

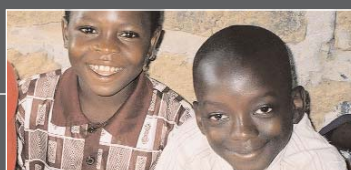


USAID
FROM THE AMERICAN PEOPLE

If

NO ONE WILL BE LEFT BEHIND:

FACING THE POLICY CHALLENGES OF INCREASING
THE QUALITY AND REACH OF EDUCATION IN
DEVELOPING NATIONS



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CHALLENGE TWO: ECONOMIC GROWTH AND WORKFORCE DEVELOPMENT

THE CHALLENGE IN CONTEXT

Among the many reflections that have occurred since the attacks of September 11, 2001 have been the renewed realizations that the world is highly interconnected and that attention to the world's poor must be high on the economic agenda. Although there was great optimism twenty years ago, the record of the rich nations in raising the developing world to a minimal level of well-being has not been a shining one. "In 1983, The World Bank predicted that developing nations' average gross domestic product would grow 3.3 percent a year over 15 years. In fact it barely grew at all."⁵⁷ Poverty remains shocking and about a third of the world lives on the equivalent of \$2.00 per day. "In 1820, the richest country had only three times as much income per person as the poorest; today, the richest nation has 20 times the income."⁵⁸

"Economic growth" is an important economic and philosophical approach to meeting the world poverty challenge, but economists have long been divided about what drives "growth". In the 1980s, The World Bank advocated that countries to which it lent funds adopt such reforms as free trade in order to bolster competition, deregula-

tion in order to spur free markets to allocate resources, and restrained government spending to control inflation. The rate of success of these policies has been called poor; although from one point of view this was mostly because the Bank lent money whether the reforms were instituted or not. When nations adopted the reforms, this view maintains, the nations did fairly well.⁵⁹ Critics of the emphasis on market policies to stimulate economic growth, such as Joseph Stiglitz, former Chief Economist at the World Bank, suggest that economic growth is affected by a wide array of factors including education and the quality of financial institutions. The philo-

sophical divide also slides over into workforce development with the debate, to be noted later, over the differing development emphases on 'livelihoods' and 'jobs'.

From a global perspective, clearly millions are currently being left behind and left out of the world's workforce. One situational analysis of the workforce situation delineates the breadth and the depth of this challenge (or more accurately a crisis).

Another analysis offers hope. An international research project in 2001,⁶¹ using the tracer study methodology noted previously, has evaluated the further education and employment experiences of

THE WORKFORCE SITUATION

- **Nearly 150 million people in the world today are unemployed.**
- **a billion (roughly 30 percent of the world's labor force) are unemployed or have such low level jobs that they cannot support themselves or their families.**
- **3 billion people try to survive on two dollars a day.**
- **About 1 billion young people are in some form of school in today, or they should be in school, about to enter the labor market at unprecedented rates between and 2015. Right behind them; another 1.5 billion youth.**
- **Only 10 percent of these youth will live in countries where there are jobs for them (at the present time).**
- **All of these (youth) challenge the capacities of the educational systems of developing countries, already bursting at the seams, unable to cope.**
- **How will they earn their livelihoods?⁶⁰**



secondary school leavers and university graduates in four African countries: Malawi, Tanzania, Uganda, and Zimbabwe. Over 5,000 graduates and school leavers were interviewed. The university sample was drawn from graduates in a variety of occupational areas who left their national universities in 1980, 1987, 1994, and 1999. A representative sample of Form Four school leavers in 1990 and 1995 were also traced.

