# HEART
## HEALTH & EDUCATION ADVICE & RESOURCE TEAM

**Helpdesk Report:** Delivery of education at scale to large refugee and conflict affected populations

**Date:** 15.11.13

**Query:** What evidence exists regarding how to deliver education at scale to large refugee and conflict affected populations?

**Content**

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## 1. Overview

The existing evidence regarding how to deliver education at scale to large refugee and conflict affected populations is somewhat limited. Much of the literature appears to be in the form of best practice or policy advice, based on previous experience, rather than results based on monitoring and evaluation of interventions. Much of the literature base is not specifically about refugee education but refugee and conflict affected education.

There is little doubt that children affected by conflict (either refugees or internally displaced) face major barriers to education. According to UNESCO (2011), in 2008, just 69% of primary school age refugee children in UNHCR camps were attending primary school. Failures in the areas of protection, provision, reconstruction and peacebuilding all contribute to the problem.

**General findings of this helpdesk report include:**

- There is a risk that host countries may not allow refugees access to public education, particularly if the government is under pressure to deliver services to their own citizens.
- Restrictions on refugee employment may entrench poverty, which in turn dampens prospects for education.
- Armed conflict is diverting public funds from education into military spending.
- Education accounts for just 2% of humanitarian aid, with only 38% of aid requests for education being met.
- Budget support or pooling is preferred by donors to align with government priorities, but in reality this approach resulted in delays and other difficulties.

- A national level education plan and strategy is critical for successful delivery of education to refugee and vulnerable people.
- Funding for education programmes should be long-term with care being taken to avoid discontinuity of the progress already made due to funding gaps.
- Standardised responses to education in emergencies are favoured due to ease of implementation, prior experience and for evaluation purposes.
- Education interventions must be culturally appropriate and only implemented after a political analysis. Children with special needs must be considered.
- School feeding programmes must be sustainable and have a built in exit/transition plan.
- For education kits, local sources must be prioritised. Teachers should also be trained how to use the kits.

The following are a number of key themes that should be considered when planning education delivery for refugee and conflict affected populations:

**Infrastructure**
- Safer school construction is essential to realising the objectives of the Education for All (EFA) targets and Millennium Development Goals (MDGs).
- In areas where school children are abducted and forced into military service, schools should be designed to protect students from abduction and attacks and consideration given to creating a less conspicuous structure.
- Construction measures in the aftermath of disasters and conflicts constitute a fundamental contribution to redevelopment and a return to normality.
- Locally available resources should be considered in the use of construction material, in order to create regional economic effects as well as exemplary model solutions.
- While the employment of formerly displaced persons and ex-combatants can help to contain everyday violence, it can also fuel tensions between refugees and local people.

**Inclusive education**
- All children should have equal opportunities to learn regardless of their age, gender, ethnicity, language, disability or health status. Education structures and systems should reflect the needs of the children and form part of a wider strategy to promote an inclusive society.
- Emergency education responses need to consider the most vulnerable groups to avoid worsening or entrenching exclusion and prejudice.
- With assistance and training, teachers can support inclusive education through their attitudes and language. They can also actively influence the school environment as well as providing learning support.
- School staff can be trained to develop pedagogical approaches which enable students to learn together rather than separately and implement development mechanisms to monitor how inclusive their schools are.

**Gender**
- In vulnerable situations, girls are much less likely to attend primary and secondary schools than boys.
- Boys may be at risk of abduction and forced recruitment by fighting forces at school or on their way to and from school. Girls may be at risk of abduction and of sexual violence and exploitation.
- Schools should be close to the homes and away from dense bush or soldiers' quarters.
- Gender should be taken into consideration as part of emergency preparedness, response and recovery with regards to education interventions. Educational interventions should meet the rights and needs of all girls and boys, women and men affected by crisis (Gender parity in education is part of a wider strategy to advance gender equality in society).

- Training teachers to be more responsive and aware of gender issues in education is critical.  Teachers may need to supply psychosocial support to students and may need specialist training where appropriate. Training community leaders can also have a positive **impact.**
- Recruiting female teachers/staff can help to avoid girls being disproportionately affected as they would be if schools are dominated by men.
- Good sanitary facilities can help reduce absences, particularly from adolescent girls.
- Poverty can result in children missing school to assist the family financially.
- Another dimension of poverty is that it leaves some children in situations where transitional sex may increase their vulnerability.
- Engaging with children to build up a picture of who is missing out on schooling can be beneficial.

**Financing education for refugee and conflict affected populations**
- It is critical global initiatives continue to advocate for increased funding for education in states affected by fragility and vulnerable children.
- Non-state actors play an important part in education delivery.
- More research and analysis is needed in this area.
- **Donors should include education within their humanitarian policies.**

**Teachers' salaries**
A key aspect of financing education for refugee and conflict affected populations is ensuring the availability and retention of appropriately qualified teachers. As well as acting as educators, teachers can also be the providers of life-saving non-academic information as well as offering reassurance and normalcy for children and the wider community. Failure to pay salaries in full and on time can also contribute to social unrest, and to learning situations in which children are vulnerable to exploitation.

<span style="color:green">**2. Key overview paper**</span>

**UNESCO. 2011,** *The Hidden Crisis: Armed Conflict and Education. Regional Overview: South and West Asia,* **Regional Overview: South and West Asia.**
**http://unesdoc.unesco.org/images/0020/002070/207054E.pdf**

This paper provides a good background to education delivery to refugees and populations affected by conflict. It examines the damaging consequences of conflict on education. It sets out an agenda for protecting the right to education during conflict, strengthening provision for children, youth and adults affected by conflict, and rebuilding education systems in countries emerging from conflict. It explores the role of inappropriate education policies in creating conditions for violent conflict. It identifies problems and potential solutions that can help make education a force for peace, social cohesion and human dignity.

Over 43 million people are reported to have been displaced mostly by armed conflict, though the actual number is probably far higher. Refugees and internally displaced people face major barriers to education. In 2008, just 69% of primary school age refugee children in UNHCR camps were attending primary school. This report sets out an agenda for change aimed at combating four systemic failures:
1. Failures of protection
2. Failures of provision
3. Failures of reconstruction
4. Failures of peacebuilding

Refugees and internally displaced people are vulnerable to extreme disadvantage in education. In refugee camps, UN data suggest that enrolment rates averaged 69% for primary school and just 30% for secondary school. Pupil/teacher ratios were very high –

nearly one-third of camps reported ratios of 50:1 or more – and many teachers were untrained. In some camps, including those hosting Somali refugees in northern Kenya, parents were concerned that the scarcity of secondary education opportunities exposed youth to the risk of recruitment by armed groups.

Refugees may also face barriers to education from other sources. Host countries may not allow refugees access to public education and basic services. More generally, restrictions on refugee employment reinforce poverty, which in turn dampens prospects for education. Difficulty obtaining refugee status leads many to go underground. Living in urban settlements, lacking employment rights and denied access to local schools, their children have few opportunities for education.

