MAIN OBJECTIVES

- To reduce the trauma of emergencies by ensuring that the ladder of educational opportunity remains open, with possibilities for continued education after completion of primary schooling.

- To enable refugees and IDPs, whose post-primary education was interrupted by displacement, to resume their studies.

- To provide skilled labour for national reconstruction and socio-economic development.

- To provide a pool of potential recruits for primary school teaching.

CONTEXT AND CHALLENGES

During times of crises, the number of children (and especially youth) without access to educational opportunities is likely to increase. These children and youth miss out on the vital psychosocial support and protection that education can provide. Whilst donors and agencies, and sometimes ministries, tend to focus on primary education, there are a number of reasons why investment in quality post-primary education should be considered also in situations of...
emergency and reconstruction. Adolescents have psychosocial needs in and after conflict, just as much as younger children do. Lack of access to adequate educational opportunities may render them more vulnerable to abuse and to abduction, or may force them to take jobs in dangerous working conditions. No longer children, but not yet able to take on adult roles, adolescents without access to further education can be easy targets for those who do want their skills – recruiters from the military, criminal gangs, and the sex industry. Lack of quality educational programmes may be a cause of youth unrest, anti-social behaviour or depression. It is thus central to engage young people in education, which can enable them to play a responsible and positive role in their families and society.

The division between primary and secondary education is essentially an administrative one, with the duration of primary varying from four or five years in some countries to nine in others. The variation reflects historical and demographic conditions. With a largely rural population, there may be advantages in extending the number of grades included in primary school so that more children can have access near their homes. As the proportion of children proceeding to secondary level increases, this consideration becomes less important, and other matters, such as making the best use of highly qualified teachers in scarcity subjects such as science, mathematics and foreign languages come to the fore.

The different structures of schooling in different countries make it difficult for international agencies to clarify their policies regarding secondary schooling. One approach is to provide priority support to the period of schooling that a country considers all its citizens should complete – which was defined at the Jomtien Conference on Education for All in 1990 as ‘basic education’. In many countries, basic education now includes the first eight to
ten years of schooling. This should be the target for universal coverage in emergencies as well as in normal times, since young people will need more skills and self-esteem to tackle the problems of post-emergency reconstruction.

As a result of conflict or natural disaster, secondary schools, universities and technical or vocational institutions may be damaged, destroyed, looted or taken over for other purposes, such as the provision of military accommodation. Staff may be scattered due to displacement and emigration. Provision of salaries, textbooks and other education materials may be interrupted, as may the holding of national examinations. However, access to adequate primary and post-primary education in these times is crucial. If access to the labour market is limited for young people, as it often is in situations of emergency and reconstruction, they need the stimulus and challenge of education to absorb their energies and lessen their frustrations and anxiety about the future.

There are close relationships between primary and secondary schooling that are often neglected by those who seek to emphasize primary education. One is that children from poorer families may be allowed or encouraged by their families to drop out of primary school without completing it if there is limited or no access to secondary education in the area. A major problem, particularly in periods of emergency, is that secondary and tertiary education is nearly always fee-based. Families affected by conflict and disasters are often unable to meet these costs.

Lack of access to post-primary education often impedes the achievement of goals normally associated with primary education. The conditions of primary schooling in many countries are such that those who drop out of education after primary school often do so without having reached sustainable literacy.
Indeed, where primary schools are under resourced and lack reading materials, sustainable literacy may not be attained except by those who complete post-primary studies. These problems are exacerbated in emergency situations, where the problems of resource shortages and underpaid and untrained teachers become more acute, and students and teachers themselves face additional challenges such as trauma or physical handicaps.

SIX REASONS FOR INVESTING IN SECONDARY EDUCATION

1. Programmes to universalize primary education have increased demand.

Access to secondary school will become a major political and social preoccupation in those countries with low secondary enrolment rates and successful universal primary education (UPE) programmes. Over the last decade, secondary enrolment rates have not increased substantially in many of the poorest countries. Access remains highly unequally distributed geographically, and in terms of the socio-economic backgrounds of those who participate. Transition rates from primary to secondary appear to have been falling in Sub-Saharan Africa.

2. Achieving the two most cited millennium development goals (MDGs) can only happen if there is expanded post-primary enrolment.

To attain the first goal of universalizing primary access and completion, countries must maintain or increase their transition rates to secondary: if they fall dramatically, retention in upper primary will decrease as it becomes clear that for many there will be no progression to higher education levels. Universalizing primary access and completion also depends on an adequate supply of qualified primary teachers. Quality, achievement and persistence at the primary level will suffer without adequate numbers of
students successfully completing secondary schooling and electing to train as teachers, and pupil/teacher ratios will remain stubbornly high.

