizations alike are often faced with a need for improvisation, a lack of preparation and consultation, insufficient definition of priorities and a lack of co-ordination between programmes. This often results in wastage, overlapping, bureaucratic delays, a slowing down of operations in the field and, sometimes, the reduction of aid for the concerned target populations.

An analysis of the situation in the field shows that much progress has been made over the last ten years regarding inter-sectoral and inter-agency co-ordination. Many education projects are jointly implemented by several organizations. Sometimes, several donors co-ordinate their assistance to finance one project. However, much remains to be done to further improve the efficiency of emergency assistance, both in conceptual and operational terms. This problem needs to be tackled by donors and humanitarian and development organizations alike. Improvements in emergency education assistance require action on several fronts:

- a better co-ordination of aid programmes, from their preparation to implementation and evaluation;
- the setting up of institutional and financial inter-agency arrangements to ensure continuity in emergency education programmes, from the immediate humanitarian response to the definition of achievable post-conflict reconstruction programmes based on well defined priorities;
- stronger support to capacity-building for the planning, management and implementation of education reconstruction programmes, at national and local levels;
- stronger research, monitoring, evaluation of emergency education programmes, by those who implement them, those who fund them, those with interests in applied and policy-oriented research in education or the social sector in specific regions;

- a new architecture of inter-agency technical co-operation in the field of education in emergencies, drawing on electronic communications to link field, headquarters and technical specialists on an inter-agency basis.

Education and conflict prevention

The causes of conflicts and of natural disasters are diverse. Every country affected by an emergency is faced with a particular situation, requiring a specific response. Nevertheless, some factors are common to several or most emergencies, and the experience of one country can be useful to another. By definition, humanitarian assistance arrives after a disaster has already occurred, with the aim of limiting its effects on the local population and their suffering. This assistance is necessarily limited in time and scope and cannot always meet the overall need.

Conflict prevention remains the most suitable solution in areas at risk. This requires the setting up of complex, participatory structures to which everyone can contribute (government, civil society, the international community, etc.), whether at national or regional level, leading to the non-violent solutions of social and economic problems. International assistance may be part of the solution. However, the cost of peace is often less than that of war. Education remains one of the best investments in security, stability and prosperity, provided it is treated as a real priority. ■

Recommendations

Reinforcement of the protection and of the right to education of the child

Renewal of vision

It is highly requested that the international community, national governments, civil society and militias commit themselves more strongly to childhood and adolescence as a time for education and not for involvement in armed conflict. It is recommended that more systematic efforts be made to link the themes of human rights and humanitarian law to protecting the rights of children and adolescents in emergency situations, protection from recruitment and abuse in its various forms, and positive entitlement to education. We need a clear and integrated statement of the protection which schools should enjoy in times of conflict, under humanitarian law, and of the implications for the child's and adolescent's right to education of the Convention on the Rights of the Child, to which almost all governments have committed their nations. This may be undertaken and the results widely disseminated as a contribution to the Decade for the Culture of Peace and Non-Violence for the Children of the World.

Equal rights of girls and women

We recommend as standard procedure that needs assessments for emergency education and training programmes be structured to give the maximum information on possible constraints on female participation and on ways to overcome these constraints. *It is necessary that a gender strategy be developed for all emergency education programmes, and that specific resourcing be sought to permit the implement this strategy. Agencies should make equal participation of girls and women in educational activities, through culturally appropriate structures and arrangements, a precondition for assistance.*

Met and unmet needs

This assessment shows that the international community has begun the work of education in emergencies, but that there is a need for deeper professional analysis and evaluation of needs, coverage, methodologies, and outcomes, to provide the basis on the one hand for more effective programmes and on the other for greater commitment of donor resources. The personal enthusiasms of individual educators and the seat-of-the-pants allocation of resources by non-specialist programme officers based on media exposure of an emergency need to be replaced by professionalism based on depth analysis of field situations and data.

It is recommended that specialists in education as well as in regional studies should take the subject of education in emergency, reconstruction and transition areas in hand and bring it to a level of professional adequacy during the coming decade.

Commitments

We recommend, based on the current analysis, that the initiatives described previously be continued and expanded, with a *more adequate and secure resource base*, including:

- early childhood care and development programmes
- prompt access to basic schooling
- access to secondary, higher, vocational and appropriate non-formal adult education
- enrichment of the emergency education programmes to provide the knowledge, skills and values needed to move out of the emergency situation (AIDS awareness, other health messages, mine awareness, environmental awareness, education for peace, tolerance, civil society and human rights)
- capacity-building at the national and local government level, for school staff and school management committees
- resources to ensure that children in emergency situations can attend school, even if their families are poor, and to ensure the equal participation of girls
- education programmes to meet the needs of children and adults with disability, of children rescued from serving in armies and militias and of ex-combatant adults, of those who are victims of AIDS or drug abuse

These programmes represent an investment for peace, and for moving towards sustainable social, economic and cultural development.³⁰

Linking humanitarian action to reconstruction of education systems

Strategic planning from the beginning of an emergency

Educational intervention in an emergency should not be seen as a relief effort, similar to the distribution of cooking pots and blankets. The actions taken in the early months may have a lasting impact on educational structures and processes. From the beginning, education should be seen as a critically important dimension of national reconstruction. Educational planners should be working towards innovative, culturally appropriate, community-based, sustainable and equitable post-crisis education systems. *It is recommended that inter-agency strategic planning workshops be convened at the beginning of any new emergency (as well as regularly thereafter), including educational administrators of the country or countries concerned and educators from the affected communities as well as educators from assistance agencies and con-*

cerned NGOs. The conclusions of these workshops should be recorded for future reference. This is especially important in emergency situations where there is often a high level of turnover of personnel.