The following were identified as key points in the report regarding the impact of armed conflict on education:
- Over the decade to 2008, thirty-five countries experienced armed conflict, of which thirty were low income and lower middle income countries. The average duration of violent conflict episodes in low income countries was twelve years.
- In conflict-affected poor countries, 28 million children of primary school age are out of school – 42% of the world total.
- Children in conflict-affected poor countries are twice as likely to die before their fifth birthday as children in other poor countries.
- Only 79% of young people are literate in conflict-affected poor countries, compared with 93% in other poor countries.
- State and non-state parties involved in armed conflicts are increasingly targeting civilians and civilian infrastructure. Schools and schoolchildren are widely viewed by combatants as legitimate targets, in clear violation of international law.

The following were identified as key points in the report regarding spending on education in conflict-affected countries:
- Armed conflict is diverting public funds from education into military spending. Twenty-one developing countries are currently spending more on arms than on primary schools; if they were to cut military spending by 10%, they could put an additional 9.5 million children in school.
- Military spending is also diverting aid resources. It would take just six days of military spending by rich countries to close the US$16 billion Education for All external financing gap.
- Education accounts for just 2% of humanitarian aid. And no sector has a smaller share of humanitarian appeals funded: just 38% of aid requests for education are met, which is around half the average for all sectors.

## 3. Lessons and best practice

**Brannelly L, Ndaruhutse S & Rigaud C. 2009,** *Donors' engagement – Supporting education in fragile and conflict-affected states.* **International Institute for Education Planning/CfBT Education Trust**
**http://unesdoc.unesco.org/images/0018/001833/183363e.pdf**

This paper details current engagement policies and practices of donors who have partnered with national Ministries of Education and non-state providers of education to fund education in fragile states during conflict or in its aftermath. It focuses on the policies and practices of three major donors (European Commission, Dutch Ministry of Foreign Affairs, Swedish International Development Cooperation Agency) and two leading Non-Government Organisations (International Rescue Committee and Save the Children).

The report highlights the necessity of the international community recognising the importance of education in fragile and conflict-affected states. Education remains one of the least funded sectors in humanitarian aid. Key findings included:

- To achieve harmonisation and alignment with government priorities, donors stated a preference for using budget support or pooled funding. However, in practice this approach resulted in delays and other difficulties.
- Harmonisation is made easier where the government is willing to work with a range of stakeholders.
- The government having a clear education plan and strategy is beneficial. The plan should encourage ownership and relevance.
- State building should involve government collaboration with civil society.
- Engagement should be long-term. Care must be taken to avoid funding gaps that may occur with reconstruction and could risk discontinuity of the progress already made.

Based on the experiences of the organisations analysed, eight recommendations are presented aimed to improve donor support to education in fragile and conflict-affected states:

1) Support should address immediate needs, but also contribute to long term development. There should be harmonisation between humanitarian and development support.
2) Aid modalities appropriate to the context should be selected. Stakeholder capacity must be considered with recipient and donor needs being balanced.
3) Analysis should identify the comparative advantage of stakeholders and their needs. For best results, education support should align with these.
4) Shadow alignment is where donors work in a way that is compatible with government systems, even if they are not working directly with the government. This can produce results if donors are unable to offer education support to the state directly for whatever reason.
5) Working with Non-State Actors can build local capacity and develop ownership. Caution is needed for action not to undermine legitimacy of the state.
6) Expectations of what can be achieved should be realistic. Coordination is likely to prove challenging.
7) Local ownership should be prioritised. Education sector plans and policies should be supported where possible.
8) Capacity development should be included in Service delivery responses.

**CfBT Education Trust/IIEP-UNESCO. 2009, *Rapid response: Programming for education needs in emergencies*. CfBT Education Trust/IIEP-UNESCO http://cdn.cfbt.com/~/media/cfbtcorporate/files/research/2009/r-rapid-response-policy-brief-2009.pdf**

This policy brief is based on the results from the book by Penson J & Tomlinson K. 2009, Rapid Response: programming for education needs in emergencies. (CfBT Education Trust/IIEP-UNESCO). It questions whether standardised interventions are appropriate and effective educational responses in emergencies caused by conflict. It focuses on child-friendly spaces, school feeding programmes, and pre-packaged education kits. The research focused on experiences in Lebanon, Sudan, Timor-Leste and Uganda.

The reasons why standardised responses are popular include:
- They are easy to implement.
- They are popular with project managers who have used them in other contexts.
- Outcomes of standardised responses are viewed easy to evaluate.

The following recommendations are suggested concerning standardised interventions and education programming in emergencies:
- Consider if a standard approach has already been proposed
- Approaches should be transparent and culturally appropriate
- A political analysis should be conducted
- The creation of a children's sector should be considered to bring children and protection related issues under one umbrella.
- Work towards necessary change
- Consider the requirements of children with special needs
- Take a coordinated approach to volunteers

For child friendly spaces, the following recommendations are made:
- Consider if the child friendly approach is appropriate
- Define what child friendly spaces should mean
- Integrate education and psychosocial activities
- Consider the needs for both younger and older children
- Plan the transition or exit strategy
- Take a holistic approach

For school feeding programmes, the following recommendations are made:
- Sustainability must be built into the programme
- An exit or transition plan can avoid attrition of vulnerable children
- Non-formal education programmes should be considered
- Different approaches maybe suitable for different emergencies, contexts and development phases.

For education kits, the following recommendations are made:
- Prioritise local sources
- Ensure all material is culturally and physically appropriate
- Consider the needs for both younger and older children
- Teacher training should include kit usage
- Needs based assessment should be undertaken

A table giving more details on these recommendations is included in Annex A of this HEART helpdesk report.

**Bird L. 2003, *Surviving school. Education for refugee children from Rwanda 1994-1996*. IIEP/UNESCO, Paris**
http://www.unesco.org/iiep/PDF/pubs/Rwanda_ss.pdf
This study investigates how education for refugee children emerged and developed after the genocide in Rwanda. It focuses on Tanzania and Democratic Republic of Congo. The study period is 1994-1996, when the vast majority of refugees returned to Rwanda. Based on past learnings, it recommends:

- Education in emergencies should be treated as a priority by all agencies and donors. This prioritisation should be incorporated into policies and reflected at the implementation level.
- The education of refugees should be a legal and binding obligation.
- Education should be available for all refugee children. In particular access for those who are most vulnerable must be assured.
- Education initiatives started by refugees should be encouraged. Refugee experience should be embedded in the planning and delivery process where ever possible.

- The needs of the local population must be considered by donors and agencies, in particular where the local population have a significant burden placed upon them by the refugees.
- Cross border negotiations between host and home countries are needed to ensure the appropriateness of curricula.
- Peace building activities should be introduced.
- Evaluations should research the impact of emergency education programmes.