To attain the second goal of gender equity at primary and secondary levels also requires greater enrolments at the secondary level. Few countries in Sub-Saharan Africa having gross enrolment rates at secondary (GER2) of less than 50 per cent approach gender parity or have more girls than boys enrolled. On the other hand, most of those countries with GER2 greater than 50 per cent have achieved parity or better.

3. Secondary education has a responsibility in the battle against HIV/AIDS.

The consequences of HIV/AIDS permeate all aspects of educational development: increased morbidity and mortality among teachers, unprecedented numbers of orphans, and impact on the labour force.

Secondary schooling has special roles to play in influencing informed choice related to sexual behaviour, increasing tolerance and support for those infected. A reduced risk of HIV/AIDS is associated with higher levels of education, and children in school are less at risk than those out of school.

4. Poverty reduction has direct links with investment and participation at the secondary level.

As primary schooling becomes universalized, participation at the secondary level will become a major determinant of life chances and a major source of subsequent inequity. Access to and success in secondary will continue to be highly correlated with subsequent employment and income distribution patterns. Many groups are marginalized from attending secondary school. This marginalization will be increased, not reduced, if competition for scarce places in secondary school increases.

5. National competitiveness depends on the knowledge and skills of its citizens; in high value-added sectors these are acquired in secondary school.
There is much evidence to suggest that those with secondary schooling acquire useful skills and increase their chances of formal sector employment and informal sector livelihoods and that export-led growth is associated more with investment at the post-primary than at the primary level.

6. Investment in secondary education is especially critical in post-conflict situations.

Where a generation or more has missed out on secondary schooling, the labour force will be short on members with more than a basic education. Positions in government and productive enterprises, which require analytic skills, will be filled with those lacking formal education and training to an appropriate level. Demobilized militia left with unfulfilled promises of opportunities for employment and livelihoods may well feel excluded and betrayed, with adverse social conditions.


Secondary education prepares the primary teachers of the future. Many secondary school graduates enter teaching. In prolonged emergency situations, the discontinuation of secondary education means that there will be a shortage of primary school teachers in the future. In contrast, a refugee education system, such as that established by and for Bhutanese refugees in Nepal, uses many of its secondary school graduates as teachers for the refugee primary school classes (Brown, 2001).

Other than formal schooling, an option for primary school graduates, and indeed for those who may not have completed primary school, is vocational skills training for work as mechanics, carpenters, tailors, horticulturalists, etc. (See also the Guidebook, Chapter 4.7, ‘Vocational education and training’). Formal courses in such skills are expensive to establish, however, and can only
accommodate a very small number of students. These courses also have a poor record of preparing students for waged or self-employment in emergency situations, since they usually have a theoretical bias and often prepare far more graduates than can be absorbed in the local or regional employment market. Sponsored apprenticeship schemes have done better, but again can only take in a limited number of students. If the number of students trained is greater than the number who can obtain work experience under prevailing market conditions, the training is largely lost because the skills are not refined or consolidated.

The importance of post-primary education is acknowledged by national governments. It should be, and often is, acknowledged by international agencies that fund education for emergency-affected persons. Good secondary school programmes for refugees have been established in countries such as Guinea, Uganda, Nepal and Pakistan. However, since it takes longer to establish post-primary institutions in camps than primary schools, primary schooling still tends to get more of the initial attention and is usually more appealing to donors. Other factors such as a severe shortage of experienced, capable teachers and the specialized equipment often required at secondary and tertiary level education, add to the difficulties of creating and sustaining post-primary institutions in situations of emergency and reconstruction. Lack of funding may also force secondary schools to close their doors or reduce the number of students admitted to their institutions (Brown, 2005).

In crises, the best-qualified education personnel tend to be the first ones to leave the area or the country, as they often have the greatest resources and the possibility to do so. In some refugee situations, it has proved more economical to provide scholarships for refugee students to attend national educational programmes
than to create opportunities for post-primary education in the camp. Scholarships have been given for secondary schools, technical education programmes and universities, although refugees are often subject to restrictions in terms of enrolment in local/national schools.

Students who have completed primary school, but some time back and in a different location, may need help refreshing and updating their skills before beginning post-primary opportunities. Accelerated learning to complete the primary school curriculum in a shorter period of time may be an important intervention to give emergency-affected adolescents access to secondary schools. (See also the Guidebook, Chapter 2.9, ‘Non-formal education’, for a definition and important considerations). This may involve using condensed materials, an arrangement of flexible class schedules or the provision of childcare for teenage parents. The pressure to earn a living or contribute to the family income can prevent adolescents from accessing education opportunities. Advocates for post-primary education often therefore include non-formal education for adolescents and young people as part of the educational package needed in emergencies and early reconstruction.

