



Guidelines for Education in Situations of Emergency and Crisis

EFA Strategic Planning

Edited by

Kacem Bensalah

Division of Policies and Strategies of Education
Support to Countries in Crisis and Reconstruction

Emergency situations, caused by armed conflict, chronic crises or natural disasters, are a major constraint to the achievement of Education for All. Yet children and adolescents in refugee, internal displacement, returnee or other crisis situations have the right to education, and to benefit from the stabilizing and reassuring environment that schools can provide. This point was emphasized at the World Education Forum, held at Dakar in April 2000, leading to a pledge to help education systems affected by conflict, natural calamities and instability. The Strategy Session on Education in Emergencies agreed on the need for practical strategies and mechanisms to achieve more effective inter-agency collaboration at global, regional and country level for this purpose.

Following the Forum, a global Consultation on Education in Emergencies was held in Geneva, in November 2000, leading to the creation of the Inter-Agency Network for Education in Emergencies (INEE). Since that time, the Network has grown to include over 500 Non-Governmental Organizations, educational and research institutions, and other bilateral and multilateral agencies. INEE's Steering Group includes three key UN agencies – UNESCO, UNICEF, UNHCR, and three NGOs – Norwegian Refugee Council (NRC), CARE and Save the Children, all of which represent larger non-governmental federations or alliances.

Education in situations of emergency and crisis is one of the Education for All (EFA) 'flagship' programmes. In order to support this component, this guideline has been prepared with major key points to be considered in developing the emergency response or preparedness of EFA plans of action. This guideline provides orientations and recommendations and strategic planning for achieving EFA in situations of emergency, crisis and reconstruction. It represents a result of a wide collaboration with various partners. We trust that it will be of value to education planners, government institutions, NGOs, civil society and other partners in the EFA process at national and international levels.

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1. INCLUDING EMERGENCY EDUCATION IN THE EFA PLAN OF ACTION

The Dakar Framework for Action makes clear that education is important for everybody, from early childhood to adulthood; and that there should be inclusion of all parts of society ('stakeholders') in preparing a national plan of Education for All. National planners and stakeholder representatives may not be familiar with the issues of emergency education. This guideline raises some of these issues and suggests how they may be included in the plan of action.

The first topics for consideration are the universality of the right to education; and whether emergency-affected children and adolescents are enjoying this right. Some specific measures for emergency response and preparedness are discussed in the section entitled 'Strategic options for achieving EFA'. Coordination mechanisms and budgetary implications are presented in the concluding sections.

We begin with the question of whether education in crisis situations can actually be included in a plan, since planning assumes a rather predictable situation!

■ Can education in situations of crisis and reconstruction really be included in a plan?

By definition, an emergency or crisis is something unpredictable. How then can it be included in a plan, especially one that is looking towards a time horizon of 2015? This guideline offers some orientation. But it may be best to keep much of the detailed planning to a modest time-frame of three to five years when we are responding to events such as wars, civil conflict and peacemaking! A longer time frame may be needed, however, for such tasks as progressively making school buildings resistant to earthquakes or cyclones, or a new vision of curriculum and teacher training within a process of national reconstruction in a post-conflict context.

■ Where should emergency-related issues be placed in the plan?

In many circumstances, emergency preparedness, emergency response, and reconstruction are topics that can be referred to in special paragraphs and/or sections in each part of an education plan. In other circumstances, it may be more appropriate to devote a separate part of the plan to such issues. Sometimes, both may be appropriate. In some situations, where the entire country is in a state of emergency, instability or post-conflict reconstruction, then emergency and reconstruction issues will dominate the whole plan.

Including emergency-related issues in an education strategy plan

Option 1: Emergency issues (e.g. the needs of internally displaced populations) can be included under each heading of the national plan of action, such as situation analysis, primary education, secondary education and so on.

Option 2: There is a separate section of the plan for emergency-related issues.

Option 3: Combination of Options 1 and 2.

Option 4: The entire plan is focused on emergency or post-conflict reconstruction.

The framework for planning given below can thus be used as a model for a separate section in an EFA plan of action. And/or it can be used as a framework for analysis, after which particular items can be included as sub-headings in each section of the plan. Finally, when the whole country has been affected by disaster or conflict, it can form an underpinning of the entire plan.

2. THE RIGHT TO EDUCATION FOR CHILDREN AFFECTED BY CONFLICT, NATURAL DISASTER AND INSTABILITY

At the World Education Forum held in Dakar in April 2000, it was recognized that one of the barriers to attaining Education for All (EFA) was the existence of countries and regions affected by current or recent conflict, or natural disasters. Education is important for children and adolescents wherever they are, even if they are displaced by man-made or natural disasters, and the Dakar Framework provides for this. Education in emergency situations is an EFA ‘flagship’ programme.

Dakar pledge to support education in emergency and reconstruction

‘We the governments, organizations, agencies, groups and associations represented at the World Education Forum pledge ourselves to:

(i) mobilize strong national and international political commitment for education for all, develop national action plans and enhance significantly investment in basic education;

[...]