The study showed that despite increasing concerns about unemployment among university graduates in much of sub-Saharan Africa, nearly all the sampled university graduates in the four survey countries were in training—related wage employment in late 2001. Only between one and three percent of the university graduates were unemployed and looking for work. The incidence of wage employment among the 1990 school leavers, however, was much lower, with only half in wage employment in Zimbabwe, Uganda, and Tanzania. The figure was over 80 percent in Malawi. It was also estimated that between 10 and 38 percent of the terminal school leavers were in full-time self-employment in mid-late 2001.⁶²

The researchers concluded that the employment outcomes were better than expected but that there are still “enormous challenges of

educating and utilizing secondary school leavers and university graduates in an efficient and effective manner in low-income African countries.” They cautioned that “given the paucity of new employment opportunities in the formal sector, much more needs to be done in order to ensure that both of these groups are better prepared for productive self-employment, especially in high-growth and higher skill activities.” Importantly for the future direction of efforts in education, the researchers also concluded “that improving the overall quality of higher and secondary education is also absolutely crucial.”⁶³

A nation can be directly measured by the current prospects of its youth.

John F. Kennedy

The global challenge of the workforce crisis is both a threat and an opportunity.

The threat is complex and multi-fold. It is, as described earlier, both Jihad vs McWorld (Barber) and The Lexus and the Olive Tree (Friedman). The elements of the threat, whose foundation is poverty, are reflected in the unrest at world economic and trade forums, and include:

- the policymakers’ decreasing power to control what hap-

pens inside their borders in terms of information, capital and technology;

- the kinds of economies that are wanted;
- who gets to participate in the new economies; and
- who benefits and who bears the costs.

Poverty is also linked closely with social and political unrest, genocide, environmental degradation, discrimination against women, and decreasing levels of health. Wars in turn are being transformed from superpower confrontations to local community wars⁶⁴ or terrorist attacks where a “victory” response is nebulous and long-term.

The opportunity comes with the dramatic pace of the changes in the world today—costs of communication are dropping rapidly, political borders are disappearing, and economies are becoming increasingly interdependent. Capital, technology, and information flow freely in an out of national boundaries. This puts “unique pressures on developing nations, while simultaneously creating vast opportunities to realize higher levels of prosperity for their citizens if they can find ways that help their citizens participate in productive economic activity;”⁶⁵ in essence, workforce development.

Workforce development is therefore a key part of the response to the economic challenge and, before proceeding to review it in practice, it is important to clearly understand what is meant by the term. A strategic definition of workforce development is “developing the skills of a nation’s citizenry through a process of lifelong learning at work, in schools and community-based settings; a process that helps people with skills that allow them to earn livelihoods in local, regional and global markets.”⁶⁶

CRITICAL ISSUES

Meeting the challenge of economic growth and workforce development continues to be difficult. The situation has been likened to moving from “Teflon to Velcro.” The benefits of the unimpeded flow of capital, information and technology are slipping away from those without capacity and therefore a goal is to adapt quickly to help the benefits hold fast within each country.⁶⁷

A variety of critical issues therefore face economic growth and workforce development initiatives. These include:

- how to fulfill a set of prerequisites or needs that lead to competitive success;
- how to address a basic set of “disconnects” in developing nations;
- how to most accurately view

the world of economic development: through “jobs” or “livelihoods;” and

- for USAID, how to achieve a set of “breakthroughs” in overcoming obstacles to workforce development;

Responding to the globalization phenomenon will require initiating pressure internationally for the adoption of certain common standards in the workplace, the development of standards for those who will be competitively trained, and the adoption of competitive local standards. If a goal is to contribute to competitiveness through workforce development as measured by productivity and increased employment and employability, then there will be a need for:

- a more transparent and flexible labor market, with clear market signals and greater ability to respond to global industry trends;
- more portable skills through certification systems;
- greater efficiency in skills acquisition;
- more variety in training solutions;
- institutionalized articulation of competitive workforce needs by industry and training providers.⁶⁸

ADDRESSING THE DISCONNECTS

In order to fulfill these needs a number of basic “disconnects” on the demand and supply sides as well as the linking mechanisms between them have to be addressed. Table 4 delineates these disconnects and responses.