Transition from complex emergency to development

Some agencies have mandates to assist refugees, the displaced and victims of 'emergencies'. Other agencies have mandates to assist in the work of 'development'. As shown in this Thematic Study, things can go very wrong if there is not dovetailing of external support as between organizations whose mandate is for emergencies and those focused on development. There are often different sections dealing with humanitarian response and with development, within United Nations and multi-lateral agencies, bilateral donors, NGOs and national governments.

From the viewpoint of donors, we recommend that the distinction between 'emergency' and 'development' be disregarded in the case of education, since education is a long-term investment that brings forth its fruits way into the future. In general, communities emerging from disaster can help themselves in terms of simple educational activities of a non-formal nature, but reconstruction of a recognizable education system requires resources for curricula, textbooks, education materials, teacher training and supervision, and the administration of examinations. *It is recommended therefore that leading donor agencies in particular, develop and announce a policy and mechanisms to ensure that resources are available for the education of refugees, internally displaced, returnees and citizens of countries enduring chronic instability or entering the phase of reconstruction, without gaps and discontinuities arising from bureaucratic and mandate issues.*

Linking peace-related projects to United Nations initiatives

How can peace-related projects undertaken by humanitarian agencies be linked to the United Nations Decade for the Culture of Peace, 2001–2010? Major initiatives in education for peace, life skills, democracy/civil society and human rights are being established by agencies working in complex humanitarian emergencies. These activities are at an early stage, and there is a need for sharing of experience, as well as for independent research and evaluation of programme design and impact. We recommend that:

- Humanitarian and developmental organizations should work together to develop ways of promoting peace and civil society through their formal and non-formal education programmes for refugee, crisis and transition situations, as part of the United Nations Year (2000) for the Culture of Peace,

and Decade (2001–2010) for the Culture of Peace and Non-Violence for the Children of the World.³¹

- A World Conference on Education for the Culture of Peace in Humanitarian Emergencies, Post-Conflict and Transition Situations should be scheduled for the year 2001 or 2002 as a contribution to the Decade.

Norms and standards

As noted above, the field of education in complex emergencies has suffered from a lack of systematic study and there is an atmosphere of improvisation which hampers effectiveness. It is recommended that education in complex emergencies should be given the intellectual attention it deserves, through applied research and evaluation, and through the development of training courses and modules on this topic.

Norms and standards should be developed, to create greater coherence of programming and to strengthen donor confidence. Inter-agency sharing of existing education materials and guidelines for education in complex emergencies is likewise needed as a first step towards more effective programmes and to ensure the best use of scarce resources.

Early emergency response

There is growing recognition of the importance of early response to the educational and psychosocial needs of children and communities affected by complex emergencies. Systematic review of experience and in-depth research is urgently needed.

We recommend that there should be a technical evaluation the early phase of educational response in recent complex emergencies; including use of the various educational/recreational kits and other approaches to planning and resourcing early emergency response and including deployment of specialist personnel, training of teachers, etc. Psychosocial impact and the role of early activities in laying the foundations for development-oriented programmes should likewise be evaluated.³²

It is recommended that the standby roster approach, exemplified by recent Norwegian Refugee Council education deployments, should be continued and further developed. In this connection, all concerned organizations should maintain databases on senior education specialists working in major emergency education projects (and request them to stay in contact for possible future deployment or as sources of information for research in this field).

Prolonged crisis and post-crisis situations

The general principles of the right to education in complex emergencies and the role of education in building towards sus-

tainable and peaceful development need to be translated into specific norms and practices. This is essential if donors are to provide the catalytic inputs that enable governments, NGOs and, especially, affected populations to develop educational programmes of meaningful quality and adapted to current and future needs. Mechanisms for validation and certification of studies need to be strengthened for the hundreds of thousands of students in refugee, chronic conflict and post-conflict situations for whom this is a problem. The recommendations in this matter could be:

- Guidelines on minimum standards should be developed for programmes of education in prolonged emergency situations, including such matters as hours of study, educational materials and books, class size, in-service teacher training and guidance, teacher resource centres, etc., having regard to the fact that these programmes often have to be established from scratch and serve the needs of emergency-affected populations.
- The current policies and attitudes of donors and NGOs on the gender- and poverty-related aspects of Education for All in emergencies should be surveyed, in order to establish criteria for funding of measures to extend the right to education to all girls and to economically marginal groups.
- Studies should be commissioned to estimate the present education coverage, to review modalities and establish criteria for inclusive education, for children with disability, ex-combatants, separated children, children orphaned by AIDS and other vulnerable groups, in complex emergency situations.
- One or more studies of access to secondary, tertiary and vocational education in complex emergencies should be commissioned, including an estimation of met and unmet needs for post-primary education and relevant cost data. Access to secondary education, in particular, must be ensured as it is crucial to capacity-building for long term development, as well as to retention of students through the process of primary schooling.
- Issues regarding certification of studies by refugees and other emergency-affected populations should be reviewed and certification structures should be put in place based on this review.³³
- An organization with specialist knowledge of book procurement and library development in developing countries should be commissioned to develop guidelines for regionally-appropriate reading materials for use in schools and adult education programmes for refugees, internally displaced populations and in other crisis and post-crisis situations, including materials supportive of the Culture of Peace Decade.