(v) meet the needs of education systems affected by conflict, natural calamities and instability and conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict;’

(Dakar Framework for Action, paragraph 8) – April 2000

This guideline aims at assisting concerned Member States in implementing this promise. It looks at emergencies that have already happened and at preparedness planning for emergencies that might happen in the future.

■ What is education in emergencies and for reconstruction?

Imagine a country totally at peace, with a sound economy, and without any expectation of man-made or natural disasters. Its education development plan would be based on the progressive improvement in

quantitative and qualitative aspects of education, with plenty of time to prepare curriculum development projects or research the use of distance education for training teachers. Existing trends in enrolment would be expected to continue unless there was a special reason for them to change, such as a programme to introduce school meals or train more female teachers.

Education in emergencies is about education that does not fit into traditional development planning. It is about the effects of an event such as a cyclone, a drought, a war or civil conflict. There are many different scenarios to consider. If the answer to any of the questions below is 'Yes', then there is a need for an 'emergency' component in your EFA strategy and national education plan!

▣▣▣ **Natural disasters**

- ✓ Has education in part of the country been affected by geological events (earthquakes, eruption of volcanoes), or severe climatic events (such as floods, drought, hurricanes)?
- ✓ Did this lead to internal displacement of substantial numbers of people, and when will they return home?
- ✓ Is there a significant chance that one or more types of natural disaster will occur (or occur again) during the period 2002-2015?

▣▣▣ **Civil or international conflict**

- ✓ Has civil or international conflict caused disruption of education systems in part or all of the country?
- ✓ Are there internally displaced populations (IDPs) in the country who cannot return home until there has been some kind of peace-making?
- ✓ Are there large numbers of the citizens who are living as refugees in neighbouring countries? Or who have returned home from other countries recently?

- ✓ Are there significant numbers of refugees in the country who cannot return home in safety and dignity until the situation in their home country has changed?
- ✓ Does the country need to be prepared for new situations of this kind in the period 2002-2015?

⇒ **Reconstruction**

- ✓ Does part or all of the country need specially designed education programmes to recover from the effects of natural disasters or conflict? How extensive is the damage to infrastructure?
- ✓ Is there a need to reorient and enrich the curriculum and intensify teacher training? What are the priority needs?

⇒ **Minorities and at-risk groups**

- ✓ Are there ethnic, religious or other social groupings within the country that need special measures to protect their right to education?
- ✓ Can groups such as street children, ex-combatants, marginalized youth, child-headed families, children affected by HIV/AIDS be included here or should they be treated separately?
- ✓ Are there special measures that you can take to protect these groups against possible future threats to their education and well-being?

■ **Why is emergency education important? Protecting children and their right to education**

The right to education is enshrined in the Universal Declaration of Human Rights, and in many human rights conventions. Promoting the right to education is an obligation of Member States who have ratified the 1989 Convention on the Rights of the Child, and almost all States have done so. Member States must promote the education of all children and adolescents within their jurisdiction, regardless of status.

The practical justifications for an educational response in emergencies and for reconstruction include:

- (1) Education helps meet the psychosocial needs of children and adolescents affected by conflict or disasters that have disrupted their lives, studies and social networks.
- (2) Education is a tool for protecting children in emergencies.
- (3) Education provides a channel for conveying health and survival messages and for teaching new skills and values, such as peace, tolerance, conflict resolution, democracy, human rights, environmental conservation...
- (4) Education for All is a tool for social cohesion, whereas educational discrepancies lead to poverty for the uneducated and fuel civil conflict.
- (5) Education is vital to reconstruction of the economic basis of family, local and national life and for sustainable development and peace building.

Fundamental questions to consider include:

- ✓ *Is the right to education for all children acknowledged within the national borders (including refugees, internally displaced and asylum seekers)? Are these rights being fulfilled?*
- ✓ *What steps can be taken to protect schools, pupils and teachers in conditions of insecurity and chronic instability?*

3. NEEDS ASSESSMENT

■ What are the demographic characteristics of emergency-affected populations?

Population information in emergency situations is usually not very accurate. Planners must work with estimates and should indicate the sources and reliability of their statistics.

Projections of future populations in crisis or recovery situations will also not be very accurate. There is no good basis for knowing how soon displaced people will return home or when people can move back to an area affected by floods or drought. It is often best to give **'low'**, **'medium'** and **'high'** population projections, based on specified assumptions about different possible futures.

Questions to be considered in looking at population statistics may include the following:

- ✓ How many people have been internally displaced or had their homes and schools destroyed due to an emergency situation? (Give the total population of displaced people, and others affected, in each district).
- ✓ Are there large numbers of the citizens who are living as refugees in neighbouring countries? (Give the number of refugees from your country, by country of asylum: data from UNHCR or other agencies).
- ✓ Have refugees from the country repatriated recently? (Give the estimated number of returnees, and total population, of each district receiving a large numbers of returnees, as well your own, or UNHCR's, estimate of the number of returnees in each district).
- ✓ Are there significant numbers of refugees who cannot return home in safety and dignity until the situation in their home country has changed? (Give the numbers of refugees in each district, according to their country of origin).