BREAKTHROUGHS

For USAID, there is a need for “breakthroughs” to overcome the workforce development obstacles. Suggestions include:

- Holistic approaches that are adopted to respond to issues at both the top and the grass-roots levels;
- Missions that should have more flexible money, not earmarked;
- Involvement of all stakeholders;
- Public works programs created that in turn create jobs;
- A long-term instead of a short-term view of workforce development.

LIVELIHOODS

Finally, it is important to note here, and briefly deal with, an issue that is critical because it focuses on a key word appearing repeatedly in the strategies and the initiatives on workforce development. That word is livelihood. It is not a word to be taken in passing or lightly since con-



Table 4

II

The economic growth and workforce development challenge is profound and daunting. It is “our choice.”⁷⁹ It is our choice to do nothing about the coming tide of unemployed youth and adults. It is also our choice to seize the opportunities represented by globalization to help countries build their societies (and economies) “by skilling their human resources—the only truly competitive advantage that’s sustainable over time.” IF workforce development is our choice, THEN the second option—skilling international human resources—must be chosen with clarity of direction, resolve, and a strong foundation of resources.

Ten Types of National Capacities
The Capacity to Set Objectives: based on an understanding of the national and local contexts, requires sound data and information about current needs and targets vulnerable groups.
The Capacity to Develop Strategies: requires a clear prioritization of needs, an understanding of the processes that can contribute to meeting them, and the development of meaningful benchmarks to determine progress.
The Capacity to Draw Up Action Plans: based on an agreed strategy, requires a detailed listing of required actions, identifies the parties involved in carrying them out and a clear timetable.
The Capacity to Develop and Implement Appropriate Policies: requires design of policies and methodologies for effective and accountable policy implementation.
The Capacity to Develop Regulatory and Legal Frameworks: requires adapting national laws and regulations for compatibility with relevant local conventions.
The Capacity to Build and Manage Partnerships: requires full and constructive consultation among key stakeholders (based on appropriate incentives) to secure commitments by the organizations and entities to be involved in the implementation of the action plan.
The Capacity to Foster an Enabling Environment for Civil Society: the success and sustainability of development initiatives require the participation of all relevant stakeholders, particularly the more vulnerable.
The Capacity to Mobilize and Manage Resources: requires a quantification of the resources (human, financial and other) that are needed for implementation and requires that these resources be mobilized and put at the service of the plan.
The Capacity to Implement Action Plans: requires that those responsible for carrying out every part of the plan be appropriately selected, that they be aware of their responsibilities, and know to whom they are accountable for performance.
The Capacity to Monitor Progress: requires that people and mechanisms be put in place to enable the measurement of agreed benchmarks and indicators; provides for feedback to ensure that objectives and strategies are adjusted so that progress is realized and sustained.
Stephen Browne. Developing Capacity Through Technical Cooperation: Country Experiences United Nations Development Programme/Earthscan Publications 2002, 4.



CHALLENGE THREE: HUMAN CAPACITY DEVELOPMENT AND TRAINING

THE CHALLENGE IN CONTEXT

As with all the challenges, it is essential to begin with clarity of definition, and capacity development requires this. The term capacity development, as differentiated from capacity building, has been referred to as a long-term process that encompasses many stages, including building capacities and ensuring ownership and sustainability.⁸⁰ Capacity itself has also been viewed as occurring in two dimensions—human resources and organizational functions—with capacity-building involving human resources development and organizational engineering. When reference is made to the public sector, institution building is used. Capacity is defined as “the ability to perform functions, solve problems, and set and achieve objectives.”⁸¹ Browne, writing for UNDP, also differentiates between three levels of capacity: individual capacity, institutional capacity, and societal capacity (“the opening and widening of opportunities that enable people to use and expand their capacities to the fullest”).⁸² Amartya Sen, as noted earlier, emphasizes the importance of “development as freedom:” freedom to develop human capabilities to dream, reflect, and make choices.

There has been an increasing call to emphasize (or re-emphasize) the linkages between goals and the development of national capacities. One proposed set of general goal/capacity linkages, albeit in the engineering mode, is shown below.