**Higher education**

Higher education institutions play a vital role in restoring national stability – post-conflict or post-disaster. Higher education is also critical to restoring a highly qualified workforce in the country, which is often depleted by emigration during a prolonged conflict. Because higher education institutions serve students who have often completed basic schooling, which has deteriorated over the course of an emergency or crisis, higher education systems are faced with specific challenges during and immediately after an
emergency. Students will have varying academic levels as many students have had their education interrupted while others have been able to continue their schooling, but in different settings. Without a comprehensive national system of primary and secondary education, equitable admission to higher education is difficult, as students are unable to compete on the same level. Academic enrichment programmes may help students whose education has been delayed to catch up to their peers. In crisis settings, many students will have suffered trauma and will need counselling services in universities and other higher education institutions.

Higher education systems are faced with a very diverse population when refugees return home after a crisis. In addition, there may be a significant discrepancy between student demand and availability of places in higher education institutions. As a result, admission may become more selective. Frequently, access is limited or even denied to groups of refugees, ethnic minorities and physically handicapped individuals. Implementation of affirmative action programmes may help to reduce this disparity.

Staffing universities in crisis settings can often be problematic, as professors have often fled, secure working conditions can be difficult to provide, and salaries are often irregular or too low to incite professors to teach. In addition, there may be fewer opportunities for professional development or training. It is important to set up appropriate staff development programmes – academic, managerial and technical – in quantity and quality, through on-campus training but also through provision of a scholarship programme and twinning of universities.

As with secondary schools, the infrastructure and facilities of higher education institutions have often been damaged. Library stocks may have been either partially or completely damaged.
Technical institutes may no longer have the necessary materials, which can reduce the number of professions for which graduates may be trained.

Because higher education becomes even more expensive in crises or reconstruction (and is largely fee-based), some universities or donors may provide scholarships for tertiary education for refugee students.

(SCHOLARSHIPS IN PAPUA NEW GUINEA)

With the help of a German programme set up to commemorate Albert Einstein, a group of young refugees have just completed their first year as DAFI scholars at a teachers’ college in Papua New Guinea (PNG). This brings them one step closer to helping other youths in their refugee settlement.

The worldwide DAFI Scholarships Programme, funded by the German government’s Albert Einstein German Academic Refugee Initiative, promotes self-reliance among refugees by helping them access tertiary education in their country of asylum and boost their chances of future employment. Since 1992, the German government has donated, on average, more than $2 million every year to UNHCR for this programme.

In PNG this year [2004], the programme focuses on helping young refugees become qualified teachers so they can in turn teach the younger children in the remote refugee settlement in East Awin. The scholarships are awarded on academic merit and cover tuition and boarding fees, books, clothing, medical and other living costs, as well as travel between East Awin and Wewak, where four refugee scholars are studying at St Benedict’s Teachers’ College.

Source: UNHCR (2004)

(See the ‘Tools and resources’ section of this chapter for a list of eligibility requirements for the DAFI scholarships.)
Summary of suggested strategies
Post-primary education

1. Carry out a review of the programmes being conducted on secondary, technical/vocational and higher education, under government auspices, through civil-society organizations and external agencies and NGOs.

2. Take steps to strengthen the government ministry/ministries or councils responsible for secondary, technical/vocational and higher education.

3. Consider establishing a programme of in-service training in subject matter and methodology for teachers.

4. Work to allow students from displaced populations to attend local/ national secondary and technical/vocational schools, or set up alternative courses.

5. Take steps to ensure that students in refugee schools can sit examinations recognized by the country/area of origin and/or by the host government.
6. Provide the maximum support possible to national schools in emergency-affected areas and to IDP schools.

7. At the phase of early reconstruction, undertake a school mapping exercise to identify the functioning post-primary institutions and their catchment areas.

8. Undertake a review of labour market conditions, so that the reconstruction of technical/vocational education can be linked to employment opportunities and the need for special skills.

9. Prepare a plan and project proposals to support the renewal of secondary education, and advocate with donors for funding.

10. Prepare a plan and project proposals to support the renewal of technical/vocational education, and advocate with donors for funding.

11. Prepare a plan and project proposals to support the renewal of higher education, and advocate with donors for funding.

12. As part of the reconstruction plan, initiate a feasibility study on the use of open and distance learning to support secondary and tertiary education that would help expand education opportunities in regions that had been affected by conflict.
Guidance notes

1. **Carry out a review of the programmes being conducted on secondary, technical/vocational and higher education, under government auspices, through civil-society organizations and external agencies and NGOs.**

   (See also *Chapter 5.1*, ‘Assessment of needs and resources’, and *Chapter 5.11*, ‘Coordination and communication’.)