- ✓ When will internally displaced people or refugees return home? (Give approximate projections of the population movements, with 'low', 'medium' and 'high' estimates, where appropriate).
- ✓ Preparedness: does the country need to be prepared for new situations of this kind (natural or man-made disasters) in the period 2002-2015? What scenarios should be considered?
- ✓ Are there ethnic, religious or other social groupings within the country that need special measures to protect their right to education? How many people and where?

■ What are the current education programmes for these populations?

The situation analysis should begin with a review of the types of education to which the children and youth currently have access:

- ✓ Are urban refugee children able to attend government schools?
- ✓ Are refugee or internally displaced or refugee children able to attend pre-existing government schools?
- ✓ Are refugee or internally displaced children in camps attending primary and secondary schools there established by NGOs, government or others?
- ✓ Is the emergency one of insecurity, meaning that schools in some or all locations are not receiving textbooks and materials, and teachers are not receiving salaries?
- ✓ Is the situation one of reconstruction, where some schools are destroyed and others damaged, and where education has begun in various makeshift buildings and in tents?
- ✓ Is the situation one of repatriation, where special efforts have to be made for re-integration of returnee students and teachers, without discrimination?
- ✓ Are there non-formal education programmes for special groups, such as women, ex-child soldiers, or other groups?

■ What are the gender-related dynamics that influence access to education?

Girls can be affected differently from boys when there are conflicts or natural disasters. They may be required to stay at home to care for younger siblings, because of insecurity or to help with petty trading. The emergency may have left them without decent clothing, so that they are ashamed to attend school. They may lack sanitary materials. Poor families often send boys to school in preference to girls, since this may help improve their capacity to support them in the future. It is important to meet with community groups, including women's and youth groups and find out through participative discussions the measures that can be taken to promote girls' participation in schooling. Since the problem is often one of poverty and food insecurity, the World Food Programme (WFP) or other organizations may be willing to provide school snacks, meals or dry goods, to raise the proportion of girls in school.

■ What are the gaps, quantitative and qualitative, in reaching EFA for these populations?

In an emergency situation it is often difficult to estimate the numbers of students already receiving schooling. It is even more difficult to estimate the numbers of out-of-school children and adolescents.

⇒ Current status of school enrolments

- ✓ What is the education status of crisis-affected children and young people already in school? (Give numbers in school, by grade¹ and gender, for each crisis-affected district or location.)
- ✓ Do all children and young people in the above-mentioned locations have access to suitable primary and secondary schools, and other forms of education, within walking distance for their age-group (or suitable transport arrangements)?

1. Grade: year of studies.

- ✓ Estimate numbers out-of-school, by age-group and gender, most recent grade of schooling, for each crisis-affected district or location, based on sample surveys in the communities.
- ✓ Are there special problems for urban areas, e.g. schooling for refugees and child asylum-seekers or for the internally displaced? What are these problems and how many children and youth are affected?
- ✓ Are there special problems for minorities or other at-risk groups? What are these problems and how many children and youth are affected?

▣▶ **Planning for the future**

- ✓ Estimate numbers who would (re-)enter schooling, given physical access and other promotional strategies to be described in this section of the plan.
- ✓ What shelter is available for existing classes and is it safe and healthy? What supplies and educational materials do they have? What infrastructure, supplies and educational materials are needed for these classes to meet minimal standards of provision (classroom construction or repairs, tents, plastic sheeting, latrines, basic furniture, equipment, stationery, educational materials)? What additional infrastructure and supplies will be needed for the additional enrolments envisaged in the plan?
- ✓ What curricula are followed, and have they contributed to the emergency situations? Is there a need for curriculum change? Are there satisfactory arrangements for recognition of studies completed, including recognition of school leaving examinations? What is the typical mix of teacher qualifications in a school, and what programmes of in-service teacher training are in place or needed? Do they lead to a recognized professional qualification?

► Educational planning and management

- ✓ What is the status of educational planning, administration and management in the affected locations? Are additional resources and/or training required? Are communities, parents, local organizations, involved in school management?

■ How does the EFA plan address these gaps?

We may examine this question for some of the possible scenarios: refugees, internally displaced populations, insecurity and instability, reconstruction, minorities and at-risk groups.

► Refugee camps and settlements

In some situations, governments take full responsibility for the education of refugees, setting up temporary school systems within refugee camps or settlements. Often, however, international agencies provide resources, and programmes are implemented by NGOs, while the national government provides space for the schools, coordination, and an official framework within which the education process can gain recognition. The refugee community provides whatever resources it can, including teachers, voluntary labour on construction of classrooms, and inputs into school management. Important questions include:

- ✓ In what ways can the government contribute to the quality and coverage of the programmes?
- ✓ Is there good collaboration with local education administration and technical resources?
- ✓ Are there assessment procedures leading to recognition of students' achievements by the local government of the country of origin? Likewise for teacher training?