Systematizing knowledge and institutionalizing training for staff of governments, humanitarian and development agencies

At present, much knowledge on education in emergency situations is scattered among the organizations and personnel currently or previously working in this field. It is descriptive rather than based on evaluation. *Research studies are needed*, to analyse the strengths and weaknesses of responses in a range of situations selected to illustrate the type and stage of the crisis, as well as regional differences.

To further deepen and stabilize the field of education in emergencies and post-conflict reconstruction, it is important to *develop and institutionalize training in this field*, suited to the professionals working in assistance agencies and to national officials in emergency-affected countries. So many countries are now affected by natural or man-made disasters and conflicts, either directly, or through events in neighbouring countries, that education in emergencies and for prevention of conflict, should indeed feature in all courses of education planning and management for the foreseeable future. This training should draw on the accumulated experience of the various United Nations agencies and NGOs, as well as the hoped-for academic studies of particular situations.

We recommend that:

- Leading academic and research institutions in the field of education should be encouraged to enter the field of education in complex emergencies, through research, evaluation, training and related activities, drawing on the experience of field practitioners. University departments or research institutes with specialist knowledge of particular crisis-affected areas of the world may be encouraged to include the education dimension among their concerns.³⁴
- Post-conflict units in major international funding institutions as well as academic bodies should study ways of reconstructing education systems that can permit education to contribute to durable solutions and peaceful and sustainable development.
- Training modules in education planning and management for emergency and post-conflict situations should be developed for inclusion in staff training for management and field staff of agencies working in these situations.
- Training modules on education in complex emergencies should be developed for inclusion in courses of education planning and management generally, since so many countries are now affected directly or indirectly by natural and man-made disasters and conflict.
- UNESCO's International Institute of Education Planning may set an example for such training and research.

Inter-agency co-operation and co-ordination

Shared inter-agency collection of educational materials, manuals and guidelines

The United Nations and multilateral agencies, NGOs and others have developed materials for use in complex emergencies that could usefully be shared, including documents in use or in pilot form for emergency teacher training, environmental education, mine awareness, education for peace, conflict resolution and human rights, health education, etc. These materials are scattered; resources are thus wasted 're-inventing the wheel'.

It is recommended that an annotated inventory of relevant education materials, manuals and guidelines should be prepared, on an inter-agency basis, and key documents should be made available as a resource pack to organizations working in emergency and post-conflict education. This inventory should indicate the languages in which materials are available and key items should be translated into relevant internationally used languages (including English and French). Resource Bases for Emergency Education should be established at regional level.³⁵

The GINIE (Global Information Networks in Education) internet site on education in emergency and humanitarian situations should continue to be developed as a database in this area.³⁶

Working Group on education in emergencies, conflict and transition

There has been a long history of inter-agency consultations on education in emergencies. Several attempts have been made to systematize inter-agency co-operation, but with limited success, due in part to the costs involved in communications between organizations based in different continents and countries. Another problem has been that contact between headquarters personnel did not result in sharing of experience between the respective field staff with their particular concerns.

It is to be hoped that in the future, the existence of electronic communications will help overcome these problems. The process has already begun. It should be possible routinely to include interested persons in concerned organizations, through e-mail networking, when these organizations have identified appropriate internal mechanisms and focal points.

The range of topics is great, however, and some nodes or focal points focusing on particular topics may be needed. There should be *a more structured architecture for inter-agency co-operation* to serve the needs of the coming decade, with a strong field base. We recommend that:

- A Technical Working Group should be established to ensure inter-agency co-operation in the field of emergency education. This group should include concerned United Nations, multilateral and bilateral agencies, NGOs and specialists

in the field. A Steering Committee limited to about ten members should be established, including the relevant headquarters units of UNICEF, UNHCR and UNESCO, representatives of the NGO and academic community, of donors and of affected countries.

- The Technical Working Group should develop pro-active methods of inter-agency consultation and networking, using electronic and other means. Appropriate mechanisms should be developed within member organizations to ensure that field staff with responsibilities for education in emergency and crisis situations are integrated in this network.
- The Technical Working Group should support the development of more specialized networks which independently, using electronic communication as well as other means, develop an overview of particular themes within emergency education, or of the educational needs and responses in particular emergencies and regions.
- A small group of donor staff with experience of education in complex emergencies should be invited to participate in planning the follow up to this report, especially as regards the development of standards and guidelines, and the development of research and training programmes.
- At field level there should be inter-agency co-operation, linked to capacity-building for governments and civil society. This should include strengthening of national and local education management. Strategic planning workshops for emergency education, and subsequent co-ordination meetings, should be supported on an inter-agency basis, preferably under local leadership. ■

Conclusion

The participants at the Jomtien World Conference on Education for All in 1990 could not have anticipated the events of the 1990s.

