Internet discussion forum: 27 September to 22 October 2004

Planning education before, in and after emergencies

Report by Margaret Sinclair

Introduction

The Internet forum on *"Planning education before, in and after emergencies"* was organised by IIEP as part of its regular programme of distance education activities offered through the IIEP Virtual Institute. Invitations to participate were sent to IIEP mailing list of alumni and individuals interested in distance education opportunities, and were extended also to members of the Interagency Network for Education in Emergencies (INEE), through the INEE list serve.

The participants in the forum came from a wide range of backgrounds, from government officials to NGO field staff, academic specialists and postgraduate students. There were over 186 persons from 61 countries involved, which ensured a lively exchange of information, intelligence and opinions from a wide range of perspectives.

Organization of the forum

The Forum discussions focused on how to maximise access to and quality of education in situations of emergency and reconstruction. The discussion was organised around four topics, one per week:

- Maximising access to education and ensuring inclusion;
- Using education as a tool of child protection;
- Planning the introduction of life skills education (including education for health, peace, human rights, citizenship);
- Mobilising resources for emergency education.

The title in the IIEP series, the Fundamentals of Educational Planning, *Planning education in and after emergencies* by Margaret Sinclair, provided the framework for the discussions. Each week, key topics from the booklet were presented to the forum through a short introductory note, including questions designed to stimulate debate. A weekly summary was circulated by the moderator.

The range of emergency situations and the varied educational responses, combined with limited research on emergency education, mean that there are no clear-cut research findings on best practice. The booklet, like other recent publications, attempted to identify the principles of good practice, based on discussions in various forums among practitioners from NGOs, UN agencies and others with wide experience in the field. During the Internet forum, the applicability of these principles was tested, by reference to the experience of participants. Some useful good practice procedures for following the principles were identified from participants' current or previous work. Throughout the discussion, ideas were put forward for future strategies to enhance awareness of and donor support for education in emergencies and reconstruction.

Specific Themes discussed

Week One was devoted to the principles of access and inclusion, allowing participants to exchange their experiences and views in an open-ended way. *Week Two* was devoted to the role of education in protection of children and young people affected by emergencies, - a key aspect of access and inclusion. An important aspect of protection is providing young people with the skills, values, concepts and knowledge to cope with the hazards in their environment, including health risks such as HIV/AIDS, and to build a peaceful society based on the principles of human rights and active citizenship. During *Week Three*, the principles and options for meeting these challenges were considered, drawing on experiences in diverse field situations. Finally, in *Week Four*, the vital question of resources needed to support access to inclusive education in emergencies and early reconstruction was discussed. Participants took the opportunity to reflect also on ways of educating donors regarding the importance of education in emergencies and the need for external resources to complement those mobilised by crisis-affected communities.

These themes were explored in relation to different types of emergency – conflict or natural disaster; displacement of population (whether to another country or internally), return to the home area, and/or populations that did not migrate; acute early phase, prolonged crisis or reconstruction.

WEEK 1: MAXIMISING ACCESS TO EDUCATION AND ENSURING INCLUSION

The Booklet identified four basic principles for promoting access to education during and after emergencies:

- ❖ The right of access to education, recreation and related activities must be ensured, even in crisis situations.
- ❖ Rapid access to education, recreation and related activities should be followed by steady improvement in quality and coverage, including access to all levels of education and recognition of studies.
- ❖ Education activities should be gender-sensitive, accessible to and inclusive of all groups.
- ❖ Education should serve as a tool for child protection and prevention of harm (discussed during week 2).

The first week's discussion included an analysis of what is meant by access and inclusion, in relation to these principles. At programme level, there were found to be many problems in ensuring the implementation of the principles, in almost all the different kinds of emergency situation represented in the forum, and there was great interest in innovative approaches presented by participants. Specific points were made regarding inclusion, access to certification and measurement of access.

Access and inclusion: the concepts and targets
'Access' is often visualised as the existence of a primary school within reach of every child. Yet this is only aspect of access. The education provided must be of a minimum quality, so that the children succeed in learning to read, write and manipulate numbers, and want to stay on in school and learn more. The course of studies must be officially recognised and lead to the possibilities of continued learning. The children must not be excluded by factors such as lack of adequate clothing and the many other facets of poverty, or by gender, disability or social group. Participants in the forum emphasised these issues, in relation to:

- ❖ Making rights real
- ❖ Levels and types of education
- ❖ Targets for access and inclusion
- ❖ Inclusion.

Making rights real. Access to education and the principles of inclusion are built into the major international human rights treaties. In the first week of our forum, several participants noted the difficulty in moving from these levels of generality to the specifics of policy and action.

Some issues of access are specific to emergencies, - as when schools are caught up in armed violence such as is happening in Nepal, or when students are targeted for abduction or recruitment by militias, as in Northern Uganda. Refugee education also comes under this heading, - sometimes there are bureaucratic or political obstacles in a host country that threaten refugee access to schooling.

Often, however, the problems of access are those found in non-emergency situations, but magnified. These include educational issues (such as overcrowded classrooms, under-trained teachers, lack of materials) and socio-economic issues (such as poverty, which makes it hard for poor families to keep children in school, the more so if they are girls).

Levels and types of education. Access to primary education is widely recognised as a target. However, this leads to an oversimplified view, that primary education is enough. In fact, the implementation of universal primary education requires access to secondary education. If we

aim for access to secondary education for those who manage to successfully complete the whole primary education course, drop out from upper primary will be reduced. Moreover, girls who complete secondary education can help meet the staffing gap for female teachers at primary level and help bring more girls into the school system.

Important policy issues or dilemmas at post-primary level were presented, including whether to focus on quantity (eg support to many students attending struggling secondary schools serving refugees, IDPs or conflict-affected populations) or quality (eg. scholarships for refugees to attend host country secondary schools and universities). Should the aim be to help individuals build skills for their own futures or to build skills to help the society? Should full scholarships be provided for the few or partial ones to help a larger number? What should be the balance between support to urban and rural refugees or schools?

The importance of higher education in stabilising post-conflict situations can hardly be over-estimated, since student riots can bring down fragile governments. In the case of refugees, it was pointed out that some young people may seek higher education because other avenues are closed. All too often, however, there is no opportunity for refugees to continue with their studies after leaving school. Provision of opportunities for post-secondary studies or activities is a major challenge.

The emphasis on targets for the enrolment of children has led to a regrettable loss of focus on adult education. One participant cited a programme in North West DRC that survived a prolonged period of conflict due to its community base. In general, the focus on primary education for children has weakened the funding of emergency education programmes such as women's literacy, which play an important role, inter alia, in helping mothers keep their children in school (through enhanced motivation and the ability to help children gain command of the basics of reading and writing). Special attention should be given to access and inclusion in relation to alienated youth, who often feel excluded. Extended discussions with these groups are important in the design of appropriate programmes and activities.

Targets for access and inclusion. Targets can help show what needs to be done, as in the example of the Sarva Shiksha Abhiyan in India. However, at programme level, targets can be dispiriting, as they are often arbitrary or unrealistic. An example was cited, concerning the proportion of girls in UNHCR-supported schools in Eritrea. This proportion was double the pre-conflict levels which was a good achievement; but compared to a target of 100% participation of girls in school, it would be categorised as a failure. If targets are to be used at programme level, they must be based on a careful analysis of the current situation and trends, the resources available to improve on those trends, and the prevailing economic and security conditions.

Inclusion. Inclusion covers the issue of gender, which was touched upon by a number of participants. It also requires equal access to and uptake of educational opportunity by different social groups. Inclusion requires meaningful access to education by those with physical and non-physical handicaps, including slow learners, behavioural problems, moderately mentally handicapped.

Access and inclusion in different situations: problems and solutions:
Educational access was discussed in relation to the wide range of situations with which participants were familiar. These ranged from places where armed groups are in low level or intermittent conflict with the national military, to long term refugee or internally displacement situations, and reconstruction. An overview of the discussion is presented under the headings of:

- ❖ Active conflict/instability
- ❖ Internal displacement (in stable or insecure settings)

❖ Refugees
❖ Disasters
❖ Reconstruction (including returnees, where applicable).