► Camps or settlements of internally displaced populations (IDPs)

The situation of IDPs differs from that of refugees in two main respects. First, IDPs are in their own country, and are able to continue with the curriculum that they were following before displacement. They should continue to have access to their own national examinations. Another feature is that there is normally much less international assistance for the internally displaced. Important questions include:

- ✓ Are there sufficient resources for education in the IDP camps and settlements?
- ✓ Are administrative mechanisms adjusted to meet the IDP situation, including distribution of supplies, teacher deployment, payment and training, administration of national examinations?

► Refugees or IDPs in urban areas

Refugees, asylum-seeker children or IDPs may have difficulty in gaining admission to educational institutions in urban areas, due to lack of the formally required documentation. This barrier must be overcome so that the right of every child within the country to education is respected. Flexibility is needed regarding identity documents, while documents on previous educational attainments may be substituted by achievement tests. Bridging education may be needed if language skills are insufficient; it may be possible to arrange this through voluntary organizations, if numbers are small. Questions to consider include:

- ✓ Are there administrative barriers to education of refugees, asylum-seeker children or IDPs?
- ✓ Are there financial or language barriers that exclude children from these groups, and how can these barriers be overcome?

► Return of refugees or IDPs to their country or areas of origin

It is difficult to predict an exact date on which refugees or IDPs will be able to return home. The EFA plan of action can, however, indicate the locations where return is expected, and the implications of such return to the resource requirements for schooling.

It is important that schools are rebuilt or enlarged quickly in areas of return, both to meet the needs of those who had been displaced and those who had stayed behind. There should be no discrimination against either students or teachers returning from exile. Arrangements should be made to assess the educational level of returning students, unless they bring reliable documentation regarding their previous studies with them. Governments should hire returnee teachers, and international financial institutions should assist rather than limiting this important element of reintegration. Key questions include:

- ✓ Are steps being taken to provide an education infrastructure, as well as supplies and materials to all areas with substantial numbers of returnees?
- ✓ Does this include simple floors and roofing for schools in all locations, as well as better buildings for schools in central locations?
- ✓ Are teachers, including returnee groups, being selected and hired on the basis of merit, without discrimination and including at least 50% women?
- ✓ Have arrangements been made to recognize training and experience gained by teachers while in exile?
- ✓ Do returnee children face difficulties in gaining admission to, or succeeding in, schooling?
- ✓ Are appropriate arrangements made for children who return during the school year?

► Post-conflict reconstruction

At a time of reconstruction, it is important to harness the enthusiasm of parents and communities towards the reintroduction and improvement of schooling. It is essential that regional education administration is restored quickly, and that all locations receive basic support for schooling (rather than just a few privileged communities and schools). It is important, at national and regional level, to restore and renovate key functions such as education planning, administration and management; curriculum, textbooks and examinations; and in-service and pre-service teacher training. This is an opportunity to remedy past shortcomings and to improve the quality of schooling, with content and methodology that enhance peace-building, tolerance and universal human values. Key questions include:

- ✓ What is needed urgently to get schooling underway in all locations (temporary solutions to problems of infrastructure, equipment, supplies and materials, teaching force, in-service training of teachers, etc.)?
- ✓ What are the longer term needs in respect of rehabilitation and renewal of the system in the affected localities? Does the curriculum need to be revised?
- ✓ What solution can be found to the problem of teacher remuneration, where the state cannot fully meet this need?
- ✓ What contribution can be made through resources for students and/or teachers in terms of food for students and/or food for work? Are there other creative approaches, such as temporary allocation of land to schools or teachers?

►► Instability

In conditions of instability and insecurity, many of the above questions apply. In such circumstances, it is especially important to strengthen local communities and offices to enable them to maintain educational activities despite disruptions to supplies, funding, etc. Needs assessment will be difficult, but use may be made of sample surveys in accessible locations, along with debriefing of government staff and NGOs working in the unstable areas.

►► Minorities

Sometimes, minority groups are confronted with discrimination or security problems that limit access to schooling. In situations such as these, plans for Education for All must incorporate special measures from the standpoints of security, promoting integration and providing training programmes that would bring more men and women from these minorities into the teaching force.

■ Are refugees or IDPs living in particular districts expected to leave?

If they are set up in populated areas, semi-permanent education structures intended for refugees or IDPs can afterwards be used by the local population. In these cases, it is important that transitional arrangements be made well in advance so that premises and equipment are handed over in good order and are not abandoned to the forces of nature or looting. If local personnel have been teaching in these institutions, plans should be made to absorb them into the expanding national education system, directly or through privileged access to training opportunities.

4. STRATEGIC OPTIONS FOR ACHIEVING EFA

4.1. Strategic planning

■ Strategic planning to develop scenarios and plans of action based on various priorities and options

Strategic planning for situations of emergency will be high on assumptions and aspirations. Nevertheless, it does provide a framework for policy formulation, resource allocation and programme implementation. Plans will vary greatly according to the scenario.