2. **Take steps to strengthen the government ministry/ministries or councils responsible for secondary, technical/vocational and higher education.**

   - Review the current staffing and capacity level. (See also the *Guidebook, Chapter 1.4*, ‘Capacity building’.)
   - When approaching donors and agencies for support to the sector, include proposals for staff recruitment and/or training.
   - Invite senior management of universities and other large educational institutions to trainings and briefings for ministry/ministries or councils.

3. **Consider establishing a programme of in-service training in subject matter and methodology for teachers.**

   Many teachers will be reluctant to teach at higher grades or in secondary school because they feel that they themselves do not know enough about the subject or how to handle older students. Provide any support possible through local education services.
• Can local trainers provide in-service training in subject matter and/or methodology to teachers or older students?
• Are there distance education courses available that teachers can participate in?
• Can older students or people who have advanced knowledge of a subject or a craft assist in the in-service training of teachers?

4. Work to allow students from displaced populations to attend local/national secondary and technical/vocational schools on equal terms as local students, or set up alternative courses.

Where moderate numbers of refugees have the right language skills to study in local/national secondary and technical/vocational schools, they should be permitted to do so. This is in line with Article 22 of the 1951 Convention on the Status of Refugees (UNHCR, 1951) and UNHCR’s Education field guidelines (UNHCR, 2003: 27-28).

**CONVENTION AND PROTOCOL RELATING TO THE STATUS OF REFUGEES**

Article 22: “The Contracting States shall accord to refugees treatment as favourable as possible, and, in any event, not less favourable than that accorded to aliens generally in the same circumstances, with respect to education other than elementary education and, in particular, 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.”
• Governments and agencies should negotiate with international donors to provide them with scholarships and/or to provide additional classrooms, furniture, dormitories, equipment and textbooks to expand the schools’ absorptive capacity.

• Where admission to local/national schools is impossible, have resources from the local community or from within the displaced population been mobilized to provide alternative secondary and/or technical/vocational education?

• Can a limited number of refugees or IDPs be admitted into local school courses?
  • Is special tuition needed in subjects such as language or mathematics?
  • Can they be offered catch-up classes over a period before entering local schools?

• Where the capacity of local schools are already exhausted, can the refugees or IDPs use a local school on a second shift basis, or can alternative courses be established?
  • Can students from the camp be given occasional access to laboratories or other facilities in a local school, under an arrangement whereby the science teacher is given an allowance for supervising their practical work?
  • If textbooks from the refugees’ home country are not available, can the students use host country textbooks?
  • Can specialist teachers from the host country provide help in establishing science and other courses in refugee secondary schools? (It is quite difficult for refugee teachers to get equipment and materials and organize practical work, especially if they are inexperienced.)
  • Where there is a shortage of teachers, can older students or people who have advanced knowledge of a subject or a craft be given training in methodology to act as post-primary teachers themselves?
• Ensure that refugee students at secondary and tertiary levels of education do not have to pay fees higher than those charged to nationals.
• Can international agencies be persuaded to fund scholarships for refugee or IDP students?
• Have donors and international agencies been approached to provide equipment, textbooks and other supplies to schools and university departments that accommodate considerable numbers of refugee or IDP students?

5. Take steps to ensure that students in refugee schools can sit examinations recognized by the country/area of origin and/or by the host government.
• Can discussions be held with the country of origin educational authorities on this matter?
• Can organizations such as UNICEF, UNHCR and UNESCO assist?
• Can the students sit the host country examinations or a special version of them?
• Are there internationally recognized school examinations that some students could take?
• Are there distance-learning courses that could be taken through the school?
• Could students take examinations in particular subjects, e.g. international language skills?

6. Provide the maximum support possible to national secondary and technical/vocational schools in emergency-affected areas and to IDP schools.
In an emergency situation, local schools – both with and without the influx of displaced populations – are likely to lack the full cadre
of qualified teachers, and have insecure supplies of textbooks. Make arrangements so that their students are able to sit the national examinations without expensive and insecure travel over long distances.

- Are supervisors able to reach these schools, and to distribute salaries, textbooks, etc.?
- Is there communication through district offices, by telephone or radio, to pass over information about needs?
- Are the teachers in IDP schools still getting their salaries?
- Can textbooks be redirected to the district where the IDPs are now living?
- What arrangements can be made regarding the holding of examinations?