Active conflict/instability
The forum documented some current situations of conflict and instability. In Nepal, many villages are caught between the Maoist insurgents and the government security forces. Apart from the use of schools as barracks and the use of children as porters or even human shields, the two sides may each accuse teachers and students of supporting the other side, and impose punishments. They may charge taxes or demand free labour. The Maoists have also sought to influence the school curriculum, providing materials with strong political content. Government officials have taken refuge in district towns, so donors are exploring ways of supporting local initiatives that have village outreach. DFID is supporting an NGO that promotes education for a neglected social group, as well as deploying Community....offices, who can respond rapidly to local needs. Donors have agreed a local 'code of conduct' based on humanitarian principles, which aims at protecting their initiatives from being seen as threatening by the government or the Maoists.

In Palestine, Save the Children is working on early childhood development, regarding 'how to enable parents mainly mothers to be able to deliver some educational services under situations of emergencies, under curfews and total closure.'

Internal displacement (in stable or insecure settings)
Internally displaced persons (IDPs) may be in a secure location or in a location still subject to insecurity. The majority of schools in insecure parts of Northern Uganda have been transferred as functioning institutions from their original locations to the premises of schools in more secure areas. These 'transfer' schools are accommodated in temporary classrooms, erected by the community often with donor support, allowing them to continue with the full school curriculum. It is common to find 4-6 schools sheltered by an existing school. For example, a total of 144 primary schools in Kitgum district have been displaced, with 30 of the 34 undisplaced schools serving as 'host schools'.

In Northern Uganda, as elsewhere, donors have tended to prioritise support to the primary level of education, which leaves important gaps, as noted above. The NGOs working in the area are therefore seeking holistic ways to sustain an education system that is near to collapse. This includes provision of temporary classrooms, rehabilitation of damaged school structures, provision of teaching learning materials and equipment for both primary and secondary schools, as well as the Primary Teachers College. In-service training is provided for the teachers in these institutions, on issues such as psychosocial needs of students, the importance of girls education etc. The NGOs also provide support for extracurricular activities. They have enabled candidate students of displaced schools to be provided with extra lessons to be ready to sit the Primary Leaving Examination. To sustain the system, they have assisted the District office with school inspection and provision of training in management and implementation of the new curriculum. To support the inclusion and protection of girls they have supported the construction of dormitories. Non-formal vocational programmes provide outreach to some of the out-of-school youth. This holistic and responsive on-the-spot support to the education sector in areas with security problems and/or high levels of internal displacement represents an important model for education in emergencies.

Refugees
Forum participants looked mainly at long term refugee situations, where there is a clear human rights obligation to provide access to the different levels and types of education, and where this is of course important for the future stability and development of the affected societies. One participant described her study in an Afghan refugee camp in rural Pakistan, where there is heavy drop out of students after grade 1. The parents state that the reason for

drop out is poverty, but poor education quality is likely to be a factor, with overcrowded classes meaning that children from illiterate families do not pick up the basics of reading, writing and arithmetic. Poverty is of course a huge factor, since older children need less ragged clothing, and have a greater opportunity cost in terms of income foregone due to work for the family, paid work or tasks such as scavenging.

It was interesting to learn about Budubaram, an atypical camp for Liberian refugees in Ghana, where most unusually the primary schools are privately run, and UNHCR supports only a secondary school. Income foregone is critical for poor families since there is no food distribution, and for young people the example of those with mobile phones and 'flash cars' is another distraction.

Disasters
There was some discussion of the impact of disasters, including the recent problems in Haiti, and other Caribbean islands. Greater involvement of educators in disaster preparedness was recommended (see the discussion in week 2).

Reconstruction (including returnees, where applicable)
It is important to get the education strategy right, so that the education system is 'renewed' rather than just 'restored'. As was mentioned by one participant, the strong focus on education access in the former USSR means that its successor countries do not face internal conflict based on educational deprivation, of the type seen elsewhere. The 'window of opportunity' for renewal can be quite short, and so educators must pay attention not just to immediate needs but to remedying education deficiencies (often inequity in access to education was a factor contributing to conflict). A sector-wide approach is essential, so that the different levels and types of education receive the necessary resources, and to revitalise management and administrative structures.

It is not only donors who (regrettably) forget about education after the excitement of early reconstruction. In Cambodia, the hunger for education declined over time as the rewards for staying on in school were perceived to be minimal due to lack of employment opportunities and weaknesses in the education system. 'For the very poor, no perceived value means no point in wasting time at school.' Not all schools offer the full range of primary classes and it is often a long way to the nearest secondary school. There is a shortage of qualified staff, - since educated persons such as teachers had been killed in the 1970s, and even some district education officers have not attended secondary school.

One participant commented that weaknesses in basic infrastructure are a major handicap in post-conflict reconstruction, as in Kosovo in 1999, when the loss of electricity in Pristina made it difficult to communicate with other organisations in the region. Such problems may be a constraint on possibilities such as the use of radio, or modern ICTs (information and communication technologies).

Inclusion
There was frequent reference to the problems of raising the proportion of girls attending school (this is considered in more detail below, under 'protection'). Minority ethnic groups may have difficulty in gaining equal access to quality education, as was noted in the case of the education of Roma children in eastern Europe. Attention was also drawn to the needs of vulnerable groups, such as 'house-girls' brought from the village who never leave the house, the excluded step-children in AIDS-affected families who are the first to have to leave school when fees are not available, those children who have to work because they are the heads of households, or those (almost universally girls) who have to look after people sick and dying in the house. There is a problem even knowing the size of the problem. There was general support for greater flexibility in school rules as a tool for enhancing inclusion, eg allowing 8 years to do the 6-year primary school course, with time off permitted for working at home,

pregnancy etc. In this regard, efforts are being made by donors in conflict-affected parts of Nepal to move resources down to community level and then find flexible mechanisms for equitable distribution.

Certification

Attention was drawn to the many situations in which certification of studies by refugees or other emergency-affected populations is lacking. This reduces the 'quality' of education in the eyes of students and families, and can contribute to low enrolment and retention rates. Certification is a key element of 'access'. Clearly, this issue needs a much higher profile among actors such as UN agencies, donors and NGOs, to help overcome the numerous practical and bureaucratic obstacles.

Measurement

The topic of measurement was not tackled in detail. 'Access' is difficult to measure, since its definition can be very broad. It would be possible for a small crisis-affected population to measure the physical distances of households from primary and secondary school, and to conduct a household survey to see whether children or young people are missing out on education due to the various factors affecting enrolment. However, this would not be possible on a larger scale, except on a sample basis. Measurement of 'uptake' of schooling is possible, using enrolment statistics. It may be noted also that the demographics of emergency-affected populations are often weak; and there is often a backlog of unmet need due to conflict or insecurity. This means that older students enrol or re-enrol in school giving apparently high 'gross enrolment ratios' (GER). While the participation of the older students in school is a great educational achievement, it makes life difficult for statisticians! A high GER may hide non-inclusive schooling. The best way to find out how many children are not in school is often through sample household surveys.

Attention was also drawn to the question of how the education of displaced populations should be reported within the framework of Education for All (EFA). To date, refugee education does not normally appear in EFA statistics of the countries of origin or asylum.

WEEK 2: USING EDUCATION AS A TOOL OF PROTECTION IN EMERGENCIES AND RECONSTRUCTION

The discussion of the principle of using education as a tool for protection focused on certain themes:

- ❖ Protection is enhanced by education as such
- ❖ Protection should be enhanced by special education initiatives
- ❖ Educators must actively protect children against hazards related to schooling:
- ❖ Educators should protect children against natural and man-made disasters.

Protection enhanced by education as such

Psychosocial benefits for children and adolescents from being together for classes and having hope for the future
Participants mostly considered that gathering children together in schools provides protection. For example, Liberian parents in Guinea began refugee schools themselves, saying 'If nothing at all, let us do something to *get the children off the streets*'. In other words, school may be a safer alternative than being out of school.