- Conflicts and natural disasters have multiplied in number.
- Some regions have seen endemic conflict or recurrent natural disasters.
- Persistent poverty has undermined social cohesion and led to ethnic tensions.
- Epidemics such as AIDS have created new types of emergency.

The widespread outbreaks of civil conflict above all have made EFA a distant prospect for many populations, contrary to the hopes of Jomtien. Educational infrastructure, both physical and institutional, has been damaged or destroyed in many countries. Many girls and boys, women and men have been displaced and traumatized, and also deprived of their education or the opportunity to teach. In many places, conflicts and their consequences have become the greatest barrier to EFA.

EFA policy for the next decade must therefore focus more strongly on the prevention of conflict and on restoration of the right to education to children affected by conflict and disaster.

EFA policy for the next decade must recognize that education in emergency is education for development and conflict prevention and can be the opportunity for educational transformation.

EFA policy for the coming decade must include the development of norms and standards for education in complex emergencies and post-emergency situations.

EFA policy for the next decade requires inter-agency co-operation and co-ordination, at international and field level, to restore access to education in emergency situations and to help governments and communities to rebuild their education systems with a focus not merely on bricks and mortar but on curriculum, textbooks, teacher education, community participation and the use of new technologies, to lay the foundations for a Culture of Peace for the new millennium. ■

Notes

1. For a summary of 'international milestones' for education since 1948, including the international conferences of the 1990s, see *State of the World's Children, 1999*, p. 12 (UNICEF, 1999a). The OECD Development Assistance Committee, meeting with heads of aid agencies in 1996, synthesized the concerns expressed in these various conferences to create a set of goals and indicators for development assistance, including the achievement of universal primary education by 2015, and elimination of gender disparities in schooling by 2005. (*Shaping the 21st Century: The Contribution of Development Co-operation*, OECD, Paris, 1996).
2. The coverage of the 1951 Convention relating to the Status of Refugees was extended by the 1967 Protocol. Article 22 of the Convention, on 'Public education', states that 'the Contracting States shall accord to refugees the same treatment as is accorded to nationals with respect to elementary education' and that for other types of education the States are requested to 'afford to refugees treatment as favourable as possible, and, in any event, not less favourable than that accorded to aliens generally in the same circumstances, as regards access to studies, the recognition of foreign school certificates, diplomas and degrees, the remission of fees and charges and the award of scholarships'. The 23rd principle of the recent United Nations Guiding Principles on Internal Displacement stipulates that 'the authorities concerned shall ensure that such persons, in particular displaced children, receive education which shall be free and compulsory at the primary level. Education should respect their cultural identity, language and religion. Special efforts should be made to ensure the full and equal participation of women and girls in educational programmes.' The Convention on the Rights of the Child requires States Parties to accord rights under the Convention 'to each child within their jurisdiction without discrimination of any kind, irrespective of the child's . . . national, ethnic or social origin . . . or other status'. States Parties are urged to 'promote and encourage international co-operation' in support of these rights.
3. The 1949 Geneva Conventions and the 1977 Protocols relating to the victims of international and non-international armed conflict emphasize the needs of children, and that parties to a conflict should not destroy social infrastructure such as schools. Protocol 2 (non-international armed conflict) specifies that 'children shall receive an education . . . in keeping with the wishes of their parents or those responsible for their care'.
4. See *Education in Emergencies and for Reconstruction: A Developmental Approach* (UNICEF, 1999b). War and internal conflicts in the 1990s led the United Nations to develop the concept of 'complex emergencies' (UN General Assembly Resolution 45/1822).
5. UNICEF, 1999a, p.43.
6. Refugees and others of concern to UNHCR: 1998 Statistical overview.
7. See *Internally Displaced People, Global IDP Survey*, Norwegian Refugee Council/Earthscan.
8. UNESCO helped Somali educators to collect and reconstruct textbooks and other educational materials.
9. UNICEF, 1999b.
10. UNHCR's *Education Guidelines* (1995) emphasize that the trauma of exile should not be aggravated by trauma of loss of educational opportunity, and that refugees should have access to secondary education. UNHCR funds refugee secondary schools in several refugee camps and settlements, and often provides financial support to refugee students attending host country secondary schools. UNHCR's policy is that basic education is a first priority in time and coverage, but that in protracted situations, secondary education is an essential complement. It is crucial that displaced secondary school students are helped, early in an emergency, to maintain at least their basic study skills through non-formal education appropriate to the local setting and that in prolonged refugee or internal displacement situations, a scheme of support for secondary education is developed. Jomtien's emphasis on 'sound basic education' was not meant to exclude further studies, but rather to provide a solid basis for those students proceeding to the higher levels of education.