CRITICAL ISSUES

Training is a facet of capacity building (and, as such, usually short-term) rather than capacity development. Training has long been regarded as a panacea for the ills of organizations, including educational organizations, around the world. That it has not been that panacea has not surprised many practitioners, including those in the training field, but it has also eluded many in international and development education. Training people, especially using didactic methods, and then dumping them back into organizational environments to wallow once again in the problems that continue to exist, has been counter-productive. Institutional change is also required. On-the-job training that involves committed mentoring, or training that takes a more comprehensive view of organizational development, including a sense of ownership by trainees and performance improvement objectives, offer more viable training alternatives to the millions left behind. For these reasons, broad terminology such as human capacity development provides greater value and utility in its inclusiveness.

Training does not take place in an institutional vacuum. As Thompson (1995) has observed, “training alone will not convert a conventional, technically-oriented, bureaucratic institution into a more people-centered, learning-oriented, strategic organization”.⁸³ In order to have a lasting impact, training has to be linked closely to a variety of internal change processes—changes to an organization’s working rules. Thompson’s view of training refers not to simple classroom-based teaching and instruction but rather the creation of interactive learning environments and continuous learning opportunities. . . becoming ‘learning organizations’⁸⁴. . . to use the parlance of organizational change guru Peter Senge and his classic, *The Fifth Discipline*.⁸⁵

For training to have any impact at all, it must be one of an array of elements that comprise a social learning process, and be integrated into a program of human capacity development; an idea acknowledged by the coupling of human capacity development and training in many international development institutions. To paraphrase the oft-told parable: “if the only tool you have is a saw, every problem will look like it should be cut into small pieces.”⁸⁶ The problems, however, require making connections among a varying set of human capacity development processes and responses.

BEST PRACTICES

There are many examples of internationally focused, USAID-financed higher education partnerships. The United Negro College Fund Special Projects Corporation, for example, manages sets of partnership grants. These include the Tertiary Education Linkages Project (TELP), which is available to other institutions as well; and the International Development Partnerships (IDP). The Education for Development and Democracy Initiative (EDDI) partnerships, a program launched in 1998 and concluded by September 2004 (but which has been superseded by other efforts), involved the public and private sectors. Focusing on partnerships at many levels, EDDI involved policy-making and grassroots democracy networking through community resource centers, technology innovations, and girls' scholarship and mentoring activities. EDDI sought to improve the level and quality of education in Africa and emphasized the participation of young girls and women in the educational process.

These and other higher education partnerships vary widely in content and focus. Organizing themes include:

- **Energy and Environment** partnerships in Bangladesh, Cambodia, and Jamaica/Barbados;
- **Health Sector** partnerships in

Brazil (Tennessee State University and University of Amazonas), and South Africa (University of Massachusetts and the Medical University of South Africa);

- **Industrial Research** sector partnerships in Egypt, South Africa, and Tanzania;
- **Democracy and Governance** sector partnerships in Ivory Coast, Romania, and Guyana;
- **Curriculum Development** in Armenia and South Africa;
- **Food Production** sector partnerships in Ethiopia and Guyana;
- **Community Development** sector partnerships in Benin (West Virginia State University) and Cameroon.¹¹¹

Other examples come from Texas A&M University/National Autonomous University of Mexico (Animal and Plant Health Constraints to Free Trade) and the ALO Partnership Programs. The latter programs, principally in Africa and Latin America but with some projects in Asia/Near East, are international partnership programs that offer \$100,000 awards (available to all accredited US colleges and universities) in an annual competition. The foci of these programs include international workforce development partnerships offering

\$50,000 awards to develop prototype programs addressing information technology (IT) and other fields, and special initiatives designed and funded by USAID missions (e.g., El Salvador; Rwanda, West Bank, Ethiopia).¹¹²