Participants from Northern Uganda stressed that 'the hours spent learning gives a much needed *break from all possible forms of abuse*' (for at-risk children). For this reason, measures such as school feeding /food for families were important, in helping reduce drop out and absenteeism among vulnerable groups. In addition to formal schooling, special measures being taken for children staying overnight in town to avoid abduction. In Kitgum, this includes a library for the use of secondary students and evening gatherings of primary school students to listen to and discuss stories.

Protection of children and families' educational investment
Educational attainments represent *investments* made by families and students. Continued access to education during and after emergencies is needed to avoid educational regression and the inability to complete a recognised standard of education.

Protection enhanced by special education initiatives
The protection initiatives discussed in the Internet Forum concerned especially the possibility of helping children and young people who do not attend school or attend irregularly. (The enrichment of the curriculum with protective life skills, health messages etc was also mentioned but reserved for week 3.)

Identifying and helping children who are not enrolled or attend irregularly
It is often said that education helps to identify vulnerable children. But this does not happen automatically. Teachers do not normally follow up on absentee students and certainly not on children and young people who are not enrolled in school. What can be done? Some experiences and suggestions from participants are cited below.

Allowing re-entry and gap years. Based on the difficulties of at risk children who have to leave school for economic or other reasons, including pregnancy, it was recommended that students be authorised to take years 'out of school' and helped to re-enter later.

Support from community groups. It was suggested that members of School Management Committees (or Community Education Committees or Parent Teacher Associations) should be trained and encouraged to monitor children who were in and out of school, retention in school and drop outs. In another model of intervention, the IRC project in Northern Uganda

is trying out *'child protection committees'* of respected elders, which do counselling as well as report cases of abuse, prostitution etc.

Capacity building for district education officers. NGOs in Northern Uganda are advocating and building capacity for government to monitor access to and take up of education, beginning with *school mapping and adequate data on who is in and out of school.* The national school mapping project, supported by USAID and others, uses GPS, to locate all primary and secondary schools in the country exactly. There is a special task force for the conflict areas in the North including NGOs (where physical mapping cannot yet take place due to insecurity). One challenge is the frequent movement of learning centres (groups of displaced schools) and students, due to insecurity, eg burning down of schools, or evacuation after an attack. There are many NGOs on the scene, - at least 12 international NGOs operating in different districts (a few in the same district with a different focus). They support government schools, vocational centres and teacher training colleges.

NGOs are helping District Education Officers (DEOs) to build capacity to analyse school census data. NGOs are trying out a system of using *distant monitors* (literate or semi literate) who are trained to report on the situation of the schools, which are basically inaccessible to DEOs and their staff. The monitors receive modest incentives and are periodically visited by NGO staff. Protection training and capacity building for DEOs, teachers and community leaders are provided by NGOs. Trainings cited by the International Rescue Committee (IRC) include psychosocial needs, child rights, child labour, hygiene promotion, sexual/gender violence, life skills, reproductive health, HIV/AIDS.

Out-of-school children and youth

Children from economically disadvantaged families may drop out of schooling and need flexibility to re-enter later. This flexibility is the more important where life has been disturbed by an emergency. Re-entry of older children can be enhanced if they can follow condensed courses of primary schooling, so that they can 'catch up' somewhat with their age group. These courses have been tried in a number of locations, but the question remains of whether they can be scaled up from NGO to national level.

An example of flexibility was provided in the form of the passport used for those doing the Sudan Open Learning Unit Foundation course in Northern Sudan (primary catch up classes for adults in evening classes). The course was divided into modules and the adult students' passport was stamped when you finished the module. It was popular with lorry drivers who alternated their study centre between Khartoum and Port Sudan. A recent example of inflexibility was that the examination papers from Eastern Congo could not be marked anywhere except Kinshasa. In this case, OCHA helped by flying the exam papers and examiners across the dividing lines each year. Students sat the exams in the East and they were marked in Kinshasa.

There can be inflexibility regarding re-entry, because Education Ministries tend to see their curricula as sacrosanct. For example, in recent years, refugees returning to Sierra Leone during their secondary education could not be placed in the country's secondary schools because the refugee schools in Guinea did not have laboratories. History or social science may be too controversial to include in refugee curricula, yet the students may be refused or downgraded when they return home, if they have not been taught according to the curriculum. One participant advocated 'a series of credits set against minimum standards for each subject and grade so that a returning child can be readmitted into the grade most suited to his/her overall abilities but recognising that some catch up tuition may be needed in the untaught subjects.'

In Cambodia, there is a project to develop a series of competencies and standards for each grade that is hoped will allow many points of re-entry of drop outs. Save the Children Norway

has begun a programme in war areas and areas of deprivation in Cambodia to run flexible classes, -two years in one year. The programme is implemented in government schools, by existing teachers who have received a 5-day training and are equipped with specially prepared textbooks. The aim is to scale up this programme, through the department of non-formal education in the Ministry of Education.

The CREPS (Complementary Rapid Education for Primary School) consolidated the 6 year primary school course in Sierra Leone into 3 years, leading to the normal National Primary School examination. The Education Ministry had a CREPS Coordinator to coordinate the programme nationwide. The programme was supported by UNICEF and the Norwegian Refugee Council. It was stated that 'Although the government nationally accepted the programme, the actual implementation was bogged down when it came to the finances. It can be safely assumed that were it not for the UNICEF and NRC, the programme could not have achieved what it did. In places where this programme worked, it was a beauty to watch its success.'

Other examples of accelerated programmes for young people included the Community Schools in Zambia, which had an accelerated primary programme. The Norwegian Refugee Council organised accelerated courses for girls in North Kivu. A pilot 'Flexible Schooling Programme' in Nepal, which started in 1998, is targeted at children aged 8-10 who are unable to attend formal school. They attend for 4 hours daily, 6 days a week, and complete the 5-year primary education course in 3 years, using special textbooks.

An accelerated learning programme is being developed by Save the Children UK in southern Sudan, which now has a curriculum and most of the pupil books and teacher guides (and condenses the 8 year primary cycle into 4 years). The target group is overage children notably former child soldiers. Re-entry to schooling is also permitted at any level. The programme has been endorsed by the local education secretariat and CARE International is taking a lead in scaling it up.

One participant concluded, regarding accelerated learning for older children: 'At the post-conflict/crisis period, some of the governments may have the intention but lack the willpower, the finances and the strength to push such programmes ahead. However, in my opinion such programmes are really essential in crisis situations that last years as is/was in Sierra Leone, Uganda, Cambodia, Liberia etc and should be encouraged.'

Protecting children against hazards related to schooling
Schooling may sometimes endanger children, adolescents and teachers, - the more so in emergencies. Education institutions and authorities should take steps to minimise these dangers, - another aspect of promoting access to education in emergency situations.

Schools as potential targets and centres for recruitment/abduction
Schools can be inadvertently attacked during armed conflict, and sometimes deliberately targeted. Educators cannot do too much about this, except for arranging closures and compensatory study and examination arrangements. The responsibility for deciding whether to continue during periods of insecurity should perhaps be that of the community and parents. During the conflict in Bosnia, children attended classes held in sandbagged basements. The journey to school can also be hazardous in times of conflict. In Northern Uganda, children go to school despite the threats of the Lords Resistance Army and harassment from the military. In this situation, the community should be consulted regarding sites for IDP camps and schools.

Insecurity has been a problem recently in some parts of Haiti, where armed thugs are on the streets in some areas, and schools there are empty, especially after a kindergarten guard was killed.

Schools have been used as recruiting grounds for militias and as targets for abduction in many situations. In Liberia, Sierra Leone and Uganda, rebels 'swooped' on children in schools for recruitment into their ranks. 'In Guinea, for example, recruitment of children by the LURD rebels from refugee camps was carried out with the acquiescence of community leaders and schools readily served as the recruitment centres or training grounds.'

Safe spaces for children
Recent years have seen initiatives by UNICEF and a number of NGOs to provide 'Safe Spaces for Children' (SSC). These spaces are intended to provide educational, recreational and health activities located together in a safe and clean area. One example was the provision summer camps in 2003, in safe locations, which helped 17,000 Iraqi children prepare for the next school year.