▣▶ Refugee camps or settlements currently supported by the international community

In a country which has difficulty in funding the basic education of all its own children, the utmost external support for refugee camps or settlements must be obtained. The plan needs to clearly indicate why such support should continue since donors constantly seek to reduce funding for refugee programmes once the initial crisis has passed. The plan should also briefly mention the resources contributed by your country to the welfare of the refugees, such as living space in good environmental conditions (often the area receiving refugees suffers deforestation and other environmental degradation), and should spell out the national resources allocated to refugee education, such as space for schools, use of the national education infrastructure, numbers of refugees in the education institutions in the country, and what advisory and coordination role national education authorities play.

The plan should then set out the ways in which national support to refugee education will progress during the period of the plan. This will include improving arrangements for official recognition of studies completed and examination results. It should also include links to secondary, tertiary and vocational education opportunities for

selected refugees and those between teacher training for refugee teachers and for nationals. It should include a decision to charge refugees the same fees as nationals, rather than those charged to foreigners.

Donors should be reminded of the need to continue supporting the operating costs of refugee education programmes. Without this, the goals of national EFA will suffer. Moreover, mention should also be made of the danger of friction between refugees and the local population in refugee-affected areas. Donors should be asked to fund local education development projects for such areas to ensure that they are up to the national standard. (Often, refugee settlements are in areas where there has been little development and local services are of poor quality, often due to poor administration; this creates undesirable contrasts between efficient, but low-cost, refugee programmes and local programmes.) The plan should set out a well-phased programme for educational development in refugee-affected areas, specifying the type of assistance needed (classrooms, dormitories, equipment, educational materials, for schools, teacher-training institutions, vocational centres) based on field surveys.

Where permanent local settlement of refugees is planned then a realistic projection should be drawn up of how the costs of education will be financed by the national government and the refugees themselves once assistance is phased down.

➡ **Camps and settlements of internally displaced persons (IDPs)**

In contrast to refugees, internally displaced persons are clearly the responsibility of their own government. However, there may still be scope for attracting external assistance to help with additional costs of providing emergency education in the temporary camps and settlements, and later in respect of rehabilitating education in the areas of origin, for example, after flood waters have subsided.

The plan should make reasonable assumptions about when IDPs will return to their respective homes, and indicate special resource requirements accordingly. It should also examine specific organizational problems caused by displacement and the arrangements that will be needed for reintegration on return.

▣▣▣ **Urban refugees and IDPs**

There should be a survey of unmet education needs in urban areas for both refugees and IDPs, as well as for foreign and internal migrants and street children. Plans should ensure that all children enjoy their right to education, including those who are too poor to take this initiative and families whose language skills impede their integration and the schooling of their children. Qualitative measures (such as simplified admission requirements and outreach mechanisms) and quantitative measures (provision of school places) should be covered.

▣▣▣ **Return of refugees or IDPs to their country or areas of origin**

Whilst it is difficult to include this in the plan, essentially it means strengthening educational administrative capacity and infrastructure in areas likely to receive returnees. (This is more complex for a totally uninhabited and/or insecure area than in those where education is still available.) There must be collaboration with the education authorities and/or UN agencies and NGOs providing support for the education of those displaced to obtain the fullest possible picture of likely return scenarios and needs. Arrangements for recognition of studies completed by students and of training received by teachers should be made.

▣▣▣ **Reconstruction**

Strategies for reconstruction should comprise a package with different time horizons. Emergency measures should provide for plastic sheeting for temporary shelter, slates, exercise books, blackboards, etc.,

and recreational materials for immediate resumption of education and other activities for young people. Early emergency measures should also include decisions on scheduling dates for the school year and for national school examinations.

Such emergency measures should go on to include support for community education committees, arrangements for regular distribution of educational supplies and materials, in-service training, and incentives for teachers and youth leaders.

Once these are in place, then arrangements for teacher screening and selection and for their regular remuneration from government and/or local sources should be made. An assessment of the condition of school buildings may also be required.

An education system that represents a step forward in quality and content will then be needed. This will involve:

- ✓ Improvement (through infrastructure, equipment, good staff selection and training) of educational planning, management and administration, at national, district and local levels;
- ✓ Updating curricula and textbooks, including the removal of inappropriate content and the inclusion of that which promotes tolerance, conflict resolution, environmental conservation and health;
- ✓ Development/administration of appropriate, fair and just examination systems;
- ✓ Strengthening teacher skills by means of in-service and full-time training, mobile trainers, in-school mentoring, school cluster arrangements, teachers' centres;
- ✓ Formulating norms and standards for the design of medium-cost, sustainable, climatically appropriate and well-lit earthquake and climate resistant school buildings, and their application during reconstruction.

► Instability

In conditions of instability and insecurity, local education systems may need temporary support in order to function. The EFA plan could include provision for mobile training teams to strengthen local capacity. These teams would assist in upgrading teacher skills, training headteachers and school mentors and advising community education committees, parent/teacher associations and local NGOs working in education.

Flexibility in funding, possibly by means of a special fund, would enable reconstruction and resupply to be undertaken as and when areas once more become accessible.

► Minorities

Where hostilities or insecurity have led to the exclusion of minority groups from education, a special commission with participants from such groups should be set up to deal with this problem. The plan should allocate resources for the implementation of any recommendations made by this committee, including provision of extra school places, training minority members as teachers, and prevention of administrative and social harassment.