**Kirk J. (ed)** *Certification counts: recognizing the learning attainments of displaced and refugee students.* **IIEP/UNESCO, Paris**
http://www.iiep.unesco.org/information-services/publications/abstracts/2009/certification-counts.html

Ensuring the recognition, validation and certification of learning attainments for children affected by conflict is a critical challenge in ensuring their right to uninterrupted access to quality education. School children need proof of their academic achievements. In situations of displacement this may be difficult to achieve. This paper presents a broad conceptual framework in which to consider issues of certification, illustrated by in depth case studies from around the world. NGOs and UN agencies have used advocacy and negotiation with Ministry of Educations to pave the way for implementation of a number of measures for various groups of students, including:

- Facilitation of cross-border examinations
- Facilitation of host country school access and examinations for refugees.
- Development of distance learning alternatives.
- Support for refugee educators in the development of local certification boards.
- Policy development for returning refugees and for local integration
- Advocacy and technical support for development of international regional conventions.

**IIEP/UNESCO,** *Guidebook for planning education in emergencies and reconstruction.* **IIEP/UNESCO**
http://www.iiep.unesco.org/fileadmin/user_upload/Cap_Dev_Technical_Assistance/pdf/Guidebook/Guideboook.pdf

This Guidebook provides information and guidance to support ministries of education in countries affected by conflict or natural disaster, as well as UN organisations, donor agencies and non-governmental organisations (NGOs) working in support of these ministries. It has the following five sections:
1) General overview
2) Access and inclusion
3) Teachers and learners
4) Curriculum and learning
5) Management capacity

**4. Infrastructure for education**

**International Network on Education in Emergencies (INEE) / Global Facility for Disaster Reduction and Recovery (GFDRR). 2009,** *Guidance Notes on Safer School Construction***, INEE, Geneva / GFDRR, Washington DC**
**http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1005/INEE_Guidance_Notes_Safer_School_Constr_EN.pdf**

These Guidance Notes provide a framework of guiding principles of disaster resilient construction and retrofitting of school buildings. Safer school construction is essential to realising the objectives of the Education for All (EFA) and Millennium Development Goals (MDGs). The Guidance Notes address the need and rationale for safer school buildings; recommend steps for planning a safer school construction and/or retrofitting initiative; and identify basic design principles and requirements a school building must meet to provide a greater level of protection. These notes can be used to:

- Guide discussion, planning and design, implementation, monitoring and evaluation of school construction, including strengthening Education Sector Plans and to develop National Action Plan for Safe Schools
- Inform the design of training and capacity building on safer school construction
- Inform collaborative advocacy on issues related to safer school construction

Although these Guidance Notes focus on safer school construction for numerous situations, they do provide some relevant information on schools in conflict affected areas. For example, due to schools being targeted for large or small-scale attacks. In many areas, school children are abducted from schools and forced into military service. Schools in these areas should be designed to protect students from abduction and attacks and consideration given to creating a less conspicuous structure.

**Kreutner H V, Kundermann B, Mukerji K. 2003, *Guidelines for Building Measures after Disasters and Conflicts*, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) http://www.recoveryplatform.org/assets/publication/GTZ_GuidelinesForBuildingMeasuresAfterDisastersAndConflicts.pdf**

This paper present various practical references to the planning, procedures, and execution of reconstruction measures with special relevance to emergency situations after disasters and conflicts. It aims to provide this information to people who are in charge of the planning and execution of construction measures and their operation in emergency situations after disasters and conflicts.

Construction measures in the aftermath of disasters and conflicts constitute a fundamental contribution to redevelopment and a return to normality. Criteria such as significance, participation and self-help, poverty reduction, conformism, possible effects of conflicts, the reduction of vulnerability and, last but not least, sustainability have to be considered and weighed up in order to ensure the development-policy quality of the measures. Apart from that, main priority has to be given to the economic viability of the measures.

The construction of schools and other social buildings contribute to laying the foundations for an everyday life and the support of a productive coexistence. When rehabilitating existing living space, buildings of social infrastructure, such as schools and health care facilities, can also be rehabilitated or enlarged in order to be able to better cope with the new demands on the community. Appropriate planning and the involvement of the target groups' representatives considerably foster the ownership of the residents. Locally available resources should be considered in the use of construction material, in order to create regional economic effects as well as exemplary model solutions. Building measures are to be verified with regard to environmental concerns to avoid the over-exploitation of wood or other local resources. In the case of buildings that are to serve as models, an environmental impact assessment should be conducted to determine the risks of the future use of resources when spreading the technology.

With regards to employing people for construction, caution is advised for employing refugees, as this may upset the local population, who may feel this limits income possibilities for themselves. The situation may be made worse if the refugees are provided with their basic needs, such as food, free of charge. A limited operation of cash for work, however, can lead to a positive economic effect even with a shortage of formal work permits of the refugees. In

the case of rehabilitation and reconstruction, the employment of formerly displaced persons and ex-combatants can have a stabilising effect on the conflict dynamics and help to contain everyday violence.

When rehabilitating and reconstructing, it is essential to clarify property questions before the construction measure, in order to limit, for example, potential disputes about utilisation, which tend to arise during the integration of formerly displaced persons. The infrastructure of the building measure should be adapted to the local standard. Additional infrastructure facilities for the host population can also be provided, if necessary. In order to promote reintegration, it is beneficial to plan integrated schools for the resident population, returnees, and possible new settlers, and to adapt the existing infrastructure accordingly. The forming of ghettos in the new settlements, which frequently have disintegrative consequences, should be avoided. Exchange and regulation forums, as well as groups for the joint observation of the effects, can also be created between representatives of the target groups, in the broader sense, and the beneficiaries of the dwelling space.

### 5. Inclusive education

**Pinnock H. 2009, *Education in Emergencies: Including Everyone*. INEE, Geneva**
**http://www.eenet.org.uk/resources/docs/IE_in_Emergencies_INEE.pdf**

This paper outlines useful principles for an inclusive education approach in emergencies. It also gives advice for planning, implementing and monitoring the approaches. It details issue of resistance to inclusion, and how organisations can support their emergency staff to develop more inclusive education responses.

The principles of inclusive education are:
- That all children can learn
- Having respect for all children (regardless of age, gender, ethnicity, language, disability, health status, etc)
- That education structures, systems and methodologies should meet the needs of all children
- That a wider strategy is needed to promote an inclusive society.

The following lists key actions in the process of making emergency education responses more inclusive:
- Make sure someone on the education response team has knowledge of inclusive education and/or is given the responsibility of monitoring inclusion issues.
- Expect – and ask for – support from your organisation in moving towards more inclusion, throughout the response.
- Research who is being included in education and who is not, and learn why.
- Keep your planned response and budget flexible.
- Be committed to inclusive education.
- Build community support.
- Improve the physical environment so that it is safer and more accessible.
- Try to address factors beyond education – related to poverty, poor health, etc – that may prevent children from participating and learning.
- Support teachers and encourage inclusive education by building on what they already know and do.
- Encourage peer support at all levels.
- Support teachers, children and parents to make low-cost teaching and learning materials suitable for a range of learners.
- Address language issues by supporting teaching in mother tongue and sign language.

- Where appropriate, link to other organisations to share ideas and experiences.
- Be an advocate for change. Inclusive education should be included in policies. International laws should be upheld.
- Monitor and evaluate progress. Involve the community in this process.