In another example, Safe Spaces were sponsored by UNICEF and the Community Human Development Agency in at least 4 IDP camps in Liberia, in August 2002. One participant reported that the SSCs 'consisted of a large courtyard of buildings with half walls and tarpaulin roofs with some furniture which enabled them to be used for a variety of activities. ..a place to go even though not very full of activities. It was difficult to tell how much they were useful to the IDP children/youth…Detractors said that the informal education activities took resources away from a more formal education approach and certainly the liveliest schools (all self-started by the Liberian IDPs) were in camps where there were no official SSCs but this may well have been a coincidence.'

Attention was drawn to the current initiative of the National Council for Educational Research and Training in New Delhi, to improve school safety following a disastrous school fire in Tamil Nadu. Schools with damaged roofs, unsafe access roads and bridges, poorly prepared mid-day meals, etc constitute a hazard. The planned national training programme on school safety for teachers, teacher educators, and educational administrators will benefit schools in normal situations and also those in areas affected by natural disasters or other crises.

Advocates of 'safe spaces' know that most emergency education will take place in locations not developed especially according to the SSC concept. They nonetheless emphasise that all schools and education centres should aim at being 'safe spaces' to the extent possible, - in physical terms and in the modalities of the education process.

Minimising school-related hazards
Several participants addressed the question of how girls can continue their education, when the local conditions are such that parents feel it unsafe or culturally inappropriate for them to do so. There was a discussion of 'home schools', widely used for Afghan girls in rural areas and during the period of Taliban rule when they were banned from attending school. Home schools and literacy classes for Afghan girls and women are accepted even in conservative areas, if they do not take place in 'public spaces'. Under the current IRC project in Afghanistan, teachers are selected from the community and the NGO asks that the community contributes space, thereby ensuring a feeling of acceptance; – donors are promoting this idea in the Afghan Education Ministry. Many home schools catered only to grades 1 to 3, due to the limited education of the women teachers, and the lack of specialist subject teachers. However, the IRC project provides sufficient training for the teachers to cover the whole primary school curriculum (to a standard not dissimilar to that in conventional schools in these remote areas).

In many emergency situations, there are serious protection issues for adolescent girls, and there is growing recognition of the need for 'Codes of Conduct' for teachers. It was suggested that inn acute emergency, all staff and volunteers should be oriented to proper conduct and repercussions of misbehaviour. Later, or in less acute situations, codes of conduct for teachers

and students can be developed through dialogue and discussion. Save the Children has done this with success in Nepal and in Southern Uganda. Attention is needed to the difficult question of how abuses are reported and acted upon.

Nowadays, IRC teachers in Guinea, Liberia and Sierra Leone have code of conduct discussions inserted into their teacher training programmes, and are sometimes made to sign such codes. Anonymous reporting by students has been introduced and teachers found guilty of sexual harassment have been terminated. IRC has addressed the problem by recruiting female *classroom assistants* (CAs) for their refugee and IDP schools in the region. The classroom assistants receive a smaller stipend than teachers (30-45% of teacher salary). Initially introduced in all grades, they were removed from lower primary classes due to budget cuts. The assistants (both older and younger women) are encouraged to attend night/adult school to get the Senior High School certificate. Those with High School certificates are encouraged to take teacher screening tests and undergo whatever trainings are offered to refugee teachers – leading to more female teachers. 'All CAs receive trainings initially on skills to help them with their job –confidentiality, interview techniques, Code of Conduct, some basic counselling, basic reproductive health issues, filling in report form, etc. They also receive some training on basic pedagogy. To make them of comparative advantage, one of the programmes has given them specific lessons that they teach – eg vocabulary development in the primary schools. The stronger ones go on to be trained as teachers.'

Education itself can be hazardous: what can be done?
It was pointed out that being an educated person can itself be hazardous. Teachers in Darfur have had to flee to Chad. Undemocratic governments may not like an educated populace and can regard provision of education as a seditious activity which puts teachers and students at risk. Burundian refugees in Tanzania reported that many people in Burundi had feared to go to school (especially post-primary level) because they would have put their lives in great danger – being accused of trying to get smart and plotting to overcome the regime. Another participant confirmed that many Burundi parents would not allow their children to attend even primary schools in the camps for fear of their being targeted and killed as educated people. In these instances, JRS (Jesuit Refugee Services) developed non-formal education for children and youth.

It was reported likewise that elders in south east Afghanistan said that they did not want schooling even for boys at present because they feared the Taliban.

Protection against natural and man-made disasters
Many aspects of disaster prevention and preparedness relate to protection of children's lives, as well as being prepared to provide psychosocial support for those affected. Education Ministries should provide teacher-friendly technical guidance on school safety to each region of the country. The examples of Nepal was cited, where the National Society for Earthquake Technology (NSET) advocates safe building of homes and schools in areas at risk of earthquakes, and has produced a technical manual. NSET advocates school desks that had the seat attached to the table/top of the chair behind, rather than sledge type desks, for ease of evacuation.

 A participant from the Commonwealth Secretariat noted that the Commonwealth has many small states whose economic and environmental vulnerability has been well documented, including hurricanes, typhoons and volcanic eruption. Education had not been given priority in national disaster preparedness plans. Many Caribbean countries, for example, have Disaster Prevention Offices. But schools are hard to reach in emergencies, and where available are used for accommodation. In some Caribbean countries there is an effort to gradually remove schools from the list of emergency shelters. However, if there are few public buildings, or if people are desperate (as happened recently in Grenada) people move into school buildings.

A success story was reported from Goma (Democratic Republic of Congo), where children from destroyed schools were in front of a teacher again only 5 weeks after the recent volcanic eruption, due to cooperation from schools that had not been affected and international support. A Humanitarian Coordination Committee had been established on the second day, with a sub-commission on Education and Child Protection, and –due to the volume of work, a sub-commission on education itself. This is an example of good practice which is worth noting. In general, the topic of education in and after crises related to natural or man-made disasters needs more attention, so that good practice can be shared and students offered better protection.

WEEK 3: PLANNING THE INTRODUCTION OF LIFE SKILLS EDUCATION (INCLUDING EDUCATION FOR HEALTH, PEACE, HUMAN RIGHTS AND CITIZENSHIP)

During Week 3, participants in the Internet Forum examined the principles suggested in the Fundamentals Booklet regarding enrichment of the curriculum to meet the special needs of emergency-affected populations:

- ❖ Education programmes should be enriched to include life skills for education for health, safety and environmental awareness.
- ❖ Education programmes should be enriched to include life skills for education for peace/conflict resolution, tolerance, human rights and citizenship.

The Forum discussion focused mostly on peace education and HIV/AIDS education, describing participants' programmes in this area, and the dilemmas arising from the urgent need for this type of intervention and the difficulties of resourcing and implementing them. In particular, education for behaviour change relating to peace, HIV/AIDS etc requires activity-based participative teaching on what may be controversial themes, and sufficient timetable time for this approach; whereas most schools in emergency situations have under-trained teachers and an overcrowded curriculum (and often a shift system which cuts down the number of hours of schooling). Successful initiatives provide intensive teacher training, and ensure a place in the curriculum. Non-formal initiatives are effective, when resources are available to set them in motion and support them. A multi-channel approach using formal, non-formal and informal (media, dramas, etc) approaches provides reinforcement and enhances credibility and outreach.

It was emphasised that a programme for behaviour change – whether it is peace education, HIV/AIDS, landmine awareness, reproductive health etc.- cannot be successful if it is seen as a one-off programme. It requires knowledge, skills, and a values and attitude change (or development). A sustained programme is needed, to provide time and a safe space for people to develop, practise and apply the new skills, values and behaviours. The duration is a matter of months and years, not hours and days. There must be small group activities and discussions, so that students are personally involved and not mere listeners or spectators to what is going on.

Another key requirement is a curriculum framework setting out the structure of the concept areas – to develop the skills and values needed for conflict resolution, respect for human rights and democratic process, respect for the health of self and others, etc. Methodology is a crucial aspect of this framework, since the 'how' the skills and values are taught illustrate the 'what' is taught. This requires intensive teacher training and follow up support.