11. UNHCR-supported refugee students were estimated in 1990 to comprise about 320,000 at primary level, 8,000 at secondary level and 2,000 at tertiary level. It should be noted, however, that the boundary between primary and secondary education differs between countries, with some countries treating education in some or all of years 6, 7 and 8 of schooling as upper primary and others treating some or all of these years as lower secondary. UNHCR funding to assist refugee education in Iran commenced in the early 1990s.
12. UNHCR policy is to permit refugee students to enrol in school, without discrimination according to age, in view of possible disruption of their education in previous years, and the disruption of community and family life. The concept of comparing enrolments to a 'corresponding age group' becomes less meaningful under these conditions. Another complicating factor is that some young people may decide to resume their schooling after becoming refugees, especially if there are limited opportunities for employment.
13. Snawfield, *Refugee education in an international perspective: the education of Mozambican refugees in Malawi, 1987–1993* in G. Retamal and R. Aedo-Richmond (eds.), *Education as a Humanitarian Response* (1998).
14. Sample surveys in refugee camps and settlements in East Africa, conducted in 1997, showed that in some countries most eligible refugee children and adolescents were in school. There may be some element of over-reportage but nevertheless the results are encouraging. Reported participation rates were highest in Uganda, where a random sample of 50 refugee households reported that among the age group 6 to 12 years, 97% were in pre-school or primary school and 3% were out of school. Of the age group 13–17, as many as 80% were in primary school and 13% in secondary school. The high participation of adolescents in primary school may be noted. Adolescents in the age group 13–17 accounted for 42% of those reported as attending primary school in Uganda, 32% in the United Republic of Tanzania and 27% in the Sudan. Regarding gender, the surveys indicated that for the age group 6–17, only 6% of refugee girls were out of school in northern Uganda, 18% in the United Republic of Tanzania and 21% in the Sudan. It should be noted also that access to secondary education varies between countries and locations.
Survey data of this kind needs to be cross-checked with schools and community groups, preferably simultaneously with involving them in promoting school attendance. The picture given from these pilot surveys is encouraging. However, it is known that the quality of schooling left much to be desired. Surveys in other regions will give different results. A 1997 survey of Afghan refugee households in Pakistan showed many girls out of school, the reason given being the religious views of their fathers.
15. The distinction between conflict-affected and post-conflict situations is not always clear, especially when there is chronic instability or governance structures are not in place throughout the country.
16. UNHCR's 'Quick Impact Programmes' in returnee districts have provided short term employment for returnees, while helping reconstruct infrastructure including schools. More recently, this approach has been linked to inter-agency professional co-operation in ensuring that the needs for education materials, in-service teacher training, and revived district educational administration are also met. UNDP plays a major role in post-conflict reconstruction. Many of the examples given in this study have benefited from UNDP financial support, or have formed part of a national development plan co-ordinated by UNDP.
17. See ILO's *Technical Assistance Projects in Conflict-affected Countries: A Sample*, ILO, 1997.
18. For an account of the development of the TEP and other emergency education programmes, see UNESCO-PEER (Nairobi).
19. UNICEF has a range of 'edukits' available from its Copenhagen warehouse as well as local procurement. For a description of the 'edukits' approach, and a summary of lessons learned regarding education supplies in emergency situations, see UNICEF's bulletin *Education Update*, June 1998.
UNHCR has recently developed internal specifications for emergency education materials needed per 1,000 total refugees (adults as well as children), which could be pre-assembled as kits. The aim is to facilitate speedy response, since the information available is usually how many thousand refugees have arrived, and expected trends for new arrivals or speedy repatriation. A recreational-educational kit is envisaged, for early issue to responsible

community members. This kit is intended to encourage early community-based activity for children and young people. Likewise writing materials kits are envisaged for issue to individual newly established or expanding informal schools. These writing materials kits are based on the assumption of a ratio of two lower primary classes that use slates to one class of older children and adolescents who work in exercise books. Contents can be adjusted for regions or situations where this is not appropriate.

20. Logistics and security problems can be a major barrier to validation of studies. UNHCR, UNICEF and the respective Ministries of Education in Burundi, the Democratic Republic of the Congo and the United Republic of Tanzania have nevertheless been co-operating with the objective of arranging a primary school leaving examination for refugees that would be recognized by their own governments. In 1997, six Congolese students sat their national examination while in the United Republic of Tanzania.
21. One reason that host countries have sometimes insisted on their own curriculum is to create jobs for their own nationals as teachers. Present budget constraints mean, however, that only 'incentives' can be paid to teachers in refugee schools, rather than full professional salaries. This can mean that nationals are not attracted to the work. In cases where national teachers are not paid regularly, even 'incentives' can seem attractive, however. 'Incentives' are meant to compensate refugees working as teachers for the 'opportunity cost' of their work. Refugees are assumed to benefit from subsidized or free services and living space, and often food rations; hence, the 'incentive' for refugee workers is meant to at least compensate for what could be earned in addition to these benefits by undertaking labouring work, petty trade, etc. If there is no incentive, there will be high levels of staff turnover, meaning that efforts to raise standards through in-service teacher training will be unfruitful. Setting the level of incentives is difficult, however. There is a high level of turnover of refugee teachers in the schools in Kenya refugee camps, which might be obviated if funds were available to pay more adequate incentives.
22. This is especially serious among minority and indigenous children in Africa, whose suffering is tolerated as an unfortunate but inevitable result of war. Such children face particularly high levels of malnutrition and starvation, due to the dispossession of their communities' land and assets, and the communities' geographic inaccessibility. The dispossession of widows and orphans from their family properties under some traditional legal systems has meant impoverishment and drop out from education for many families affected by conflict or by the epidemic of AIDS. Young girls may also be married off on behalf of dead relatives, or asked to care for babies and younger siblings because of pressure on their mothers to make up for those killed in conflict. Likewise boys may be encouraged to travel far from home to attend schooling while girls are discouraged from taking up even meagre local education possibilities.
23. See UNHCR's *1995 Guidelines for Educational Assistance to Refugees*.
24. The website, at www.ginie.edu, is supported by USAID. See also guidelines and manuals on mine awareness from UNESCO, UNICEF, Radda Barnen and other organizations.
25. See 'Peace Education' in UNICEF, 1999c.
26. See Progress Report on UNHCR Education for Peace Pilot Project, 1997–99.
27. JRS has developed a programme of civic education for refugees in Nepal, the Sudan and Zambia, including education for peace, democracy and human rights.
28. Awareness is gradually being raised on the need for establishing norms in this area. A coalition has been formed, led by Amnesty International, the Quaker United Nations Office, Defence of Children International, Human Rights Watch, Radda Barnen, Jesuit Refugee Service and Terre des Hommes, to advocate for an 'optional protocol' to raise the age of recruitment to 18 years. This proposal was submitted in October 1998 to the Human Rights Commission.
29. In some cases there are community pressures, or logistical constraints, that lead to re-establishment of the previous education system. In late 1999 in Kosovo, there was a restoration of the education framework on a temporary basis, as the most practicable way of getting children back into school. This policy has been informally described as 'one step back, two steps forward'.