Community colleges have offered many examples of higher education partnerships. USAID provided, in 1992, resources to community colleges to establish linkages with counterparts in developing countries (a total of \$0.5 million funded 42 projects in six countries). That funding has ended, but the impacts of those partnerships are beginning to be seen.¹¹³ Impacts in India have included 5,000 graduates of community colleges, 60 community colleges established, and a 70 percent placement rate after graduation.¹¹⁴

II

Effective partnerships in higher education present opportunities and many challenges. They are not easy, but the results can be rewarding for all the partners. IF "lessons learned" can be applied, THEN we can improve decisions about and the management of these partnerships, and in the process improve the reach and quality of education in developing nations.



CHALLENGE FIVE: EDUCATION IN CRISIS/CONFLICT SITUATIONS

THE CHALLENGE IN CONTEXT

To begin, it is important to define what is “education in crisis/conflict situations.” The most simple and straightforward answer, by Margaret Sinclair, the mother of policy and research on education in crisis situations, is that it is “when children lack access to national education systems due to manmade or natural disasters.”¹¹⁵ More specifically there are three types of crises where education in crisis situations (ECS) may be required.¹¹⁶

- **Natural Disasters**, which include storms, earthquakes, droughts, volcanic eruptions, tsunamis, and floods. Education in these circumstances is normally discontinued temporarily as school buildings may be destroyed and learning materials ruined. ECS programs would have to be established quickly but most likely would only operate for a short period of time. The earthquake and tsunami of late 2004 affecting Indonesia, Sri Lanka, India, Thailand, and other nations has put ECS programs to a major test.
- **Armed Conflicts**, which can

occur as a result of war between countries or civil strife within countries. Such conflict can disrupt the educational process for a year or many years. ECS programs established during armed conflicts last longer than those set up during natural disasters.

- **Quiet Crises**, such as epidemics, famine, and/or failure of social systems (e.g. when families are unable to care for youth). Such crises gradually lead to large numbers of children whose educational needs are not being met. For example, a new quiet crisis challenge in countries with extreme poverty is an increase in the numbers of street children.

Many different categories of persons may want education during times of crisis. One important distinction is between refugees and Internally Displaced Persons (IDPs). Refugees are people who have migrated across borders to another country for reason of unbearable conditions or by force. It is estimated that during 1999 and 2000 there were over 11.6 million refugees in the world, and a majority of them came from developing countries of Asia and Africa.¹¹⁷ Internally Displaced Persons are people who have been forced to relocate within their own country.

A study by Save the Children/UK estimated that 13 million children have been displaced by violence within the borders of their countries.¹¹⁸ Other categories of persons who may require ECS assistance include child soldiers, illiterate adults, and street children/orphans.

Four reasons have been cited as to why education should be provided in conflict/crisis situations:¹¹⁹

- Because education is a human right. This position is supported by the following:
 - Universal Declaration of Human Rights (1951).
 - 1990 World Declaration of Education for All Conference.
 - 1995 Fourth World Conference on Women.
 - 1996 Education for All Conference.
 - UN Conference on the Rights of Children.
- Because the extent of the need constitutes a moral imperative. One estimate (prior to the crisis in Iraq) found that there were in the world:
 - 12 million refugees.
 - 30 million internally displaced people (IDPs); people living within their own