The example of the UNHCR/INEE Peace Education Programme was used to illustrate these points. The pilot programme was developed over the period 1998-2000, working with teachers in the refugee camps in Kenya. The teachers said that a 'resource book' and 'integration' approach would not work with the under-resourced and under-trained teachers, who faced a very rigid and demanding syllabus. Hence, structured materials were developed for a separate subject approach (one period a week) using specially recruited and specially trained teachers. The programme requires few material resources, being activity-based (role plays, puzzles, songs, discussion of proverbs etc), with structured discussion following each activity. This is true also of the popular community programme for adults. The latter includes focus discussions on gender equity, girls going to school, reproductive health and HIV/AIDS, to show how the basic skills of communication, cooperation, assertiveness, negotiation etc apply to peace at the personal and community level. The programme has so far been introduced (in mostly UNHCR-supported programmes) in 13 countries. An external evaluation in 2002 concluded that PEP had contributed significantly to peacebuilding in the

refugee camps in Kenya. One to two teachers per school receive training to lead the programme, with training at three levels (4-8 days each) over the course of a year.

Teachers must integrate the values into their own lives and teaching. The example was given of JRS (Jesuit Refugee Services) peace education programmes in Northern Uganda, and in other locations like some of the IDP centres in south Sudan. These draw upon the UNHCR materials complemented by materials from churches, CARITAS and the Mennonites. Interested primary school teachers receive three one-week training sessions, and then conduct peace education lessons. JRS also trains secondary teachers and community leaders, some of whom then form special peace groups. Peace education and conflict transformation are also programmes carried on JRS Radio Kwizera in north-west Tanzania, for refugees and the local populations of Tanzania, Burundi and Rwanda in that area.

The JRS participant stressed the importance of ongoing follow-up. 'What helps is bringing education for peace to the whole community – parents, leaders of the community –chiefs, church leaders, women's groups, men's groups, married couples, youth groups. For example, even soldiers in the barracks near some of the towns in southern Sudan have received peace education from JRS peace advisers and   have found it extremely challenging, helpful and wanted more. This kind of integration of peace education and life skills needs to impact the entire community, and surely then children and youth in schools will be able to hold onto and live the values shared.'

Two participants emphasised the possibilities for conveying peace messages through the normal curriculum, in situations where the teachers are well qualified, and have been sensitised to this issue. Subjects such as history, literature and philosophy can contribute to peacebuilding if the content and methodology of teaching are appropriate, and this can be a longer term objective of curriculum reform. Pedagogy itself can convey messages of tolerance and democracy, although this requires well educated teachers who are receptive to this methodology and a supportive school climate. 'The skilled and committed teacher cares about and respects his students, uses participatory methods, encourages mutual interaction between students in the classroom, and conveys skills such as logical thinking, problem solving, communication, empathy, cooperation, assertiveness etc. The curriculum should incorporate these explicitly and teachers be trained in them, - they should not be the province of peace education teachers only. However, national curricula are inflexible whereas the world is changing very fast, which creates a dilemma for educators within normal school systems. In emergencies there is scope for immediate action, including investing in training and supporting teachers in the effective use of participatory methods.'

Training in life skills education is important for teachers of children with disabilities. One participant reported that when educating prospective teachers in Kenya to work with vulnerable children with disabilities, she made extensive use of role plays and dramatic activities. Moreover, 'the teachers learned ways in which to approach such topics later with their students, - topics such as communication, negotiation, assertiveness, creative problem solving, mediation, cooperation and resolving conflicts. These role plays were planned specific to the safety/health/inclusion/social justice issues brought up by the teachers.'

Regarding HIV/AIDS, it ws suggested that this is a cross-cutting issue like gender, protection, and psychosocial support. The example was given of youth programmes in Sierra Leone supported by UNICEF, which use a multi-channel approach to HIV/AIDS education. These include three Youth Information and Health Centres (drop-in for games etc) in Freetown; a quarterly 'Condom Show' with drama, poetry and songs, which is later broadcast on TV); HIV/AIDS materials design workshop for youth; peer counsellor training; 10-part video drama (also broadcast on TV). These activities (described on www.unicef.org/press/pdf/sierra_leone.pdf) are badly needed, since a government survey in 2002 found that most young people had heard of HIV/AIDS but were inadequately informed,

knew little about condoms and did not use them, and would not abstain from sex to avoid HIV/AIDS.

It was felt that as long as the problems with HIV/AIDS were seen as medical rather than a matter of awareness and social behaviour, then tackling the epidemic would be difficult. Both non-formal education of youth and in-school education in protective behaviours are essential. An example of the non-formal approach was the groups of animateurs in war-torn Ituri (Democratic Republic of Congo), who link with volunteer youth FM radio programmes that constantly repeat the AIDS avoidance messages in music and in youth's own slang, and who try to meet each adolescent at least once (in small groups) to involve them in knowledge and behaviour change. Even inaccessible militia youth/child soldiers were said to listen to the radio. The teams were trained and supported by NGOs and UNICEF, but are led by young people, -originally a core group who were journalists. The use, by the NGO Soubeat, of local drama and radio programmes to raise awareness of health issues for children in Africa was mentioned as an example of 'informal' educational channels., raising awareness about multiple health issues.

Uganda was cited as a country that has included HIV/AIDS education in school curricula. Peer-to-peer education for out-of-school youth and incorporating HIV/AIDS and children's rights messages into extracurricula activities have also proved effective in this country. In extreme situations such as the IDP camps in Northern Uganda, however, there is a need to tackle issues such as poverty and livelihood at the same time as HIV/AIDS and other problems affecting young people.

A participant from JRS stated that HIV/AIDS and life skills are included in the curriculum of JRS schools in Uganda and elsewhere in the region. The organisation has organised workshops on behaviour change for youth groups, and health and awareness-raising workshops for adults in Tanzania. HIV/AIDS awareness workshops are conducted for its income generation and scholarship beneficiaries and assisted urban refugees in Kenya.

The need for education managers to take a proactive role with regard to HIV/AIDS education was stressed by participants from Namibia, where there is a unit at national level for HIV/AIDS prevention, as well as regional HIV/AIDS education officers. There is a programme for training all school principals to promote HIV/AIDS education.

A participant from UNESCO noted the difficulty of mobilising ministries of education on HIV/AIDS issues, adding that 'unfortunately, many key partners of the sector have done little to modify their funding and policy priorities adequately to address HIV/AIDS.' He observed that any response is often in terms of providing HIV/AIDS information in the curriculum, whereas school systems face major crises of a large caseload of teachers who have HIV/AIDS and may not be in the system for very long (meanwhile perhaps infecting students). UNESCO has an HIV/AIDS education clearinghouse, with data on curriculum and on impact studies (based at the International Bureau of Education and IIEP respectively).

Attention was drawn to the University of Sussex Institute of Development Studies publications on reintegration of girls from fighting forces in Africa. These girls were often neglected by DDR (Disarmament, Demobilisation and Reintegration) programmes but the girls seek education for themselves and their children. These girls require information related to gender-based violence and reproductive health, HIV/AIDS, and other sexually-transmitted diseases, as well as psychosocial support and building self-esteem and self-confidence.

It was pointed out that the training of existing teachers for HIV/AIDS education, which requires them to become 'facilitators', would be problematic in emergency situations like southern Sudan where most of the teachers have never received any training in basic pedagogy. 'Without good facilitation skills, the unit having the life skills component will be

taught as academic facts whose real life applications are often hidden whereas in life skills (methodology), these facts would be put into immediate use and sustained.' Given this dilemma, it may be more cost-effective to use mobile or school-based special teachers/facilitators. The Ministry of Education will need to allocate a place in the curriculum/ school timetable. In southern Sudan, the current idea is to have life skills clubs in schools, led by a facilitator, and scheduled as part of the school day (since students have long distances to walk to their homes and cannot stay after school).