30. An analysis may be commissioned to show how much funding for education has been requested and allocated under the United Nations Consolidated Appeals Process for complex emergencies; and likewise of public expenditure and Official Development Assistance for education in countries experiencing crisis and/or chronic instability.
31. It is recommended that a study be commissioned as a matter of urgency to identify organizations and materials that can support the role of emergency and post-conflict education programmes in building a Culture of Peace, including issues relating to psychosocial education, education for ex-combatants, life skills programmes for adolescents, emergency environmental education and education for mine awareness. It will be useful further to collect or sponsor the preparation of materials on conflict resolution, lives of peace makers, human rights and civil society, oriented to the reading level of primary school students and graduates in emergency situations, as well as in developing countries generally.
32. In this connection, we recommend that agencies should record data, from field monitoring, on their achievements in the early phase of an emergency; and should conduct evaluations that will facilitate a wider review.
33. In support of the above, United Nations agencies and NGOs should sensitize their staff on the need to get better information on education programmes for refugees and internally displaced populations, as well as for populations in crisis and post-crisis situations. Sample pro formas for education statistics and surveys, suited to emergency situations, should be prepared and developed through a process of field trials, with inter-agency co-operation to avoid unnecessary differences in approach. Collection of sample household statistics on children and adolescents not participating in education as well as those enrolled in schooling should be included in the design of all emergency education projects funded by donors.
34. Funding for research and evaluation studies, independent of particular field projects, will assist in generating a more objective knowledge of the field situations.
35. UNESCO-PEER and the JRS Resource Base for Refugee Education in Nairobi provide a useful precedent.
36. It would be useful if the GINIE project could be better known to staff working in emergency education, perhaps by developing formal linkages between GINIE and key organizations active in this field, and preferably, representation on their Internet sites.

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Annexes

1. Refugees/IDPs: Emergency education projects assessed by the study, analysis by region and type of programme

A. Africa

N°	Country	Organization running the programme	Title of programme	Status of population
1	Angola	NRC	Teacher Emergency Package for Angola	IDPs
2	Burundi (1)	UNESCO	91-112-111PRA Non-formal Education	IDPs
3	Burundi (2)	UNESCO	431 BDI 10-11-12 Help for students in distress in communal schools	IDPs
4	Dem. Rep. of the Congo	CARITAS international	Rehabilitating education in the UVIRA region	IDPs
5	Djibouti	UNESCO	Educating the Whole Camp Community	Refugees
6	Djibouti	UNESCO	Education Sub-Project in Djibouti Refugee Camps	Refugees
7	Ethiopia	SDB	Long-distance adoption	IDPs and refugees
8	Kenya (1)	SDB	Professional training for refugee youth	Refugees
9	Kenya (2)	UNESCO	Regional support service for refugee and returnee: environmental education, curriculum development and training	Refugees
10	Kenya/Ethiopia/ United republic of Tanzania	UNESCO	Regional support service for refugees and returnee: Environmental Education (RSSRREE) – Curriculum Development and Training	Refugees
11	Liberia (1)	SDB	Counselling and aid for ex-soldiers (adolescents and youth)	Refugees
12	Liberia (2)	JRS	Emergency Upgrading of Education Resources and Teacher Formation	Returnees
13	Mozambique	Handicap international	Program of Education for the Prevention of Land-Mines Accidents (PEPAM)	The Mozambican People, IDPs
14	Guinea/Conakry	IRC	International Rescue Committee Refugee Schools Programme	Refugees
15	Rwanda	UNESCO	North West Emergency Education	IDPs
16	Sierra Leone (1)	SDB	Rehabilitation of Street Children	IDPs
17	Sierra Leone (2)	IRC	Psycho-Social Support for Children and Adolescents in IDP Centres	IDPs
18	Somalia (1)	UNESCO	Rehabilitation of the Education Sector; NUGAL Region, Somalia – Phase I	IDPs
19	Somalia (2)	UNESCO	Second Rehabilitation Programme for the Rehabilitation of the Education Sector – Phase II	IDPs
20	Somalia (3)	UNESCO	Curriculum Development, Text Book Provision, Professional Development and Education management Information System (EMIS) for Primary Education in Somalia (CEPPES)	CCP
21	Somalia (4)	UNESCO	Island of Education for Peace in Somalia	CCP
22	Somalia (5)	UNESCO	Textbooks for North-West Somalia	CCP
23	Somalia (6)	UNESCO	Rehabilitation programme for Somalia – Transition of the former CONCERN and other schools from NGO to Private/Co-operative Ownership	CCP
24	Somalia (7)	UNESCO	Teacher Emergency Package (TEP)	CCP
25	Somalia (8)	UNESCO	Mines awareness campaign	CCP