**Pearce E. 2013, *Disability Inclusion in the Syrian Refugee Response in Lebanon*. Women's Refugee Commission, New York**
[http://67.199.83.28/doc/Disability_Inclusion_in_the_Syrian_Refugee_Response_in_Lebanon_REPORT.pdf](http://67.199.83.28/doc/Disability_Inclusion_in_the_Syrian_Refugee_Response_in_Lebanon_REPORT.pdf)

This report presents the key findings and recommendations from a four-week field assessment conducted by the Women's Refugee Commission in northern and eastern Lebanon in March 2013, and follow-up workshops with UNHCR staff and partners conducted in May 2013. It focuses on refugees who have fled Syria.

It is believed 80% of Syrian refugee children aged 6 to 17 are not being educated and need support. Research has indicated that children with disabilities are not attending school and only a small number of children with vision and mild physical impairments had been attending school. In Lebanon, where many of the people fleeing the conflict in Syria sought refuge, the Ministry of Social Affairs (MOSA) funds private schools to educate children with disabilities. MOSA social workers report that these schools are already at full capacity and many Lebanese children with disabilities find it difficult to access them. The Ministry of Education and Higher Education (MEHE) devolves decision making on inclusion of children with disabilities in public schools to local directors "dependent on their capacity." In some cases Non-Government partners have worked directly with public schools to support inclusion of selected children with disabilities, but to date this has mostly involved children with physical and vision impairments.

Both UNICEF and UNHCR have been expanding their partnerships with local organizations delivering private and specialised education services in Lebanon. These organisations have started to include a small number of Syrian children with disabilities in special education classes, which are largely based in separate facilities. UNICEF staff report that the biggest challenges to inclusion of children with disabilities in public schools are parents' attitudes, and then finding schools "equipped to take them." To date there has been very little targeted awareness-raising with the directors and teachers in public schools, or the parents of children with disabilities. As such, the demand for inclusion of children with disabilities in public school remains low.

MEHE has recently entered into a 10-year agreement with the Lebanese Center for Special Education to scale up learning support classes for children with learning difficulties in 200 public schools. Whilst this project will largely focus on children with learning difficulties and not those with more severe disabilities, the MEHE staff consulted are hopeful that this project will support more children with disabilities to stay in public school. MEHE staff also expressed an interest in developing a formal curriculum for inclusive education, allowing standardisation for qualification purposes. MEHE has no plans as yet for how this will be accessed by refugee children with disabilities, but the interest of MEHE to expand into inclusive education provides a unique opportunity to strengthen the education system for both Lebanese and Syrians with disabilities.

**The United Nations Relief and Works Agency for Palestine Refugees (UNRWA). 2013, *Inclusive education policy in brief*, UNRWA**
[http://www.unrwa.org/sites/default/files/inclusive%20education%20policy.pdf](http://www.unrwa.org/sites/default/files/inclusive%20education%20policy.pdf)

This paper details UNRWA's approach to inclusive education, which is summarised by the following principles:
- Belief in each child's potential for learning

- Acknowledgment of the right to education for all
- Recognition of the continuous need to improve education systems, classrooms and school practices to better meet the needs of students
- Include children vulnerable to marginalisation and exclusion
- Address attitudinal and environmental barriers to access, learning and participation by promoting a social model of disability
- Recognise individual needs and support our students
- Champion the idea that inclusive education fosters inclusive communities

The following advice is given to teachers to support inclusive practices:
- Adopt inclusive language and attitudes, believe in each child's potential for learning, make all students feel valued and welcome, encourage equal learning opportunities for boys and girls, and avoid stigma and discrimination of any kind
- Promote child-friendly schools, care for the health and wellbeing of all students, manage behaviour positively, ensure safe and healthy school environments free from bullying and discrimination, encourage participation of students, parents and communities
- Provide learning support, find different ways of teaching and learning, differentiate and enrich the learning content, task and materials, identify and refer students in need of additional support to the school's student support team, work together with parents, health care providers and community partners to support students

**ZOA. 2007, *Having Their Say: Refugee camp residents and inclusive education. ZOA's commitment to educational inclusion*. Maesot, Thailand. ZOA Refugee Care, Thailand**
**http://www.ibiblio.org/obl/docs4/ZOAPosition_Paper-Having_Their_Say.pdf**

ZOA is a Netherlands-based NGO that provides support to refugees, displaced people and victims of natural disasters. Assessment of the education services provided to refugees in Thailand found that initiatives to address the education of certain groups, e.g., women and girls and students with special education needs, have already been set up various groups. However, these were fragmented rather than systematically implemented. The paper recommends installing an overarching coordination system or body to harness and connect these initiatives and to address the gaps, to raise awareness about inclusion and to sustain the implementation of inclusive practices in schools, classrooms and adult learning institutions. The following specific recommendations are made to build capacity in the context of inclusive education delivery:
- Train school leaders in inclusive values and participatory leadership
- Train teachers and facilitators to positively mainstream children who are discriminated against into education activities
- Train school staff to develop pedagogical approaches which enable students to learn together rather than separately.
- Developing and establishing mechanisms to enable staff to monitor how 'welcoming' and 'friendly' their school is and to enable students to participate in decision-making in the school.

**Save the Children. 2008, *Non-Discrimination in Emergencies. Training Manual and Toolkits*, Save the Children, India.**
**http://www.crin.org/docs/ND_Emergencies.pdf**

Over 60 million children and young people are affected by natural or man-made disasters every year**.** This paper provides guidance for those involved in planning emergency responses and urges them to consider needs of the most vulnerable groups to ensure that emergency responses are more effective. Emergency interventions risk worsening or entrenching exclusion and prejudice if action is not taken from the beginning to identify discrimination and to challenge it. Children are particularly at risk of discrimination in an

emergency and these risks may be multiplied if children are girls, have a disability or are members of oppressed religious, ethnic or linguistic groups.

## 6. Gender and education

**International Network on Education in Emergencies (INEE) 2010,** *Gender Equality in and through Education - Pocket Guide to Gender*. **INEE. Geneva**
**http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1009/INEE_Pocket_Guide_to_Gender_EN.pdf**

This document acts as a quick reference guide to help practitioners make sure that gender in the context of education is taken into consideration as part of emergency preparedness, response and recovery. It facilitates decision makers to ensure educational interventions meet the rights and needs of all girls and boys, women and men affected by crisis. The content focuses on gender differences, inequalities and capacities with the objective of improving the effectiveness of educational interventions. It is based on the INEE Minimum Standards and the IASC Gender Handbook, building upon the foundational principles and standards codified within each.

In summary, gender sensitive education involves:
- Addressing gender-based barriers so that all girls and boys, women and men can learn
- Respects differences based on gender and acknowledges gender, together with age, ethnicity, language, disability, and religion are all part of a learner's identity
- Enables education structures, systems and methodologies to be sensitive to all girls and boys, women and men
- Ensures gender parity in education is part of a wider strategy to advance gender equality in society
- Continuously evolves to close gaps on gender disparity and eradicate gender-based discrimination.