7. **At the phase of early reconstruction, undertake a school mapping exercise to identify the functioning and capacity of post-primary institutions and their catchment areas.**

The data emerging from the exercise should be used in comparison with the number of students expected to emerge from primary schools, as well as returnees, if any.

- Are provincial/district education offices functioning, and do they have adequate statistics on enrolment in the different years of schooling?
- Can training be arranged for provincial/district offices in educational statistics and school mapping?
- If school census data has been collected for an EMIS, is this data available at local level?
8. Undertake a review of labour market conditions, so that the reconstruction of technical/vocational education can be linked to employment opportunities and the need for special skills.

At the time of early reconstruction, decisions may have to be made about which courses should be resumed, and in which institutions. In some cases, the previous courses did not lead to employment, and should be discontinued. Which courses should take their place? The best approach is not to undertake a massive survey but to talk to key informants. (See also the *Guidebook*, Chapter 2.7, ‘Open and distance learning’, Chapter 2.9, ‘Non-formal education’ and Chapter 4.7, ‘Vocational education and training’.)

- Have any labour market studies been conducted by government or other agencies in recent years? If so, obtain copies and incorporate the findings in the national reconstruction plan.
- Is data available on the employment of ex-trainees?
- Gather information from key informants – trainers, employers, students and ex-students – to identify which students get employment and which do not. Identify new areas in which employment opportunities are growing. Remember that labour markets are easily saturated, if colleges produce graduates in a particular subject year after year.
- Review possibilities for work experience placements during and after courses of study, to increase employability.
- If possible, budget for at least one full-time staff member per institution to facilitate the placement of ex-trainees in employment.
9. **Prepare a plan and project proposals to support the renewal of secondary education, and advocate with donors for funding.**

- Are renewal proposals relevant to cultural traditions and local economic demands?
- Do plans work to integrate adolescents into the world of work and adult social roles?
- Are private firms involved in training apprentices?
- Secondary educational opportunities should be allocated without regard to social status.
  - Is access to secondary schooling determined by family background, or has primary schooling erased these advantages and placed all students on an even footing?
- Does achievement in school, rather than social status, influence occupational mobility?
- Will secondary schooling be controlled centrally by the government?
  - Can the government financially supply secondary schools at a pace that responds to the growing popular demand?
  - Can the private market participate in the development of secondary schools?
    - Will a greater diversity of secondary educational opportunities increase or reduce any economic benefits from secondary schooling? (If quality of private schools is low, or local social agendas dominate curriculum, benefits will most likely be reduced.)
    - Will the expansion of private secondary schools diminish meritocratic incentives? (If private schools mainly serve affluent families, social-status inequalities will be reinforced.)
    - How will the expansion of private schooling advance national and local social objectives?
• Who will control the structure and content of secondary curricula?
  • Are there enough highly trained teachers to teach the content of the curriculum?
  • Will university professors provide their input of the latest knowledge to the curriculum?
• Is there too great a focus on renewal of primary curriculum when there is an urgent need also for curriculum renewal at secondary and tertiary level?
• How much room for student or parental choice regarding course selection will be permitted?
  • Consider using a core curriculum.
    - Uniformity of learning is more easily assured.
    - Targeting specific learning objectives is easier.
    - Resource requirements are more easily organized.
• How specialized will secondary school curriculum become?
  • At what stage of schooling will the curriculum become specialized?
  • When will students make choices about course selection?
  • How many specialized tracks will there be?
  • How easy will it be to move from one track to the other?
• Will secondary schooling include learning from the social and physical environment that surrounds the school as an arena for learning?
  • How can the curriculum be written in such a manner as to draw on the social and physical environments efficiently?
• What can be done to introduce effective education for health and HIV/AIDS prevention through life skills, education for
peace, human rights, active citizenship, and environmental responsibility, in secondary and tertiary level institutions?

- Can a working group be set up to look into this?
- Can these themes be integrated into other subjects or disciplines?

- Is it possible to reduce the high costs of secondary schooling by using parent-supported self-help schools?
- Is new equipment needed, related to the curriculum and staff training in practical work?

10. Prepare a plan and project proposals to support the renewal of technical/vocational education, and advocate with donors for funding.

(See the ‘Tools and reference’ section of this chapter and the Guidebook, Chapter 4.7, ‘Vocational education and training’, for more information on planning vocational education programmes.)

11. Prepare a plan and project proposals to support the renewal of higher education, and advocate with donors for funding.

(See the ‘Tools and resources’ section of this chapter for a sample higher education action plan).