N°	Country	Organization running the programme	Title of programme	Status of population
26	Somalia (9)	UNESCO	Basic Education for Djibouti Refugees	Refugees
27	South Africa	JRS	English Language Project for Literate Adults	Refugees
28	Sudan (1)	SDB	Assistance for needy youth	IDPs
29	Sudan (2)	JRS	Education Programme: Nimmule	IDPs
30	Sudan (3)	Radda Barnen	Psycho-social and Education Support Programme	IDPs
	Sudan (4)	CARITAS international	Save the savable	IDPs
31	United Republic of Tanzania	JRS	JRS Pre-school Project – Ngara	Refugees
32	United Republic of Tanzania (Karega)	UNESCO	Emergency Education for Rwandese Children in the United Republic of Tanzania	Refugees
33	Uganda	JRS	Education Programme	Refugees
	Zambia	JRS	JRS MEHEBA/Education Sector	Refugees
B. Asia				
N°	Country	Organization running the programme	Title of programme	Status of population
1	Afghanistan	IRC	IRC – Afghanistan Rehabilitation Programme, Education Project	IDPs and refugees
2	Cambodia	UNESCO Office	Community Temple Learning Centre (CTLC) Programme	IDPs and refugees
3	Iran	UNESCO/EFA National Committee	The Education of Afghani and Iraqi Refugee Children and Adults in the Islamic Republic of Iran	Refugees
4	Pakistan	IRC	Female Education Programme (FEP). Female Education and Teacher Training Programme	Refugees
5	Pakistan/Afghanistan	SAB	Basic Education for Afghans in Pakistan and Afghanistan	IDPs and refugees
6	Nepal	JRS	Bhutanese Refugee Education Programme	Refugees
7	Thailand	JRS	Burma Education Programme	Refugees
8.	Thailand	CARITAS international	Teacher Training	Refugees
9	Sri Lanka	CARITAS International	Rehabilitation of schooling	IDPs

C. Eastern Europe

N°	Country	Organization running the programme	Title of programme	Status of population
1	Albania	SDB	Soutien aux Jeunes Réfugiés [Support for Refugee Youth]	Refugees
2	Azerbaijan	IRC	Child and Health Programme	IDPs
3	Georgia (1)	IRC	Vocational Training Job Center (VJC)	IDPs
4	Georgia (2)	IRC	Community Education	IDPs

D. Latin America and the Caribbean

N°	Country	Organization running the programme	Title of programme	Status of population
1	Guatemala	SDB	Training for Young Natives	IDPs
2	Guatemala	ERM	'Medianos' Programme: Psychosocial assistance for children and adolescents affected by violence	IDPs
3	Mexico	SDB	Support for young immigrants	Refugees
4	Central America	CARITAS	Literacy	IDPs

E. Oceania

N°	Country	Organization running the programme	Title of programme	Status of population
1	Papua New Guinea	CARITAS	Rehabilitation of schools	IDPs

2. Number of refugees by region

A. Africa

Country of asylum/ present residence	Countries of origin	Number of refugees	Total population of concern to UNHCR
Algeria			190 267
	Mali	15 056	
	Niger	10 181	
	Saharawais	165 000	
Angola			9 381
Cote d'Ivoire	Dem. Rep. of Congo (former Zaire)	9 341	327 696
	Liberia	327 288	
Central African Rep.			36 564
	Chad	5 491	
	Sudan	30 671	
Congo	Angola	20 201	20 451
Dem. Rep. of Congo (former Zaire)			675 973
	Angola	108 284	
	Burundi	30 226	
	Rwanda	423 561	
	Sudan	96 529	
	Uganda	17 289	
Djibouti	Somalia	23 010	25 076
Ethiopia			390 528
	Djibouti	18 000	
	Kenya	8 678	
	Somalia	287 761	
	Sudan	75 743	
Ghana	Liberia	15 178	35 617
	Togo	20 258	
Guinea	Liberia	415 003	663 854
	Sierra Leone	248 827	
Kenya			223 640
	Ethiopia	7 109	
	Rwanda	5 487	
	Somalia	171 347	
	Sudan	33 477	
	Uganda	5 425	