Emergencies can present an opportunity to strengthen gender equality within educational policy by provoking national advocacy efforts and policy reforms. This can present an opportunity to promote gender equality. Evidence and lessons learnt from current or other emergency contexts can be used to inform advocacy and policy work. Examining post-emergency evaluations for information about achievements regarding gender dimensions can generate interest and motivation in future responses. If a country has no emergency education plan or disaster response policy specifically for education, then a crisis may be a good opportunity to create them. In this window, the concept of gender can be introduced and the planning aligned accordingly. The relevant international commitments and conventions can assist with developing policies.

**Save the Children UK. 2008, Making Schools Inclusive: How change can happen. Save the Children's experience, Save the Children, London.**
**http://www.savethechildren.org.uk/sites/default/files/docs/making-schools-inclusive_1.pdf**

This paper details how non-governmental organisations (NGOs) can help school systems in developing countries become more inclusive. It shares experience of developing tools and approaches that have improved education for the most excluded children in society.

The case study provided of Somalia is of interest where as a result of the prolonged civil war, the education system has collapsed with only 22% of the 1.6 million children of primary school age being enrolled in 2004/05 (28% of boys, 16% of girls). The teacher training system also broke down.  High drop-out rates among girls were mainly due to expectations

from teachers and parents that girls have less need for, or entitlement to, school than boys. As part of the reconstruction of the teaching and teacher training system, a strong emphasis on promoting inclusive attitudes and behaviour in teachers was therefore needed.

Save the Children's 2005 teacher training programme was designed to ensure that teachers worked in a child-centred and inclusive way, including introducing gender-based concepts. Teachers are encouraged to work in mixed classes and end gender-based allocation of tasks such as cleaning and fetching water. During 2006, 2,000 teachers in Somaliland and 1,271 teachers in Puntland attended pre- and in-service training. Another 700 rural teachers and 300 urban teachers are undertaking a two-year in-service training course. Improved teacher behaviour and other supports, like girls' education groups, community awareness-raising and school rehabilitation, increased the proportion of girls enrolled in target schools from 25% to 40%. In addition, mentors were trained to coach and guide teachers in teaching methods and approaches towards quality, gender-sensitive education.

**Tanner S & Antonowicz L. 2013,** *Thematic Study on Education and Gender Equality*. **Education for Change, London**
**http://www.ungei.org/files/resource_norad_thematic_study.pdf**

Providing quality education in refugee camps is a huge challenge, and girls are much less likely to attend primary and secondary provisions than boys in such situations.

In emergency situations, where schools have been closed or destroyed, or in situations of a high influx of refugees or internally displaced people, temporary education provision is often provided or supported by NGOs or UN bodies. Interventions are coordinated by a multi-agency Education Cluster. They typically include a mix of hardware and software support, advocacy and risk assessment. Although there is no gender-specific cluster, the Education and Protection Clusters have sub-groups focusing on gender issues and a cross-Cluster Gender-Based Violence Working Group is often established.

Similar challenges in the emergency situations arise as in other contexts in terms of gender equality, though they are exacerbated in conflict settings and there are gender-differentiated risks, vulnerabilities and capacities in emergency situations. Girls' access, retention and learning in education are particularly affected by the lack of safety on the way to school, greater pressure to marry or to engage in transactional sex when the livelihoods of families have been destroyed, and weak gender responsive teaching and learning. The teaching force suffers a lack of training, poor status and pay and a deficiency of women teachers in emergencies and post-conflict. Girls are also particularly vulnerable to gender-based violence and sexual abuse in refugee camps. Boys' access, retention and learning in conflict time are particularly threatened by armed forces recruitment and pressures to support families' livelihoods.

The INEE has a Working Group focused on Gender in Education in Emergencies (EiE). The Minimum Standards on EiE provide key principles and examples to support gender responsive planning and implementation for education in emergencies. Sectors such as protection, health (including sexual and reproductive health), water, sanitation and hygiene (WASH), nutrition, emergency shelter, early recovery, all provide essential services that contribute directly and indirectly to an inclusive learning environment. Despite the needs to address issues of gender and EiE, several evaluations reported the lack of systematic gender analysis and mainstreaming in interventions. Gender responsive tools for EiE need to be systematically and consistently used in order to strengthen response interventions from all partners.

Education specific issues where better practices are needed as well as better documentation of existing effective practices include:

- The recruitment of female teachers (as several reports highlight the critical importance of recruiting female teachers in emergencies)
- Planning for Alternative Learning Programmes (ALP), including accreditation, certification and transition to formal systems. While ALPs have enabled the schooling of thousands of children during and after emergencies, a recent UNICEF evaluation exposes some of the shortcomings of these programmes otherwise well established
- Psychosocial support enabling to reduce the education-related vulnerabilities for boys and girls, including building-up resilience, psychological counselling activities and protection, health and social services related measures which contribute to better access, retention and performance in schools and reduce boys and girls vulnerabilities due to emergencies.

**Kirk J. 2006,** *Education in Emergencies: The Gender Implications*. **UNESCO Bangkok.**
**http://unesdoc.unesco.org/images/0014/001489/148908e.pdf**

This paper examines both the supply and demand sides of addressing the gender dimensions of emergency situations:

**Supply Factors**
- If schools are destroyed, children may face long and dangerous journeys to attend school – in these scenarios, girls are more likely to stay at home.
- If the sanitary facilities at schools are damaged or destroyed, adolescent girls may miss school during menstruation.
- Boys may be at risk of abduction and forced recruitment by fighting forces at school or on their way to and from school. Girls may be at risk of abduction and of sexual violence and exploitation.
- Often in emergencies, fewer women work or volunteer in schools. Girls are disproportionately affected when schools are dominated by men.

**Demand Factors**
- Parents may be unable to pay school fees and the necessary supplies. Boys may be in a better position to go out and engage in income generating activities to pay their own school fees than girls.
- For refugees, Internally Displaced Persons (IDP) and others affected by crises, the symbolic power of education as a force for change and as a passport to a different and better life is particularly strong; children often want to go to school, whatever the costs. Girls who are desperate to attend school and to get good grades may have to engage in transactional sex with older men – and even teachers – in order to pay their fees, cover the costs of supplies and ensure good grades, thus exposing them to higher risks of STD and HIV/AIDS infection.
- Children who are separated from their families and living in temporary conditions with relatives or foster families may lack the support and encouragement to continue their education. This is especially the case for girls who are often expected to do household chores and have no time to study.
- Teenage pregnancy rates are often very high in refugee and IDP camps, and girls with their own babies may not be able to attend school because of exclusionary policies, social stigma, no extended family to provide childcare, lack of appropriate facilities, etc.
- Girls who are disabled, disfigured or severely mentally affected by the crisis are likely to be kept at home, possibly even hidden from outsiders, and very unlikely to be able to go to school.

In emergency situations, gender inequalities exist at a time when the political will, resources, and expertise to address these issues are usually least available. Education in emergencies is a critical intervention in the promotion of gender equality. It can create opportunities for girls and women for cognitive development and individual. It can help to improve the status of

women and girls in society. The participation of Women and girls is critical in post-emergency recovery, reconstruction and peace-building efforts.