- Use a comprehensive-sector approach for action planning as soon as possible after the crisis.
- Who will be responsible for deciding the basic structure of higher education?
  - Will a new ministry be created specifically for higher education, or will a department within the Ministry of Education be responsible for higher education?
HIGHER EDUCATION: A TOP PRIORITY IN RWANDAN RECONSTRUCTION

“The damage to the higher education sub-sector was indescribable. The National University of Rwanda (NUR) had been specifically targeted by the perpetrators of the genocide. The toll of deaths among the staff was 153 people; 106 disappeared; 800 fled.

One of the major new government policies developed in the wake of the genocide was to replenish and expand the country’s skilled work force at the highest levels, and in increasing numbers, within country and through studies abroad. The aim was to accelerate economic development. Human capacity development was to receive marked attention in terms of funding. High priority was therefore given to tertiary institutions from the start, justifying the large proportion of the national education budget allocated to higher institutions.

The separate Ministry of Higher Education was maintained as such, to emphasize the priority of higher education, and the sub-sector was run by a series of directives from that ministry, as expansion ran ahead of fully developed policy but within the Government’s overall goals. From an allocation of 2 per cent of the government’s total recurrent budget in 1990 during the lean years, as compared with the 22 per cent for primary and secondary education (Cooksey, 1992: 4), higher education was to receive over one third of the budgetary allocation for the education sector in 2000, to the dramatic disadvantage of primary education (MOESTSR, 2002b: 22).

In early 1994, before the crisis, there were thirteen institutions of higher education . . . In 1997, eleven institutes of higher learning were operational . . . Three of the state institutions were entirely new, started since the war: KHI, KIST (1997), and KIE (January 1999). As early as 1996-97, the National University of Rwanda initiated the first doctoral programme in the university, a four year programme in the Faculty of Medicine.

The development of the tertiary sector was driven by the determination of the Government of Rwanda. External partners offered funding initially, institution by institution, rather than
in accordance with an overall plan. The second observation is that considerable funds were spent on bursaries to all first year students for full-time residential one-year language courses – instead of devising a less costly option such as vouchers to students in private sector language schools as a prerequisite for a place in the university. In [the] future, external partners should support higher education planning processes from the start, in an attempt to utilize education sector funding effectively across the sector.”

Source: Obura (2003: 114-121)

- How will this authority prioritize among different types of studies so that the system does not become distorted by too many students entering a particular field?
  - The authority responsible for higher education should be required to give their approval to any institution wishing to establish itself as a higher education institution.
  - This approval should be conditional on explicit accounting for financing, qualification requirements for staff, requirements for admission, and systems of examinations leading to diplomas.

- How much autonomy will be given to universities?
- How will officials ensure the equal distribution of resources to all higher education institutions?

- What new opportunities for tertiary education exist within the private sector?
  - How will ministry officials regulate these offers for higher education?

- In what ways will higher education curricula need revising or adapting?
- How will admission to higher education institutions be determined?
  - Based on secondary school results?
PRIVATE HIGHER EDUCATION IN EAST TIMOR

“There were several higher education institutions in East Timor before the consultation: the public university Universitas Timor Timur (UNTIM), one national polytechnic, a teachers college for primary school teachers, one state health academy, the Catholic Pastoral Institute and a private School of Economics (Joint Donor Education Sector Mission, 2000: 28). Under the transitional authority the public university UNATIL opened. On re-opening, its biggest problem was over-enrolment as all comers were admitted. A test was given for second year registration, which reduced admissions and solved this issue for the university. It did not, however, solve the problem for the large numbers who wanted tertiary education. Additional private institutions of higher education have since been set up to cope with demand, or according to some cynics, “to make a fast buck”; the latest count lists 14, an excessive number for such a small population. Half the professors at these institutions have only a Bachelors degree (La’o Hamutuk, 2003). The Directorate for Higher Education (2002) is now putting forward a set of draft regulations to govern private institutions.”

Source: Nicolai (2004: 86-87)

- Upon completion of a preparatory year for all first-year students?
- Upon completion of a series of foundation courses taken at the same time as regular university courses?
- After successfully completing a national admissions examination?
- How can female enrolment be enhanced in higher education institutions?
  - Consider implementing a sensitization campaign targeting girls in secondary schools.
  - Make provisions for women’s dormitories in all institutions.
- Give priority to female students for room allocations, or to attend universities close to their homes.
- Use staff recruitment techniques that are gender sensitive.
- Consider using affirmative action programmes to encourage female enrolment.
- Build child-care centres on campus to allow women with children to participate in higher education.
- Consider exchange programmes with foreign universities.
- How can graduates become involved as partners in the development of higher education?
- Will there be provisions for security services on university grounds?
- What types of student services will need to be developed?
  - Counselling services?
  - Monitoring discrimination and harassment?
  - Health care units that deal with HIV/AIDS?
- How will academic staff be recruited?
  - Nationally, or individually by higher education institutions?
- Will staff be employees of the government?
- How will students be evaluated?
  - Continuous assessment?
  - Final examinations?
- How will the academic year be divided?
  - Semesters, trimesters?
- Will evening and weekend courses be available to students?
  - Who are the target students of these courses?
    - University employees?
    - Public and private employees?
    - School leavers?
12. As part of the reconstruction plan, initiate a feasibility study on the use of open and distance learning to support secondary and tertiary education that would help expand education opportunities in regions that had been affected by conflict.