■ Developing a flexible and responsive long-term EFA Plan 2002-2015

It is difficult to set deadlines for measures needed to overcome crisis, catastrophe and instability in the medium-term and even more so over the longer term, with the exception of policies linked to infrastructure, such as improving the earthquake or climate resistance of school buildings. Some of the following recommendations related to the development of expertise and training capacity can be extended into the long term.

In general, however, it is reasonable to foresee that resource allocations for emergency situations should continue at the same aggregate level as in the medium-term plan. If an emergency recurs then needs will already have been reflected in the plan. It is unfortunately true that refugee movements or climatic hazards tend to occur again in those locations having already experienced them.

If there are no new emergencies, these (rather virtual) resources can be used to overcome the effects of those of the past and to reinforce the response to social emergencies (needs of the poor, street children, HIV/AIDS orphans and other groups at risk).

4.2. Human resource development and capacity-building

■ Developing community-based approaches to needs assessment and implementation

It is now widely recognized that good school-community communication and cooperation result in better education programmes. If national guidelines exist for the setting-up of parent/teacher associations, school or community education committees they should be made available to all schools and communities. District-level trainers should be appointed to assist in the establishment and running of such committees, and to ensure that terms of reference are clear and relevant to the pertaining emergency or post-emergency conditions. Where such guidelines do not exist they should be prepared and adapted for local use.

■ Developing mechanisms and programmes for teacher training and recognized certification in situations of crisis, displacement or reconstruction

In emergency and post-conflict situations, there are additional challenges that confront even experienced teachers, such as (re-)estab-

lishing schools, and meeting the needs of traumatised children. Often the situation is made more difficult by the absence of sufficient trained/experienced teachers, meaning that anyone with sufficient education is asked to take up teaching for the first time under these difficult conditions. Hence teacher training is vital. Usually there is an induction training of a week or so, followed by in-service training during vacations, weekends, or afternoons, and in-school training by mobile trainers and school mentors.

It is often the case that such in-service training of emergency teachers continues for years, leading to good teaching performance, but without any formal qualification being awarded. It is desirable that the in-service training be structured to incorporate the elements required for the teacher-training qualification in the national education service. In the case of refugees, it should be such that it can be recognized (e.g. after a peace process) by the Education Ministry of the country of origin.

- ✓ What are the educational qualifications and teaching qualifications/experience of the teachers in the emergency-affected population (based on a sample of a few communities)?
- ✓ What resources are being devoted to training of teachers, head-teachers, programme supervisors?
- ✓ What are the possibilities for linkage with regular teacher training in the country, or the country of origin of refugees?

■ **Preparing/updating the register of certified teachers and their qualifications**

Disaster can affect any country. It is therefore desirable to have a register, at national or district level, of all certified teachers, their qualifications, and their area of residence. This can be helpful in planning and management of emergency response.

■ Developing emergency education expertise through professional workshops and building training capacity for emergency education among university education faculty, school inspectors and administrators, curriculum experts and teacher trainers

As mentioned, disasters can affect any country. There is a growing body of expertise on education in situations of crisis and emergency, and the plan may incorporate the development of national expertise in this area as a precautionary measure.

In fact, there are many countries where NGOs have supported refugee education for years, without there being close contact between their education professionals and national education personnel and university faculties of education. This can be because of the geographic isolation of refugee encampments or because refugees use a different language from the host country.

The EFA plan of action can include holding professional workshops regarding emergency education programmes taking place in the country or for preparedness. Training programmes on education in emergencies will be developed on site or in specialized institutions. Emergency education will be introduced internationally as a module in various courses for educators and education planners in the coming years².

4.3. Curriculum policy

It is important for every country to preserve its curricula and core educational materials, such as textbooks and teacher guides, so that they will not be irretrievably lost in situations of war or natural disasters. This can be done through various traditional mechanisms, placing complete sets of materials in several national, regional or international institutions³. As noted earlier, the shock of an emergency

2. A consultation on the cooperative UNESCO/IIEP Programme is on-going for the biennium 2002-03.

3. For example, UNESCO's International Bureau of Education (IBE), and a reputed international university that cooperates in research with the Member States concerned.

provides an occasion to review curriculum issues and build anew. Some short-term and longer-term curriculum issues are noted below.

■ Response to natural disasters

In the aftermath of a natural disaster, the school programme should be adjusted to meet the psychosocial needs of children and young people whose lives have been disrupted (see below). Teachers or teacher trainers in areas liable to natural disasters should be trained in advance for this. The curriculum should also be adjusted permanently to include elements of disaster preparedness in the curriculum, strengthening the teaching of physical geography with a detailed understanding of the types of natural hazard occurring in the region, and safety precautions that families can take.