Life skills should be integrated into new curricula and educational materials when they are being prepared. An example was an emergency education program in Gonaives, Haiti, on behalf of pupils who had lost six months of schooling because of violent armed conflicts during the school year 2003-2004. It was an accelerated interactive radio program of reading, mathematics and life skills in the classroom. According to the program manager, the 36 maths and 36 reading skills lessons (for grades children of grades 2 to 4) 'were based on the objectives of the national curriculum but used contents linked with environment, self-concept, tolerance, positive interaction with others and the like, and so were the situations considered in maths problem-solving. They aimed at bringing a complement and a reinforcement to regular classroom teaching, while modelling also better teaching practices for the teachers. The radio program and accompanying teachers' guides and reading, songs and exercise books had been developed under a USAID grant.' Additional funding from Canada permitted the piloting of a new interactive radio programme on life skills for 5th graders elaborated under USAID funding. This program linked subject matters with life skills (citizenship, conflict resolution, decision making, self-protection against diseases, unwanted sex relations, drugs, alcohol etc). A programme of psychosocial relief was also conducted for 2000 youngsters (in and out of school) through radio broadcasts and periodic gatherings of the listeners for structured recreational/educational activities.

Life skills resources recommended by participants
Peace Education Programme materials, developed under the leadership of Pam Baxter, under the auspices of UNHCR, UNESCO (Division for the Promotion of Education Quality) and INEE (Interagency Network for Education in Emergencies) (available through p.baxter@unesco.org).
Teaching towards a culture of peace, by Betty Reardon and Alicia Cabezudo (available through hap@haguepeace.org in New York and hap@ipb.org in Geneva): best suited to better resourced schools, well trained teachers and older students.
Teacher education materials for developing democratic classrooms and values in new/developing countries, from Children's Resources International (available through Pam Coughlin at info@crinter.com).
Peace education materials developed/adapted by Jesuit Refugee Services: available at the JRS resource centre in Nairobi.
HIV/AIDS clearing house at the UNESCO International Bureau of Education in Geneva and at UNESCO International Institute of Educational Planning in Paris (http://hivaidsclearinghouse.unesco.org/ev.php)

WEEK 4: MOBILISING RESOURCES FOR EDUCATION DURING AND AFTER EMERGENCIES

The discussion in week 4 covered the principles on resourcing suggested in the Fundamentals Booklet:

- ❖ Education programmes should use a community-based participatory approach, with emphasis on capacity-building.
- ❖ Education programmes should include a major component of training for teachers and youth/adult educators, and provide incentives to avoid teacher turnover.
- ❖ Crisis and recovery programmes should develop and document locally appropriate targets for resourcing standards, adequate to meet their educational and psychosocial objectives.

There was also extensive discussion of how to enhance the resource allocation by donors. Several participants argued that donors may respond more readily to requests for support to education in early emergency if its protection role is emphasised. Others stressed that this should not excuse neglect of education in prolonged, somewhat stabilised emergencies and in reconstruction, since education is critical to national as well as personal development, and to stabilising the nation state through providing constructive activities for young people.

Community-based participatory approach
It was pointed out that 'many NGOs facilitate communities to contribute to building/rebuilding a school but then they falter with what to do next. …This is a key moment for community capacity building. ..There is a dire need for materials to support the development of community education committees/ parent-teacher associations … as part of the developing civil society. This type of support is not typically provided and trainings are too short, follow up limited and capacity-building outcomes are negligible.' Another participant emphasised that the term 'community-based' should not mean just asking the community for materials and labour, but rather holding a two-way dialogue until agree is reached. 'If we don't treat them as persons who are responsible for their lives and behaviours, we put ourselves in a position of supremacy…'

Many NGO's encourage or expect communities to provide resources to emergency education programmes, especially in the form of labour, and sometimes school fees. The example was given of the IRC home-based schools in Afghanistan. The communities provide space, teachers' salaries and heating materials during winter, as well as participating in evaluation, education planning and other issues. The schools are mostly in homes and mosques. The programme has an intensive teacher training component. It encourages students to enter the government school system where and when this is possible, and follows the government curriculum.

The Save the Children programme in Palestine seeks to sensitise communities to the importance of ECD (early childhood development), despite ongoing conflict, curfews, closures etc. 'We have trained mothers how to invest in the home simple materials to be able to teach their children at home by fun and based on active learning techniques. …The project also includes some renovation to some of the kindergartens… The community is very active with us during the project implementation. In spite of bad economic situation, some of them contributed to give some working days for free, others were able to provide the workers with needed materials and supplies.'

Teacher training and incentives
It was agreed that in-service teacher training should be a major component of every emergency education programme. This helps build the capacity of the affected community to meet current challenges and facilitates reconstruction.

There was a vigorous discussion on the matter of salaries and incentives. One perennial problem is that teachers are attracted away from the profession by well paid employment opportunities with international assistance organisations. It is difficult to solve this problem, but coordination among agencies can help.

Most emergency education programmes cannot pay high teacher salaries due to budget constraints. Basically, the question is one of how to keep teachers in schools, using their in-service training and building up their skills, rather than leaving to find other sources of income to support their families, or holding two jobs at the same time. The concept of 'incentive' is often used to refer to modest monthly payments to refugee teachers, sufficient to compensate them for income they could earn if they left teaching for unskilled work. This is not really a professional 'salary' but helps keep them in the profession. Sometimes it may lead to education or employment opportunities in the future, as with young teachers in returnee areas in Liberia who hope to qualify for teacher training courses, and candidates for UNHCR university scholarships in Uganda, who gained points in the selection process for service to the community as teachers.

The need for incentives was re-iterated by participants working for Afghan refugees in Pakistan. They noted that 'A great deal of disillusionment among refugee teaching staff results from the extremely low teachers' salaries and from the lack of teacher training. …We have met lots of Afghan refugee teachers who are highly qualified and who want to explore their professionalism. The overwhelming majority of teachers feel they do not receive enough respect and their enthusiasm to teach is decreasing day by day. They are forced to look for additional jobs after –and even during- school hours to help their families survive. Minimum standards for education should include decent salaries for the refugee teachers, so that the exodus of the qualified teachers could be halted. …An Afghan refugee teacher in Pakistan should earn at least a minimum monthly salary of $50. In reality, many of them get salaries as low as $15, not to mention the gender discrimination in a number of Pashtu schools, where female teachers get less than their male colleagues. …We visited schools in which primary school teachers received a higher salary than those teaching in secondary education. All depends on the funding organisation. …In our daily contacts with the school managements we, as the RET's representatives working for Afghan refugee secondary education in Pakistan, are advocating co-financing of the salaries: up to 50% from the students' fees and 50% or more from the donors. However, donors need to be convinced that a decent salary is a prerequisite for the improvement of the quality of education in the refugee environment.'

An NGO manager reporting from Afghanistan rather than a refugee situation, said that IRC is no longer providing incentives for teachers at the home-based schools. This has created problems since incentives had previously been provided. Other organisations had done without incentives from the beginning and 'have been better able to leverage community interest and initiative because of that.' These long-term issues should be considered early on, despite a period of donor interest in a 'popular' emergency.   She noted also the changeable nature of donor interest. 'Several years ago, donors seemed to be falling over themselves to get into the game because of the horrendous state of the education system as well as the fact that education, particularly girls education, was a rather glamorous sector to fund when the Taliban fell. Now, you find large donors ready to focus primarily on the fledgling ministry of education… Most of the large donors are now funnelling money through the ministry or large for-profit US contractors (who then often try to find 'cheaper' partners who don't always hold a solid skills base). Organisations who have been able to build strong programmes and have the skills to effectively increase in size have been left out of some of the largest developments because of this. In a country where education will be in emergency and transitional stages for decades, this is more than a little distressing.'

Developing locally appropriate targets for resourcing standards, adequate to meet educational and psychosocial objectives
Referring to this principle, an NGO manager said 'I absolutely agree with the above sentence because each crisis is unique and each place as well. Only if we are flexible to change and modify the way, the methodology and the resource we use, we will be able to respond in personalised way to any problem.'

Attention was drawn to the importance of local context. She emphasised the resourcing problems that are faced when refugees or IDPs are located in remote and backward areas of poor countries. The fact that materials and incentives are delivered regularly and on time often means the emergency education is seen as unfairly superior to local education in these neglected areas. Under such conditions, the development of locally appropriate standards presents political pitfalls (-the answer is to somehow raise the standards of local schools, of course). She also noted that donors and bureaucrats can be out of touch with field situations, even regarding writing slates for lower primary classes as a luxury!