The following strategies are gender-responsive measures that if implemented correctly would ensure that girls and boys have equal access to education in emergency situations:
- Locating schools and learning spaces close to the learners' homes and away from different kinds of dangers, such as soldiers' quarters and dense bush
- Involving community members to ensure safe travel to and from school, particularly for girls
- Proactively recruiting women teachers and providing support for additional professional development activities to complete these teachers' own education
- Timing classes to enable girls and boys with other responsibilities to attend
- Providing childcare facilities for women teachers and girl-mother students
- Providing sanitary materials and facilities for girls and women teachers
- Providing school feeding programmes or take-home rations for girls (and for the babies of girl mothers)
- Engaging girls and boys in the preparation of a 'missing-out map' – that is, a map of the children in the community who are currently not in school – and in the design of gender responsive education programmes to reach out-of-school children


## 7. Financing education

**Brannelly L. & Ndaruhutse S. 2008, *International Network on Education in Emergencies (INEE) Framing Paper: Education Finance in States Affected by Fragility*. CfBT Education Trust.**
**http://www.ineesite.org/en/education-financing/fragile-situations**

This framing paper for the 2008 INEE Policy Roundtable held in Brussels provides analysis, lessons learnt and recommendations on education financing in fragile states. Fragility in this context is defined as when states lack the capacity, resources, legitimacy, institutions and/or effective processes to deliver the expected services to its citizens. The main focus of this document is on aid for education, but this external financing is framed in the context of domestic financing for education.

Despite strong commitments to education by most fragile states, balancing education with other demands with a limited income is what results in education funding shortfall. Donors play a crucial part in making up this shortfall. In order to meet the Millennium Development Goal of universal primary education, an estimated US$9 billion of international assistance is needed, with US$5.2 billion of this needing to be allocated to conflict affected countries.

Financing education in fragile states needs to simultaneously address multiple needs, including immediate service delivery, institutional strengthening and governance reforms. Donors need to act responsibly and efficiently. Approaches must be flexible enough to respond to opportunities and progressive enough to break cycles of weak governance and capacity. The following recommendations are suggested for future action, advocacy and research for financing education in fragile and conflict affected states:

1. Global initiatives need to continue to increase awareness of the needs for education in states affected by fragility and generate further global debate on the particular challenges faced such as bridging the transition from humanitarian to development assistance. In addition they should explore how they can be used as a platform to attract further resources, and support national financing of education.

2. Non-state partners are playing an increasing role in both financing and delivery of education in states affected by fragility. All stakeholders involved area encouraged to document and share lessons learnt from emerging practice. Open dialogue is needed to develop partnership frameworks between the private sector, NGOs, civil society, UN agencies, donors and government; and identify how the non-state sector has addressed the risks associated with governance and accountability.

3. Analysis is needed of multi-donor trust funds (MDTFs) to distinguish the real advantages and disadvantages of pursuing them.

4. There is a lack of documented good practice of education programmes and projects in arrested development or deteriorating contexts. The evidence base does not provide sufficient information on which to make decisions on how best to engage in financing education in these settings. Research and knowledge sharing between agencies is needed to document lessons learnt and emerging good practice in funding education programmes and projects in these two particularly challenging fragile contexts.

5. Comparative evaluation is needed once pilots/initial stages of the innovative/emerging new aid modalities have been completed. This will guide policymakers on the likely strengths and weaknesses of these approaches.

6. As new aid modalities and financing actors emerge and as situations change rapidly on the ground at the country level, there is a need for close international cooperation between all stakeholders to develop an agreed upon modus operandi, particularly at country-level, to ensure that policy translates into action and is within the scope of international commitments.

7. Further advocacy work is needed to encourage greater humanitarian financing for education, particularly in the gap between humanitarian and development financing. Donors should include education within their humanitarian policies.

8. A stakeholder analysis would identify needs for guidance materials, particularly for education finance teams within states affected by fragility. It should include lessons learnt as well as clarifying funding modalities, options, and types of finance available or which explains how the ownership process is expected to work.

## 8. Teacher salaries

**Sommers M. 2004, *Coordinating Education During Emergencies and Reconstruction: Challenges and Responsibilities*. UNESCO/IIEP.**
**http://www.unesco.org/iiep/PDF/pubs/136154.pdf**

"Among the most vexing and widespread operational challenges in field co-ordination for education during emergencies is devising an appropriate and affordable payment structure for teachers."

**International Network on Education in Emergencies (INEE). 2009, *INEE Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery.* INEE.**
**http://www.globalpartnership.org/media/library/INEE_Teacher_Compensation_Guidance_Notes.pdf**

Appropriately qualified teachers are an essential component of the provision of quality education. Attracting and retaining teachers in conflict affected populations can be challenging. In these situations, as well as acting as educators, teachers can also be the providers of life-saving non-academic information as well as offering reassurance and

normalcy for children and the wider community. Yet in fragile or conflict affected states teachers are often underpaid or not paid at all. Failure to pay of salaries in full and on time can also contribute to social unrest, and to learning situations in which children are vulnerable to exploitation. These guidance notes are designed to address this critical challenge and provide a suggested framework for compensating teachers. They do not provide a blueprint response suitable for every situation, but should be used as a platform to inform planning and policy decisions.

The following is a summary of the guidance in this paper, which are broken down into three sections:

A. Policy and Coordination of Teacher Compensation
- Undertake collection of reliable data and information related to teacher compensation.
- Develop coordinated policy regarding teacher compensation.
- Monitor and enforce coordinated policy regarding teacher compensation.
B. The Management and Financial Aspects of Teacher Compensation
- Recognise and respect that government and education authorities have the principal responsibility for ensuring teachers are compensated.
- Develop an appropriate system for the identification and payment of teachers that is equitable, graduated and sustainable.
- Identify appropriate systems for financial controls and payment mechanisms.
C. Teachers' Motivation, Support and Supervision as Forms of Non-Monetary Teacher Compensation
- Value the role of complementary forms of teacher motivation and support as important for teacher well-being.
- Ensure the place of professional development and other aspects of training and support in contributing to teacher motivation.
- Institute appropriate management, supervision and accountability systems for teachers.

**Dolan J, Golden A, Ndaruhutse S & Winthrop R. 2012,** *Building effective teacher salary systems in fragile and conflict-affected states***. CfBT Education Trust/Center for Universal Education at Brookings.**
**http://www.brookings.edu/~/media/research/files/reports/2012/10/fragile%20conflict%20states%20winthrop/09_cfbt_brookingsreport.pdf**

Ensuring teachers receive their salaries is a key challenge when attempting to deliver education at scale in conflict affected and refugee affected populations. The link between teacher pay and expanding access to education is strong. Salaries may not have a direct impact on specific learning outcomes, but it does influence teacher recruitment, retention, satisfaction, morale and class size, all of which impact on quality of education.

In the context of delivery of education in fragile or conflict affected states, many teachers work to provide education at enormous sacrifice to themselves and their own families. There is an argument that it is only fair that teachers are paid in full and on time. A functioning and effective teacher salary system is necessary for any successful education system. In fragile and conflict affected states it is frequently a major barrier to rebuilding the education system.