MATRIX OF ACTIVITIES AND SUPPORT NEEDED FOR IMPLEMENTING AN EMERGENCY EDUCATION PROGRAM

Topic	Sub-topic	Immediately
Psychosocial Component	Recreational, Expressive and Community Service activities.	<ul style="list-style-type: none"> ● Quick structured activities for children and youth. ● Organization of community service activities.
Protection	Monitoring of the condition of children.	<ul style="list-style-type: none"> ● School statistics system developed including girls, children and young persons with disabilities, and minority students.
Life Skills Component	Life saving information that is outside or not adequately covered in the normal curriculum.	<ul style="list-style-type: none"> ● Dissemination of urgent preventative health, HIV/AIDS, environmental, land-mine awareness messages. ● Preliminary training of teachers and community workers in life skills. ● Audit of school subjects for removal of hate messages.
Academic Component	Non-formal Education (language and numeracy classes & related activities	<ul style="list-style-type: none"> ● Pre-school classes and groups ● Primary school type groups ● Youth groups including youth study group if desired.
	Formal Education	<ul style="list-style-type: none"> ● Planning restoration of a unified system of schooling through focus groups and planning meetings with community, government and regional authorities.
Capacity Building and Building of Operational Systems	Teachers and School Administrators	<ul style="list-style-type: none"> ● Volunteers teaching and working with young people.
	School Management Committees/PTAs	<ul style="list-style-type: none"> ● Concerned parents and leaders identifying space, shelter and coordinating volunteers.
	Local Government and NGO's	<ul style="list-style-type: none"> ● Identification of educational professionals and inclusion into planning and management of educational programs.
Supplies	Shelter	<ul style="list-style-type: none"> ● Plastic sheeting, poles, tarpaulin/plastic mats or tarpaulins for floor covering. ● Where possible area should be fenced.
	Furniture	<ul style="list-style-type: none"> ● Blackboards and supports, teachers' chairs
	Student Materials	<ul style="list-style-type: none"> ● Start-up set of exercise books/slates, pens/pencils, and recreational materials. Additional exercise books for adolescents/youth. ● Recreational/ other learning materials for life skills and trauma.
	Teacher/ Facilitator Materials	<ul style="list-style-type: none"> ● Exercise books, pens, textbooks, teacher's guides, or resource materials for preparing lessons; including basic resources on how to teach. ● Teaching/learning materials for trauma healing and life skills education. ● Registration and attendance books for students.