One participant with extensive field and headquarters experience noted the 'big divide' between headquarters and the field, which leads to problems in resource allocation, with each living 'in its own reality'. Local needs are not reported back in terms of standards met and unmet. 'Reports sent from the field are sanitised to keep HQs happy so that they, in turn, can pay lip service to the donors and report all the nice things that donors want to hear to ensure continued funding.' Rather idealistically he advocates slimming organisations' headquarters and, -realistically, focusing more attention on what is happening in the field where people know the context and whether minimum standards are being achieved.

The Focal Point on Minimum Standards for Emergency Education described the regional consultations facilitated by the Interagency Network for Education in Emergencies (INEE). The Minimum Standards initiative will culminate in a global consultation in December 2004, when the finalised (first edition of the) standards will be presented. These standards have something of the nature of 'principles', and will need to be translated into more specific resourcing, process and outcome targets at local level.

One participant illustrated the complexity of finding appropriate local standards by reference to the situation in south Sudan where returnees will have been better educated in the refugee camps than those who did not migrate. The returnees will have to switch to the under-resourced south Sudan education system and its curriculum. The returnees need more resources if they are to continue with their educational development, which could lead to local children being disadvantaged. 'Therefore, all organisations or coordination bodies that plan or are doing any education intervention at the moment have to ensure the equality of education opportunities for everyone: returnees, local communities, child soldiers, disabled, etc (regardless of gender or age). All these people with different background and characteristics require different resources for using, to a full extent, their educational opportunity.'

Protection as the focus, - or not?
Protection is especially important as a fund-raising tool in the early stages of an emergency, when approaching donors as part of a humanitarian appeal. The Focal Point on Minimum Standards for Education in Emergencies stated that she had found that the protection role of education was more persuasive/ taken seriously than the 'rights' argument. 'We've found that presenting education in emergencies as a response that be both life-saving and life-sustaining is effective. The argument goes that it can save lives by protecting against exploitation and harm and by disseminating key survival messages, such as landmine safety or HIV/AIDS prevention. It also sustains life by offering structure, stability and hope for the future during a time of crisis, particularly for children and adolescents, and helps to heal the pain of bad experiences, build skills and support conflict resolution and peacebuilding.'

Another participant argued that it is more convincing to ask donors to fund actual protection of children than protection of their right to education. 'It is one thing to protect a rather abstract right, but something much deeper and more substantial to protect children's and young people's lives, their physical and mental health and their livelihoods, through provision of educational experiences of quality and value. Well designed and well executed, with due regard to a number of security issues, education enhances protection. …Protection has more emotive and thus political force than rights do… The INEE Minimum Standards process is rooted in the principle that education protects.'

Looking at the longer term, one participant argued that the distinction between 'protection' and 'development' functions of education is not clear-cut. 'Most situations in the world are neither purely emergency nor purely stable. There is a continuum of situations in between – and situations can constantly be changing with time. …We must work towards standards for all children. …We must work for a rights-based approach for all. This embraces both the protection and the development aspects. We shouldn't just focus on protection otherwise we create gaps. At the end of the day, rights should be the ultimate yardstick. …If civilised man creates a set of human rights it is then meaningless if we don't try to achieve them.'

Another participant suggested 'Let's bury notions of 'development', 'rehabilitation' and the like… Approaching emergencies/reconstruction/post conflict/ rehabilitation/ development as completely different activities is not valid. …what we call "developmental" approaches seem to me to be valid in nearly all situations. This means listening and responding to needs rather than imposing, and facilitating rather than doing; matching our expertise, where we have it, with the needs and aspirations of the given population.'

Approaching donors
Forum participants had many comments regarding the need to approach donors and the best ways to do so. The manager of the Sphere project on humanitarian response set out the issues when she said that more needs to be done to convince donors of the importance of investment in education in emergencies. 'Despite all the arguments with which we are all familiar and believe, education is still I think seen by at least some donors as a 'luxury' compared with 'life-saving' activities, and doesn't fall within their mandates for emergency funding. …Related to this is the fact, reinforced by experience with Sphere, that good quality in any kind of intervention costs more money, and we are dependent on donors, in the absence of (affected) governments who are able to do so, to provide that. Lack of money is one of the major reasons given for Sphere standards not being reached. …A constructive relationship with donors working in emergency settings is essential to moving forward.'

A Swedish participant noted that SIDA has committed itself to a policy of 'supporting countries in situations of emergency, conflict and post-conflict to meet the education needs of children, youth and adults'. Another participant cited the policy commitment of the Norwegian Ministry of International Development: 'Children are a particularly vulnerable group when countries are affected by war and other disasters. When Norway provides humanitarian assistance in such situations, education will be a major priority. Whether the children are refugees, internally displaced persons or in other ways victims of disaster or violent conflict, it is essential to create or re-establish some form of schooling. This may help to reduce the risk of children being recruited as soldiers, but a primary function is also to give the children and their families hope for the future. When a conflict is settled, it is crucial to re-establish and reinforce schooling as quickly as possible. In order to achieve this, all the relevant actors must cooperate closely. This applies both to governments and to NGOs, and not least to international donors, whether they are involved in humanitarian work or in long-term development cooperation. Norway will play an active role in bringing this about.'

The INEE Network Coordinator added that at governmental level, CIDA has supported the INEE Minimum Standards initiative and that USAID and DFID, among others, are supporting a number of education in crisis and reconstruction programmes; but these have not yet made a clear statement of policy. INEE hopes all donors will make commitments similar to those of Norway and Sweden. She noted further that donors increasingly respond to requests from their field offices to their regional offices, and urges field operatives to lobby donors in-country.

It was noted that some donors focus on protection (eg BPRM) or even specifically on IDP protection (OFDA, OCHA). Some donors focus on protection and non-formal education and training programmes (OTI, DCOF). Others focus on formal education, teacher training, construction of schools, post-conflict (USAID, EU) or in emergencies (BPRM, ECHO, SV, foundations). The shortage of funds may depend on the phase and caseload, and also on the country itself, -as when Congo Brazzaville and Cote d'Ivoire struggled to get any funding due to contemporaneous crises in Kosovo and Liberia. It was suggested that the emergency education community should lobby and educate donors that 'emergency education programmes in essence need flexibility to adapt as they follow the children and communities from the start of emergencies through the first few years following a cease fire. This might be more protection initially and more about education after the end of the first year.'

There should also be a commitment to cooperation at field level between donors and implementing agencies. The comment was offered that 'resources will never be enough, but one way in which we could maximise the little that is available is to strive for partnerships (inter-agency etc) as much as possible… especially in a scenario where agencies (NGO, UN and Government) are serving the same communities.' A specialist from a bilateral donor agency agreed, suggesting that in post-conflict situations 'all actors in the sector should seek to align behind government-led sectoral policies where possible in order to get a coherent approach. If funding flows cannot be directed through government systems because of weak capacity or legitimacy questions, then non-state mechanisms should be sought in order to pool funding. Systems should shadow those of government to facilitate handover. Trust Funds appear to offer good prospects.' Another participant cited the inter-governmental Trust Fund to Protect the Ozone Layer as an example of what can be done when the political will is there.

As against this, there are advantages in the current ad hoc approach to fundraising. Much of the funding for emergency education comes from UNHCR and UNICEF, who raise funds with a focus on general protection and subsistence needs of affected populations and then allocate a chunk of these funds to education, because of the importance this has at the field level. UNESCO sometimes proposes education programmes and they do not get funded; this may in some instances reflect donors' judgement on the agency's implementation capacity at field level. It may also reflect the less than glamorous nature of education in the eyes of the donors – they would rather supply water tanks and antibiotics than slates, blackboards or textbooks.