There are various reasons why the teacher salary system may fail (see the table of challenges and solutions in Annex B of this HEART helpdesk report). The solutions to ensure the teacher salary system succeeds fall into one of three categories:
- Fixing existing systems through incremental change
- Implementing step changes in a system by making significant adjustments and creating momentum that leads to sustained improvements, and

- Bypassing the existing system altogether.

The appropriate solution will vary depending on context but all of them have the ability to clear blockages within the systems for payment of teacher salaries. Understanding how a salary system should work and how it is currently working is the first step to overcoming the challenges.

The report suggests a set of recommendations for donors and national governments aiming to improve delivery of education to fragile and conflict affected populations through teacher salary systems:

1. If banking and/or Public Financial Management (PFM) systems need to be rebuilt, use alternative payment channels via third party agents – whether an accountancy firm, an Ministry of Education (MoE) official, mobile banking, or some other means – to pay teachers as a short-term solution.

Recommendations to national governments include:

1. Use computerised/digital PFM system and computerised Education Management Information System/Teacher Management System (EMIS/TMS) to improve linkages between payroll and EMIS/TMS.
2. Involve civil society in audit functions of PFM system, including payroll.
3. Enable the MoE to have full visibility of the payroll pipeline with control over payroll requests through the establishment of an effective internal audit office.
4. Reduce time needed to officially register new teachers on the payroll and where relevant, put in place a mechanism to integrate returning refugee or community teachers on the payroll.

Recommendations to donors:

1. Provide technical support to develop the capacity of the banking sector, the national revenue authority and the national audit office as well as supporting the development of information management and teacher payroll systems.
2. Commit to providing financial assistance in a sustainable way for the long term.
3. Provide financial support via a variety of aid modalities (the most appropriate one will depend on context).

Having framed and discussed the issues in the larger policy paper, the following summaries are case studies that provide the teacher salary system and its challenges in three unique country contexts.

**Brannelly L. 2012, *The teacher salary system in the Democratic Republic of the Congo (DRC).* CfBT Education Trust**
**http://cdn.cfbt.com/~/media/cfbtcorporate/files/research/2012/r-building-effective-teacher-salary-systems-drc-2012.pdf**

This case study is based on a desk-based rapid review of relevant literature completed in 2011. It provides an overview of the teacher remuneration system in the Democratic Republic of the Congo (DRC). It firstly provides a model for understanding the different parts of the teacher salary system and secondly identifies major challenges that are preventing the system from working.

The DRC's teacher salary payment system has many problems including a lack of clear processes for auditing and public financial management and, within payroll, a lack of knowledge about the precise number of teachers. These problems impact on the wider system, causing overall weaknesses in the ability of the government to successfully manage and govern the teacher payment system.

Due to these problems, it has been challenging for donors to successfully engage and support the payment of teacher salaries. Research into school mapping, a teacher census

and reform processes to teacher payment mechanisms following a full audit of the system are recommended before directly supporting salaries. The cost of this analysis will have to be met by the donors.

In the DRC there is a lack of accurate data on the number of teachers, which is delaying progress. A number of teachers employed during times of conflict have yet to be registered on the payroll. Improving the Payroll is a key starting point for bringing about governance reforms. The establishment of codes of conduct, simplification of payroll places and, where possible, the use of technology to facilitate information sharing as well as electronic transfer of funds will improve the salary situation.

The key challenges identified in DRC were:
- Bureaucratic, multi-layered system, creating opportunities for corruption and delay
- Limited role, capacity and authority of SECOPEP (Service de Contrôle et de la Paie des Enseignants Provincial – Provincial Office for Teacher Salaries and Monitoring.
- Lack of accountability at local levels, particularly for public accountants.

**Golden A. 2012, *The teacher salary system in Afghanistan*. CfBT Education Trust**
**http://cdn.cfbt.com/~/media/cfbtcorporate/files/research/2012/r-building-effective-teacher-salary-systems-afghan-2012.pdf**

This case study is based on a desk-based rapid review of relevant literature completed in 2011. It provides an overview of the teacher remuneration system in Afghanistan. It concludes that while there have been some improvements in recent years, significant challenges remain in improving the teacher salary system in Afghanistan. For example, alternative avenues of collecting salaries for teachers in rural and insecure regions has given them greater freedom, this has resulted in an increasing amount of money being leaked through the system in the form of fees and concessions. In addition, a lack of interaction between the Ministry of Education and the Ministry of Finance and general inefficiency has led to complications in salary payment, increasing the likelihood of corruption.

The author is optimistic that the system will improve. With donor assistance, the Public Financial Management (PFM) system and the audit system has been strengthened, and the national and commercial banking system has improved. The payroll system is also improving with an Education Management Information System and Teacher Management System, which continues to grow. Salaries continue to be supported directly and indirectly through donor assistance.

The key challenges identified in Afghanistan were:
- Corruption
- Provincial insecurity
- Weak infrastructure and management
- Insufficient financial resources

**Turrent V. 2012, *The teacher salary system in Sierra Leone*. CfBT Education Trust**
**http://cdn.cfbt.com/~/media/cfbtcorporate/files/research/2012/r-building-effective-teacher-salary-systems-sierra-2012.pdf**

This case study was undertaken as a rapid review of recent literature focusing on the teacher remuneration system in Sierra Leone.

It found that increasing budget support is the easiest way for donors to support teacher salaries. However, corruption, continued patronage politics and weak government institutions continue to delay progress and make donors cautious. Many donors want to maintain control of large number of projects themselves, with limited interaction with government institutions.

Budget support for teacher salaries relies on donors providing predictable levels of funding. Establishing and supporting a 'recurrent window' within the Sierra Leone Multi-Donor Trust Fund, as has been done in Afghanistan, is another – the two are by no means mutually exclusive. Increased resources are clearly essential to ensuring that all teachers are paid adequately and on time. The whole system needs to be strengthened to ensure the efficient functioning of Sierra Leone's teacher payment system. Successful records management and payroll verification is most likely to be achieved during times of peace. It will make the system more efficient as less money is wasted on ghost teachers, incorrect payments and inefficient bureaucratic procedures.

Supporting teacher salaries through aid has played a key role in achieving universal primary education in Sierra Leone. It has also assisted to re-establish legitimacy of the education sector and government institutions in general. However, achievements in enrolment rates may be undermined by the loss of teachers who are upset by late or non-payments of salaries. To make progress in this Sierra Leone, financial support for the cost of teacher salaries and the development of an effective teacher payment salary system will be essential.