Country of asylum/ present residence	Countries of origin	Number of refugees	Total population of concern to UNHCR
Liberia	Sierra Leone	120 001	120 234
Mali	Mauritania	16 764	18 234
Mauritania	Mali	15 872	15 880
Niger	Mali	24 000	25 845
Nigeria	Liberia	5 278	8 486
Rwanda	Burundi Dem. Rep. Of Congo (former Zaire)	9 611 15 397	25 257
Senegal	Mauritania	64 030	65 044
Sierra Leone	Liberia	13 521	13 532
Sudan	Eritrea Ethiopia	328 307 51 467	393 874
United Republic of Tanzania	Burundi Mozambique Rwanda Dem. Rep. of Congo (former Zaire)	385 452 33 202 20 202 55 214	498 732
Togo	Ghana	12 285	12 589
Uganda	Rwanda Sudan Dem. Rep. Of Congo (former Zaire)	11 236 223 720 28 611	264 294
Zambia	Angola Dem. Rep. of Congo (former Zaire)	109 623 14 180	131 139
Africa: other countries			50 342
Total refugees in Africa			4 341 480

B. Refugees in Asia/Middle East

Country of asylum/ present residence	Countries of origin	Number of refugees	Total population of concern to UNHCR
Afghanistan	Tajikistan	18 769	18 775
Bangladesh	Myanmar	30 578	30 692
China	Viet Nam	288 805	290 100
Hong Kong	Viet Nam	6 877	6 875
India	Afghanistan Bangladesh China Sri Lanka	18 607 53 500 98 000 62 226	233 370
Iran	Afghanistan Iraq	1 414 659 579 200	2 030 359
Iraq	Iran Palestine Turkey	34 194 62 635 14 986	112 957
Nepal	Bhutan China	106 801 20 005	126 815
Pakistan	Afghanistan	1 200 000	1 202 703
Saudi Arabia	Iraq	9 701	9 852
Syria	Iraq	26 817	27 759
Thailand	Nyanmar	104 033	107 962
Viet Nam	Cambodia	34 400	34 400
Yemen	Palestine Somali	6 000 43 871	53 546
Asia/Middle East: other countries			22 645
Total refugees in Asia/Middle East			4 308 846

C. Refugees in Eastern Europe

Country of asylum/ present residence	Countries of origin	Number of refugees	Total population of concern to UNHCR
Armenia			218 950
Azerbaijan	Azerbaijan	200 000	
	Armenia	185 000	233 000
	Uzbekistan	48 000	
Kazakhstan			15 577
	Russian Federation	6 000	
	Tajikistan	6 000	
Kyrgyzstan	Tajikistan	16 436	16 707
Turkmenistan	Tajikistan	12 170	15 580
Total refugees in Eastern Europe			499 814

D. Latin America and Oceania

Country of asylum/ present residence	Countries of origin	Number of refugees	Total population of concern to UNHCR
Argentina			10 430
Belize	El Salvador	5 770	8 534
Costa Rica	Nicaragua	17 990	23 176
Mexico	Guatemala	32 593	34 569
Australia			59 029
Papua New Guinea	Indonesia	10 175	10 176
Latin America and Oceania: other countries		16 470	
Total refugees in Latin America and Oceania			163 384

Source for Annex 2: *The State of the World's Refugees: A Humanitarian Agenda*, Oxford: Oxford Univ. Pr., 1997.

World Education Forum

Dakar, Senegal
26-28 April 2000

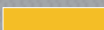








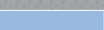
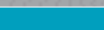


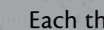
Education for All 2000 Assessment



This study is an exceptional contribution in the specific area of Education in Situations of Emergency and Crisis. It is proposed as an excellent example of co-operation between leading United Nations agencies and non-governmental organizations active in the field. The results were presented at the Strategy Session of the Dakar World Education Forum (April 2000) and conclusions were reaffirmed in the Final Framework for Action.

Education in Situations of Emergency and Crisis: Challenges for the New Century is one of the thematic studies published by UNESCO for the International Consultative Forum on Education for All as part of the Education for All 2000 Assessment. This worldwide evaluation was undertaken towards the end of the decade following the World Conference on Education for All (Jomtien, Thailand, 1990) as preparation for the World Education Forum on education for all held in Dakar (Senegal) in April 2000.

The complete list of titles in the series is given below.

-  Achieving Education for All: Demographic Challenges
-  Applying New Technologies and Cost-Effective Delivery Systems in Basic Education
-  Community Partnerships in Education: Dimensions, Variations and Implications
-  Early Childhood Care and Development
-  Education for All and Children Who are Excluded
-  Education in Crisis: The Impact and Lessons of the East Asian Financial Shock 1997-99
-  Education in Situations of Emergency and Crisis: Challenges for the New Century
-  Funding Agency Contributions to Education for All
-  Girls' Education
-  Inclusion in Education: The Participation of Disabled Learners
-  Literacy and Adult Education
-  Reason for Hope: The Support of NGOs to Education for All
-  School Health and Nutrition
-  Textbooks and Learning Materials 1990-99

Each thematic study aims to provide theoretical vision and practical guidance to education planners and decision-makers at national and international levels. In order to provide a global review, they draw upon and synthesize submissions from partner institutions and agencies in each of the EFA regions. They attempt to describe 'best practices' as well as successful and unsuccessful experiments in policy implementation.