A specialist from the Refugee Education Trust (RET) stated that RET has many sound locally-based proposals for post-primary education that are unfunded. The RET fundraising team stated that 'Education for refugees doesn't fit historical budget lines of governments and inter-governmental organisations. It takes continual lobbying to have these bodies understand the gap created by policies and budget lines that exclude education for refugees. Private sector companies, though increasingly conscious of social responsibility, have to be convinced that they should invest in education for displaced youth and adolescents (they clearly understand the immediate need for primary schooling). The mass public pays more attention to response to immediate crises than to longer-term protective and life-sustaining measures.' The second RET symposium, in spring 2006, will focus on resource needs for post-primary education of youth.

How then can donors be persuaded to respond more adequately to the needs for education in and after emergencies. One NGO manager believes that 'the weight of material around emergency education in the past few years seems to be having an impact. We need jointly to keep up the pressure, provide more and more evidence of impact. …plugging away, making the case through networks and forums and collecting and disseminating evidence related to benefits of education (including peacebuilding, life skills etc)'. Other participants agreed with this analysis, including the INEE Network Coordinator, who noted that INEE is working to raise donor consciousness and commitment through a variety of mechanisms, including the INEE Global Consultation in Cape Town in December 2004.

Highlights and reflections on the forum

The forum illustrated the range of situations covered by education in emergencies. In general, there was strong support for the principles of response set out in IIEP Fundamentals Booklet 73. There was useful sharing of ideas for good practice. An important example was the use of female classroom assistants as a way of promoting girls education and preventing sexual harassment of female students. There was widespread agreement on the need for further sensitisation of donors to the issues discussed.

Regarding access and inclusion (week 1), the key point emerging from the discussion was that primary education is not enough. A holistic sector-wide approach is needed, so that there is secondary education as a goal which can motivate completion of primary school, secondary graduates who can become primary school teachers, and capacity building to improve educational management at community, district, regional and national levels. There is also a need for (re-)entry mechanisms such as flexible school rules and accelerated courses, to enable out-of-school young people to begin or continue their formal education.

Regarding protection (week 2), the key point was that education providers have to be proactive if they are to use education as a tool to protect children and young people, and to avoid possible hazards associated with education itself. Parents value education even in unstable emergency conditions, showing that they feel it has a net benefit to their children's well-being. However, to bring vulnerable and at-risk groups, -including adolescent girls, within the ambit of education at primary and secondary level requires action in the community by schools and community leaders to identify and assist those who are out of school or are in danger of dropping out. School and community must likewise act together to prevent sexual and other abuse in the school or in transit to schooling, through measures such as 'codes of conduct' for teachers and students, and the use of female classroom assistants. These are important policy options for promoting female education.

Regarding planning for life skills education for peace, human rights, active citizenship, and preventive health behaviours such as HIV/AIDS education (week 3), it was clear that this is a neglected area. Rigidities in the concept of schooling and in the process of timetabling, and limited resources allocated for in-service teacher training, mean that in many locations it is difficult to organise experiential education for the development of behavioural skills and values, - even though these may be life-saving in nature. It is hard to imagine a higher priority that effective HIV/AIDS education in some situations where infection rates are high. Yet, steps are not taken to train concerned teachers in modern pedagogy and in the specific skills needed to negotiate saying 'No' to unwanted or unprotected sex. There are innovative programmes of education for peace and conflict resolution, -vital for citizens of countries torn by internal conflict, - but their existence hangs by a thread, since they are seen as optional extras, not as critical elements of the curriculum. Emergency education should be normal education but with enrichment to meet the specific needs of the affected population. This is a life-saving issue. Efforts should therefore be made to bring together the expertise in these areas from different countries, to develop a path forward through building up a cadre of international master trainers, to share materials and experience and conceptualise an internationally recognised curriculum framework for life skills education.

Regarding resources (week 4), it was felt that in most instances these were insufficient. In some cases there are problems of distribution and of absorptive capacity, notably during periods of armed conflict. In the case of refugees, there is a tendency for international funding to drop off at the time when the schools have begun to attract more and more students and to reduce levels of drop out. Donors find it hard to realise that –unlike other sectors, - the more effective an education programme, the more financial resources will be required because progressively more students will be wanting to learn more. In the case of internally displaced populations, there may be neglect by the national government, or active support, depending on political considerations; and the international community may likewise show

little interest or make a major effort, again often reflecting political priorities. In the case of reconstruction, the magnitude of the task, -often combined with weakness in the education ministry and field education offices due to conflict, means that confusion often reigns. A two-fold strategy is needed, to simultaneously strengthen the education administration and to provide resources to both national and NGO education efforts on a sector-wide basis, guided by an inter-agency coordination mechanism led by the government.

There was a continuing preoccupation with convincing donors that emergency education must match up to certain standards if it is to retain children and young people in school and prepare them as future citizens of their countries and the world. 'Access' in the physical sense of having a school nearby is meaningless if most of the children drop out without completing the education cycle or if the education is ineffectual and inappropriate. Ideally children should complete the primary cycle and have access to secondary and higher education on the basis of capacity. Moreover, the curriculum and pedagogy should provide academic and life skills that will help with the personal development of their students and the economic and social development of their societies.

Much work needs to be done to develop locally appropriate versions of the INEE Minimum Standards for education in emergencies and early reconstruction, which are being presented at the INEE Second Global Consultation in December 2004. The forum was told that donors are increasingly taking note of inputs from their field offices, it would be advantageous for agencies and NGOs based in countries with substantial emergency education or reconstruction programmes to form a working group involving interested donor experts, to address the issue of standards for that particular setting. It is clear from the forum discussions that the content and focus of standards will vary greatly between countries, so the task of identifying useful local standards is a challenging one. This could be a practical way of involving donor field staff, regional offices and HQs in the gamut of issues discussed in the forum, including the development of budget lines that meet the needs of educational response. Perhaps INEE could facilitate the establishment of agency/NGO/donor consultations of this kind in selected locations on a pilot basis, and then share the methodologies they develop?

Participants working with acute emergencies felt that donors would respond best to the idea of education as protection, - which fits in with the humanitarian ethic of saving lives and preventing suffering and abuse. This would facilitate the mobilisation of funds from 'humanitarian' budget lines of donors. Participants working with education in prolonged crises and reconstruction felt that the developmental (personal and national) aspects of education should be emphasised, so that the 'development' budget lines of donors can be accessed. Clearly there is a need for rapid education response through humanitarian budgets, but there should be a linkage with development budgets from the earliest possible opportunity. All agreed that donors and other actors should be sensitised to the key issues: that children cannot wait for their education until a crisis is over; that education comes in big chunks such as the primary school cycle, the secondary school cycle, etc and cannot be properly addressed in terms of one-year budgets to meet a crisis; that certain minimum standards of access, inclusion, curriculum and pedagogy are needed to prevent drop out and to equip children and young people with the skills and values for building a more prosperous, healthy and peaceful future.

The last word – participants comments on the forum

As part of its efforts to extend continuing education opportunities and to reach an international audience, IIEP uses short focused Internet discussion forums. These activities offer an opportunity for participants from around the world to share information, intelligence and experience. Participants may be from the South, North, East or West, and they may be experts in the topic or learners.

The forums have been evaluated positively and the input from those who commented on their experience in this forum are indicative.

> It greatly surpassed my initially low expectations. Whereas I had decided to be a casual observer, I was forced by the quality and value of the discussion to become fully involved and make a couple of contributions which quite surprised me!

> It exceeded my expectations- what a fascinating group of respondents! The response from the field was incredible, and Margaret did, as always, a fantastic job at moderating and pulling out various important comments.

> I liked the combination of professional input
> yet in a friendly, conversational note. It is difficult to find a "best" among
> the items on my list:

> - The rich and varied experience brought by each member of the group.
> - The fact that there was a suggested text as a background.
> - The introductions to each week and the overview at the close of the week.
> - The interaction – responses to a particular person, sense of dialogue
> - The fact that we are asked for comments at the end
> - The superb facilitation of "Ma" (alias of Margaret Sinclair).

> I appreciate being part of the forum and feeling a part of the exceptional community of people who work so hard to help others survive and work toward a better life. I do not work in emergency education, but have spent much of my working life working in education and often working with teachers.

> Congratulations to you all for the IIEP Forum organization!