The establishment of open and distance learning programmes is expensive and takes time. Some elements such as radio can be used in emergency and early reconstruction. For the longer term, it is best to undertake a thorough study of the different options, their advantages and disadvantages in the particular context (see also the Guidebook, Chapter 2.7, ‘Open and distance learning’).

TOOLS AND RESOURCES

1. Refugee scholarships

UNHCR sometimes supports scholarships at secondary level under its regular budget or trust fund arrangements. Since the early 1990s, it has benefited from a donation from the Government of Germany for funding scholarships at university level.

Who can apply for DAFI scholarships?

In order to be eligible, candidates should normally meet all of the following criteria:

- Be a refugee with recognized refugee status.
- Have successfully completed secondary schooling to a high standard in camp-based refugee schools, or in national schools of the country of origin or asylum.
However, these funds are limited. There are also a small number of scholarships available for refugees and IDPs through NGOs.

2. Checklist for planning vocational education programmes in emergencies

(See also the Guidebook, Chapter 4.7, ‘Vocational education and training’.)

1. Enterprise-based training or apprenticeships are the most recommended method of skills acquisition because trainees are exposed to real constraints faced within a small enterprise, the training is practical and the products will have to be sold.

2. Assess viability of income-generating activities and feed that information into the process of planning vocational training. This will reduce repetition of redundant courses that offer inappropriate skills.
3. Incorporate business skills in vocational training regardless of the skill.

4. In post-conflict recovery and reconstruction, there should be increased linkages between vocational skills training and provision of micro-finance, so that youth with skills will have the capital to apply their trade as self-employed.

5. Community-based training (e.g. taking trainers to the displaced populations in or near their compounds) can attract women into the programmes and allow them to continue with daily life.

6. Cultivate positive attitudes among youths about practical work. Schools should avoid using manual work as a form of punishment.

7. Group-based training enables tools and equipment to be shared, cultivates a spirit of working together and can allow the integration of disabled members.

8. Youth in conflict areas may need life skills training such as landmine awareness, health and conflict resolution to be integrated into vocational skills transfer.
### 3. Sample higher education action plan in a conflict-affected country

<table>
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<tr>
<th>PROJECT</th>
<th>ACTIVITIES/TASKS</th>
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</thead>
<tbody>
<tr>
<td><strong>1. STRUCTURE AND INSTITUTIONAL ISSUES</strong></td>
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| Prepare a national higher education law | • Formulate higher education law  
• Organize consultation activities  
• Get law officially ratified | • Draft law produced  
• Consultation meetings held  
• Parliament approves law |
| Agree on structure for higher education and on the institutions of higher education to be established/developed/merged | • Agree on the different types of IHE  
• Merge geographically close institutions  
• Affiliate/merge pedagogic institutes with faculties of education at nearest regional universities  
• Decide on new institutions to be set up. (e.g. regional universities, community colleges) | • Agreement achieved  
• Number of institutions merged  
• Number of institutions merged  
• Decision taken |
| Develop professional profiles, promote professional cooperation and integration among IHE | • Decide on specializations of each IHE  
• Reorganize faculties  
• Introduce professional training programme for secondary teachers  
• Set up credit system  
• Network Ministry of Higher Education and IHE electronically | • Document produced by committee of experts  
• Document produced by committee of experts  
• Number of teachers trained  
• Number of institutions using system  
• Number of institutions linked to internet |
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<tr>
<td><strong>2. STUDENT RECRUITMENT AND WELFARE SERVICES</strong></td>
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| Formulate a student recruitment policy based on merit and equity criteria, social demand, economic need for skills and need for teachers at secondary schools | • Conduct a study on social demand for higher education  
• Conduct a work-force needs assessment study including a study on need for secondary school teachers  
• Conduct a study on disparity  
• Construct a simulation model for admissions planning | • Studies and simulation model produced |
| Increase access of female students           | • Introduce affirmative action programmes, including financial incentives to institutions  
• Organize awareness campaigns  
• Provide child-care services | • Percentage rate of females increases  
• Campaigns launched  
• Day-care centres established |
| Increase access of disadvantaged groups      | • Introduce affirmative action programmes  
• Organize awareness campaigns  
• Introduce supplementary instruction for the academically challenged  
• Make buildings more accessible to physically handicapped | • Percentage of disadvantaged students increases  
• Campaigns launched  
• Percentage of disadvantaged students covered  
• Number of buildings covered |
| Improve admission procedures                 | • Agree on criteria for selection of students  
• Increase Ministry of Higher Education’s capacity to organize and score entrance examinations  
• Set up testing, evaluation and measurement centre | • Criteria adopted  
• Number of officials trained, equipment in place  
• Centre operating |
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| Improve student welfare services | • Introduce counselling services  
• Improve health care and preventive measures (HIV/AIDS)  
• Set up a committee to watch for discrimination and harassment | • Number of students counselled  
• Number of IHE covered  
• Structure being set up |