Key challenges identified in Sierra Leone were:
- Ghost (non-existent) teachers
- Inadequate teacher records and payroll management
- Bringing community teachers onto the payroll

**9. Annex A – Recommendations concerning education programming in emergencies and standardised interventions**

Source: CfBT Education Trust/IIEP-UNESCO. 2009 (see section 3)

| Education programming in emergencies | Child-friendly spaces |
|---|---|
| • Consider the extent to which education programmes respond to educational and/or protection needs, and how greater integration between the sectors might benefit the holistic care of children and contribute to longer-term recovery of both individuals and the education or protection system. | • Ensure that the concept 'child-friendly space' is defined and described accurately enough to remove ambiguity and differing interpretations between headquarters and field staff. |
| • Give field workers the flexibility in programme management to respond meaningfully to local contexts. | • Ensure that using child-friendly spaces does not prevent agencies from considering and developing alternatives, including engaging the community in providing for both psychosocial and educational needs in an integrated manner. |
| • Consider the extent to which responses can meaningfully engage with communities and respond to their needs. | • Examine whether separating games and sport (psychosocial) from formal or informal learning is necessary and effective. |
| • Ensure that community participation or consultation is culturally appropriate, and that responses based on consultation are community driven, protecting existing positive initiatives rather than imposing a standard model. | • Explore ways of providing spaces and activities which are geared towards older children, especially those at risk from recruitment or abuse during conflict, perhaps through a range of 'vocational' and 'academic' activities. |
| • Continue to advocate the importance of education in emergencies with institutional donors and other funders, including education needs of secondary-aged children. | • Ensure that greater and more sensitive provision is made for disabled children through staff training, appropriate equipment, and layout and access arrangements. |
| • Work towards 'necessary change', that is, change should be kept to the minimum necessary to ensure that previous negative factors (such as discriminatory curricula or male-oriented teaching practices) are effectively challenged, but change should not be brought in for change's sake. | • Consider the possibility of providing appropriate compensation for the poorest families to allow their children to attend. |
| | • Incorporate exit or transition strategies which are sufficiently flexible to meet a range of future probabilities, into programme design from the outset. |
| | • Find ways to ensure that volunteers' time is appropriately compensated and reviewed if the situation goes beyond a short-term emergency. |

| School feeding programmes | Education kits |
|---|---|
| • Promote the use of feeding programmes as a way of building self-sustaining, school-meal programmes through a planned, negotiated transition strategy.<br><br>• Consider widening the coverage of feeding programmes to include more non-formal programmes.<br><br>• Ensure that the aims of a school- feeding programme are clearly defined and appropriate to either an 'emergency' situation, or one in a 'development' context.<br><br>• Ensure that exit or sustainability strategies do not compromise the attendance of the most vulnerable children. | • Where possible, source materials locally.<br><br>• Provide items suitable for children with a range of disabilities, and items which are suitable for girls' use in specific cultural contexts.<br><br>• Expand coverage to include secondary education kits.<br><br>• Ensure that supporting training and materials are available.<br><br>• Where kits are are used, provide appropriate teacher training.<br><br>• Consider adapting kits according to context and needs either to provide materials for short term provision, or to be used as longer-term supplements to encourage developmental activities.<br><br>• Undertake needs assessments, which distinguish those schools in need of materials from those which do not, and prioritize distribution accordingly. |

## 10. Annex B – Challenges and solutions associated with teacher salary systems

Source: Dolan et al. 2012 (see section 8)

| Table A: Common challenges and their associated solutions | | |
|---|---|---|
| **Parts of the teacher salary system** | **Challenges** | **Solutions** |
| **Banking** | **Challenge 1: Collapsed or non-existent banking system outside the capital** | • cash agents designated to represent banks<br>• contract out salary disbursement to a third party (e.g. accountancy firm)<br>• use mobile banking. |
| | **Challenge 2: Lack of trust or confidence in the banking system** | • use Ministry of Education (MoE) officials or teachers as intermediaries to pay salaries<br>• use commercial intermediaries to transfer funds. |
| **Public Financial Management (PFM)** | **Challenge 3: Capacity constraints in the PFM system** | • donor assistance to improve PFM system<br>• pay teacher salaries via school management committees. |
| | **Challenge 4: Cash-based payment system** | • contract out salary disbursement to a third party (e.g. accountancy firm)<br>• provide stronger accountability mechanisms for cash-based payment. |
| | **Challenge 5: Lack of electronic databases for PFM** | • introduce a digital PFM system to monitor expenditure. |
| **Auditing** | **Challenge 6: Capacity constraints in relation to auditing** | • involve civil society in the audit function<br>• donors provide assistance to the National Audit Office<br>• government to set up an internal audit office in MoE. |
| | **Challenge 7: Limited access to financial information** | • involve civil society in budget tracking<br>• government to use Financial Management Information System (FMIS) digital database to track and record budget expenditures. |

| Parts of the teacher salary system | Challenges | Solutions |
|---|---|---|
| **Payroll** | **Challenge 8: Inadequate or incorrect records and payroll verification** | • improve links between payroll and EMIS<br>• use identity cards (with biometric data) to reduce the number of ghost teachers on the payroll<br>• government to put mechanisms in place to facilitate displaced teachers' return, employment and registration on the government payroll system<br>• use mobile money networks to keep records of clients and provide payroll verification. |
| | **Challenge 9: Lack of clarity on lines of accountability and locus of responsibility on the payroll between and within government ministries** | • government to reach agreement to integrate community-based schools, students, and teachers into the government system and payroll<br>• link teachers to mobile money platforms for payment of salaries<br>• enable MoE to have visibility of the whole payroll pipeline. |
| | **Challenge 10: Complicated process for payroll submission, verification and payment** | • submit requests to MoE, not Ministry of Finance (MoF) to cut down on payment disbursal time due to lack of communication or delays between ministries<br>• government to reduce amount of time to officially register new teachers on the payroll. |
| **EMIS/TMS** | **Challenge 11: Inefficient or non-existent EMIS/TMS** | • link headcount information, payroll and EMIS through a computerised system for triangulation and savings from ghost teachers<br>• government to reduce amount of time to officially register new teachers on the payroll. |
| | **Challenge 12: Difficulties in accessing and collecting information** | • map refugee teachers and plan for their reintegration<br>• integrate community-based teachers onto the government payroll<br>• use a computerised system with reliable internet connection to enable decentralised education offices to update information<br>• use new technologies to enable increased access to a digitised EMIS database. |

| Parts of the teacher salary system | Challenges | Solutions |
|---|---|---|
| **Government financing** | **Challenge 13: Weak revenue collection and a small tax base** | • improve revenue collection<br>• faith-based and community-based organisations to manage schools and pay salaries. |
| | **Challenge 14: Wage bill caps** | • remove or raise wage bill caps<br>• informal recruitment of teachers paid for by the community. |
| **Donor financing** | **Challenge 15: Reluctance of some donors to fund teacher salaries for reasons of fiduciary risk** | • support the payment of salary supplements via foreign exchange to staff or of salaries indirectly via debt cancellation or budget support<br>• support the payment of salaries via multi-donor trust funds or pooled funding<br>• bypass the government and support the payment of salaries via a UN-led joint approach. |
| | **Challenge 16: Donors' concerns about the long-term sustainability of paying salaries from aid money rather than national resources** | • donors support the strengthening of the tax base via the provision of technical assistance to the national revenue authority<br>• donors admit that they are there to support the system in the long term with a long-term exit strategy based on gradually reducing support as the government budget increases. |
| **Community financing** | **Challenge 17: Lack of resources to pay salaries** | • donors and non-governmental organisations (NGOs) provide resources to communities and faith-based organisations (FBOs). |

**Authors**

This query response was prepared by Stephen Thompson

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