■ Refugee situations

In refugee situations, the curriculum should be (similar to) that of the refugees' country or area of origin for reasons of familiarity to the children, so that refugees can work as teachers and to permit speedy reintegration into their national education system after repatriation. (In long-term refugee situations, there may be a curriculum that 'faces both ways', benefitting refugee students some of whose families may decide to stay longer in the country of asylum, while others will return home as soon as conditions permit.) The crucial requirement is for refugee students to have the necessary language skills to resume studies in their own country and (if the emergency is protracted) to proceed to higher studies in the country of asylum.

■ Meeting psychosocial needs

Teachers working with emergency-affected children should be trained to understand the effects of trauma on children, how to cope with their needs in the classroom, and how to recognize children who should be referred for more specialized help.

■ Peace, life skills and citizenship education

The curriculum of children affected by conflict needs enrichment with skills and values that promote understanding of the causes of conflict, conflict prevention or minimization, mediation, and citizenship. This is best accomplished by introducing modules for peace, tolerance and citizenship education, taught by specially trained teachers⁴.

■ Health education, including HIV/AIDS awareness

Emergency situations often mean exposure to additional health hazards, including HIV/AIDS. Schools can provide protection for adolescents and youth by integrating skills-based health education, appropriate to each age group, and related to the local situation into the curriculum. Special measures are needed to promote change in behaviour, and hiring special teachers for health and HIV/AIDS education at all grades is often the most effective approach.

■ Environmental education

Emergency situations mean stress on the environment, so it is likewise important to reinforce any environmental elements in the curriculum, especially those with practical applications. A task force could be established to prepare locally applicable lesson plans for each grade of schooling⁵.

■ Safety education

Emergency situations can lead to various safety hazards. The most noteworthy is that caused by landmines. There are excellent guidelines for preparing landmine-awareness education, including those prepared by UNESCO, UNICEF and Swedish Save the Children.

4. The Inter-Agency Network for Education in Emergencies (INEE) has a full set of lesson plans for peace education in Years One to Eight of schooling, and for youth/adults courses, developed in the field, together with training manuals for teachers, available on request.

5. Materials for Years One to Eight prepared under a UNHCR/UNESCO joint programme are available.

■ Necessity for curriculum audit

Curriculum audit is essential in situations of emergency and reconstruction. As in other circumstances it is important to review curriculum and teaching practices from the standpoints of gender sensitivity and positive gender models.

In situations of conflict both curriculum and teaching practice must eliminate messages of hate and xenophobia, and structural features or bias that can lead to hatred and intolerance of particular groups within the population or of neighbouring countries. The curriculum should conversely have positive features which promote tolerance, cooperation, peace and reconciliation. Curriculum decisions are the domain of educational policy-makers and politicians. However, it will be beneficial if faculties of education and specialized institutions convene task forces to look more deeply into curriculum impact and possible future developments.

As mentioned earlier, it is also important to audit the curriculum in respect of health and environmental content, and to devise curriculum enrichment measures to meet the needs of emergency situations.

4.4. Addressing gender issues

There are numerous gender issues in emergency education. Key points to review include:

- ✓ What are the gender ratios in different years of schooling, and what are the causes for the (often different) drop-out rates of girls and boys?
- ✓ What are the gender ratios of teachers in different levels of schooling, and the causes for this?
- ✓ What are the gender-related behaviours in the schools and classrooms (co-education)?

- ✓ What are the gender biases and stereotypes in educational materials?
- ✓ What measures can be taken to promote community and parental awareness of the importance of girls' education as a measure of gender equity and the need to provide equal opportunities to girls and boys?
- ✓ What measures can be taken to decrease girls' home duties during school hours (e.g. pre-schools for younger siblings, food distribution outside school hours), improve security, meet cultural requirements and, in general, make it easier for girls (and boys) to attend school?
- ✓ What measures can be taken to overcome the differential effects of poverty on girls? And to attract boys to school instead of farm activities or animal herding? (e.g. school meals, clothes, soap and sanitary materials.)
- ✓ What special education and training measures could raise the proportion of women teachers, headteachers and deputy headteachers?

4.5. Inclusive educational policies

Education for All in emergencies requires special attention to at-risk groups. Specific measures may be needed to protect the right to education of minority, ethnic or religious groups, or returnees and people with a disability. Some children or young people may have been employed as soldiers. A review of at-risk groups is needed for each emergency or post-conflict situation, to take account of local conditions.

■ Disability

Community members and parents should be made aware of the need for education of children with disabilities, even if they are displaced and living among strangers. Teachers should be trained in the integration of children with mild to moderate disability into regular classes. A special class may be held in each camp or settlement for children with learning difficulties.

■ Programmes for rehabilitation of child soldiers

Special programmes may be needed for these groups, prior to their entry to normal schooling, vocational training or employment. Accelerated primary school classes have proved successful as part of a programme for adolescent ex-combatants.

■ Inclusion of other at-risk groups

There are many other at-risk groups, such as AIDS orphans, child-headed families, fostered children, street children, children with AIDS, drug addicts, working children. The plan should identify whether such groups are of special importance in the emergency situation and make provision accordingly.