### 3. RECRUITMENT, ORGANIZATION AND DEVELOPMENT OF STAFF

<table>
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| Create a national recruitment system | • Survey the needs of IHE for academic and administrative staff  
• Decide on qualifications needed  
• Set up interview boards in IHE | • Data secured in EMIS  
• Decision taken  
• Boards set up |
| Improve the working and living conditions of staff | • Provide health care for staff and family members  
• Provide transportation and housing allowance  
• Provide better work environment (office space, equipment) | • Percentage of staff covered |
| Design a project for staff development | • Assess training and staff development needs  
• Provide scholarships for further studies and training nationally and internationally  
• Provide in-country training by regional experts in relevant disciplines | • Staff development needs identified  
• Number of scholarships provided  
• Number of staff trained |
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<tr>
<td><strong>4. PHYSICAL RESOURCES</strong></td>
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<tr>
<td>Encourage IHE to acquire, manage and use land for income generation</td>
<td>• Acquire land for income generation</td>
<td>• Area of land acquired</td>
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<tr>
<td></td>
<td>• Manage and use land for income generation</td>
<td>• Amount of income generated</td>
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<tr>
<td>Develop a national system of space standards, including a database incorporating additional needs for building and physical facilities</td>
<td>• Formulate an architect’s brief</td>
<td>• Brief formulated</td>
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<tr>
<td></td>
<td>• Set national system of space standards</td>
<td>• Space standards set</td>
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<tr>
<td></td>
<td>• Set up and continuously update database on physical facilities</td>
<td>• Database in use</td>
</tr>
<tr>
<td>Encourage coordination among departments at IHE for better space management</td>
<td>• Centralize allocation of space</td>
<td>• Mechanism established</td>
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<tr>
<td>Renovate and expand existing IHE</td>
<td>• Proper sanitation for all IHE</td>
<td>• Number of IHEs covered with proper sanitation</td>
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<td></td>
<td>• Convert old laboratories into offices and classrooms</td>
<td>• Number of laboratories converted</td>
</tr>
<tr>
<td></td>
<td>• Remodel auditoriums and increase their use</td>
<td>• Number of auditoria remodelled</td>
</tr>
<tr>
<td></td>
<td>• Build new laboratories</td>
<td>• Number of new laboratories built</td>
</tr>
<tr>
<td></td>
<td>• Refurbish classrooms and libraries</td>
<td>• Number of classrooms and libraries refurbished</td>
</tr>
<tr>
<td></td>
<td>• Conduct of needs assessment for computer centres and internet</td>
<td>• Survey completed</td>
</tr>
<tr>
<td></td>
<td>• Improve IT facilities</td>
<td>• Number of institutions with improved IT facilities</td>
</tr>
<tr>
<td>Housing for students</td>
<td>• Re-examine policy on student housing</td>
<td>• Housing policy revised</td>
</tr>
<tr>
<td></td>
<td>• Construct female dormitories in all major institutions</td>
<td>• Number of female dormitories constructed</td>
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<tr>
<td>Improve management and maintenance of physical resources</td>
<td>• Create planning, procurement and equipment servicing units at each institution</td>
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<td>• Introduce incentives for innovations and proper maintenance</td>
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<td></td>
<td>• Organize workshops on maintenance of physical resources including equipment</td>
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<tr>
<td></td>
<td></td>
<td>• Units created</td>
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<tr>
<td></td>
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<td>• Number of IHE receiving incentives</td>
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<td></td>
<td></td>
<td>• Number of participants trained</td>
</tr>
</tbody>
</table>

Source: Adapted from Ministry of Higher Education, Afghanistan (2004: 83-94)
REFERENCES AND FURTHER READING