4.6. Recognition of educational attainments and certification

Refugee education is often weakened by the lack of recognized certification. In some instances, examiners from the home country have visited refugee settlements to conduct school examinations there simultaneously with those in the home country. Other possibilities can be envisaged, including certification by the own government. This is a very important policy issue. Similar considerations apply to teacher training and vocational training.

4.7. Mechanisms for allocation of resources in crisis situations

Normal administrative systems may not work in emergency situations. For example, in one war-affected country, internally displaced teachers still received their monthly salaries in their new location, but the distribution of textbooks had not been adjusted. Hence, districts hosting IDPs received the same number of textbooks as before the IDPs arrived. This problem persisted over a number of years, due to lack of flexibility. A special education coordination committee is needed to cope with the effects of the crisis or emergency and to monitor education achievements and special adjustments required.

5. COORDINATION MECHANISMS

■ Is there a disaster preparedness strategy and is education included?

Many Member States have a national disaster preparedness strategy. It is important for the EFA plan to incorporate any elements in the disaster preparedness strategy that relate to education, or to social infrastructure generally. For example, in locations where earthquakes are a known hazard, the EFA plan should include the introduction of building norms that are earthquake resistant. If there is a known climatic hazard, such as hurricanes or floods, the building norms should incorporate measures to improve durability and safety.

■ Is there a coordination mechanism between government, UN agencies, NGOs and civil society organizations, covering emergency education response? At national and regional/district and community levels?

Emergency and post-conflict situations often bring a multiplicity of agencies into the education sector. Often there is weak coordination between these agencies, leading to different policies in different schools, settlements or districts, or to a lack of dovetailing between the output from one level of education and the intake into another. There can be different approaches to curriculum, to payment of teachers and many other matters. Coordination is needed at community, district and national levels through regular meetings chaired by national education officials of concerned UN agencies. The structure of coordination committees should be set out clearly in the EFA plan of action.

- ✓ What organizations are involved in the emergency or post-crisis education?
- ✓ What activities are these organizations undertaking?
- ✓ What are the coordination mechanisms at local, district/regional and national level?

✓ What role do these organizations expect to play in the future? Are there arrangements for international agencies to progressively hand over their activities to local counterparts?

■ **Are there possibilities for cooperation with neighbouring countries on issues of refugee education?**

Ideally the education of refugees should be organized in a spirit of cooperation with the education authorities of their country of origin, and of other countries hosting refugees from the same country of origin. This can enable the refugees to follow the curriculum of their country or area of origin, to use textbooks from their home country, and to sit school examinations organized or monitored and recognized by their home country. It can also permit refugee teacher-training to be structured to include those elements considered essential for recognition by the country of origin. Given that there can be political difficulties in achieving these objectives, help may be sought from UNESCO, UNICEF and UNHCR, whose mandates require them to facilitate the country's initiatives on these matters.

6. BUDGETARY IMPLICATIONS

■ Is there a budget for emergency-affected populations? What budgetary changes are needed to promote EFA over the medium-term period 2002-2006 and thereafter?

The normal education budget reflects continuing trends in education, such as a 5% annual growth in school enrolments. If crises occur, such as a hurricane or civil conflict, then certain districts may require additional resources. There may need to be an emergency response section in the budget.

■ Is there a budget for emergency-preparedness in the field of education, including training, educational materials, and the rehabilitation of schools?

Emergency-preparedness can cover a range of activities, from training teachers or students on topics related to possible future emergencies, to plans for rendering all schools (or all new structures) earthquake-proof over a specified planning period. This may require a special budget line.

■ What financing might be accessed from local and international donors?

It is important that the EFA plan of action specifies the levels and types of current financing for emergency education, or reconstruction of specific areas; and the requirements for such funding over the medium term. The plan should provide realistic provisions for moving towards sustainability of programmes, where this is practicable.

Innovative approaches to sustainability using one-off grants in support of income generation for teachers or schools should be discussed with possible local, bilateral and multilateral donors, but their effectiveness should not be assumed until proven in pilot districts.

Real limitations should be stated. (For example, refugees living in an isolated desert camp with no means of livelihood will require external funding throughout their stay.) The inputs of beneficiary communities themselves should be reflected in the plan (such as the construction of classrooms by parents or communities, and the services of teachers who only receive modest incentives for their work). The inputs of local education offices should also be reflected.

CONCLUSION

It might, at first sight, seem illogical to combine emergency and planning in the field of education. And yet the prevention of emergency situations, the end of crises and the process of reconstruction are all the result of strategic planning based on a range of complex parameters.

This is why it is essential that education in situations of emergency and crisis become part and parcel of all national and regional Education for All Plans. This guide has been prepared as a working tool to this end, of use not only for the rehabilitation and reconstruction of education systems, but also, in the longer term for restoring peace, stability and sustainable development in the Member States concerned.

For more information, please contact:

Division of Policies and Strategies of Education
Support to Countries in Crisis and Reconstruction

UNESCO

7, Place de Fontenoy - 75352 Paris 07 SP (France)

Tel.: (33)1 45 68 10 34 • Fax: (33)1 45 68 56 45

Email: k.bensalah@unesco.org

Website: <http://www.unesco.org/education/emergency/>