	Sooner	Later
	<ul style="list-style-type: none"> ● Incorporation of the importance of psychosocial issues into teacher in-service training. ● Psychosocial healing discussions for teachers and leaders in youth, women's and community groups. ● Strengthening of structured activities for adolescents and youth. 	<ul style="list-style-type: none"> ● Training of at least 2 persons (male/ female) per school as counselors. ● Systematic and continuing development of psychosocial activities within the curriculum. ● Development of programs for non-school going children and youth to provide basic literacy, numeracy, and life skills.
	<ul style="list-style-type: none"> ● Community survey using students and community groups to identify non-school-going children. ● Programs developed to target students not attending school due to discrimination and/or weak family motivation and poverty. 	<ul style="list-style-type: none"> ● Integration programs established and refined with adequate measures taken to ensure children's security. Including liaison with community (women, youth, and leaders) groups. ● Special programs to promote gender equity and participation of persons with disabilities established, documented.
	<ul style="list-style-type: none"> ● Audit of school subjects for Peace-tolerance/citizenship, health and environmental content; enriching curriculum with simple activities in these fields. ● Programs in the above developed for non-school going children, youth groups, and community groups. 	<ul style="list-style-type: none"> ● Thematic life skill activities in health, HIV/AIDS avoidance, citizenship/peace education included in the timetable following grade-wise curriculum for one period per with specially trained teachers.
	<ul style="list-style-type: none"> ● Pre-school classes and groups ● Primary school-type classes merge into normal schools. ● Some youth study groups develop into Secondary school classes. 	<ul style="list-style-type: none"> ● Non-formal educational activities with a Life skills Component for non-school going youth. ● Coverage extended to meet community needs e.g. youth/adult/women's literacy, with a Life Skills Component built-in.
	<ul style="list-style-type: none"> ● Primary school type classes merge into normal schools. ● Some youth study groups develop into secondary school classes. ● Emergency-related curriculum elements and structure prepare for the new school year. ● Restoration of a standardized curriculum similar to area of origin. 	<ul style="list-style-type: none"> ● Arrangement made for student certification. ● Where applicable (for refugees) development of a curriculum that "faces both ways" serving both the language and curricular needs where the students are, as well as in the area of origin. ● Inter-agency work to define 'basic competencies by school grade, and develop related study test materials.
	<ul style="list-style-type: none"> ● Assessment of volunteers' skills and development of on-going in-service training. ● Confirmed by selection tests ● Payment of "incentives" to full time workers to establish daily consistency, lessen turnover and improve quality.. 	<ul style="list-style-type: none"> ● Self-management of Schools.. ● Design of in-service training to cumulatively lead to recognized qualification. Certification of trained teachers and school administrators by government or regional body/bodies
	<ul style="list-style-type: none"> ● Committees selected and approved by community. ● Trained to promote educational quality, relevance, participation, and management. 	<ul style="list-style-type: none"> ● Trained in strategies for post-conflict reconstruction and the development of sustainable educational systems, and introduced to Life Skills messages
	<ul style="list-style-type: none"> ● Strategies developed to facilitate their ability to implement projects including material support, transportation, communication and training needs. ● Grants and administrative training supplied for educational services. 	<ul style="list-style-type: none"> ● Progressive increase in responsibilities of local partners. Leading to handover of management of educational programs and responsibilities. ● Facilitate direct donor support to government and local NGOs.
	<ul style="list-style-type: none"> ● More cost-effective shelter, typically good roof and floor, low tech walls. 	<ul style="list-style-type: none"> ● Where applicable construction of permanent schools.
	<ul style="list-style-type: none"> ● Benches/desks of the correct size for students preferably made by refugee youth apprentices. Oldest students receive desks before younger students. 	<ul style="list-style-type: none"> ● Chairs and tables for teachers and school administration. ● Locking cabinets for schoolbooks and administration.
	<ul style="list-style-type: none"> ● Textbooks or extracts/similar texts based on area of origin curriculum replenishment of consumable supplies. ● Supplies to promote participation, e.g. secondhand clothing, sanitary materials, food incentives. 	<ul style="list-style-type: none"> ● Replenishment of consumable supplies. ● Additional items added according to local and programmatic needs. Supplies for new programs e.g. literacy, youth writers, sports groups.
	<ul style="list-style-type: none"> ● Refugee/IDP professionals should hold writing workshops to reproduce key elements of previous curriculum and/or emergency related materials for schools and youth. ● Development of teachers' guides focusing on developing the classroom skills of new teachers. 	<ul style="list-style-type: none"> ● In reconstruction phase, mass reproduction and distribution of revised post-conflict textbooks teacher's guides, curriculum education aids and supplementary materials, with life skills areas strengthened, hate passages deleted, and controversial areas resolved.



Hurricane Mitch struck Honduras in 1998. More than 5,000 people died, and one third of the population of six million people was displaced. The purely physical construction impact on the education system consisted of 3,000 schools out of 9,000 destroyed or damaged. More than 700 other schools were further damaged after being used as shelters (e.g., furniture used as firewood, equipment destroyed). The most immediate question was how to communicate with teachers and students. This was solved by the use of five-minute daily radio broadcasts with instructions for educators and parents. In the long term the terrible damage opened a window of opportunity for reforming the Ministry of Education and quickening school reconstruction.

There are also important differences between emergency education and development education. One obvious difference is speed; emergency education needs to be fast in order to protect children. The structure of a school gives children an identity and can normalize the environment for them, especially in refugee situations. Typically, setting up an ECS program is divided into three phases that often blend together:

- Phase I: finding safe spaces and setting up recreational activities.
- Phase II: characterized as non-

formal education, this phase includes such topics as peace education, immunizations, survival messages, HIV/AIDS, land mines, and sanitation.

- Phase III: re-establishment of formal education using a standard curriculum. (it is important not to try to change the national curriculum but instead supplement it with complementary activities).

A “Matrix of Activities and Support Needed for Implementing an Emergency Education Program,” (See previous page) prepared by Margaret Sinclair and Carl Triplehorn,¹²⁵ neatly summarizes, in general, the principal components (psychosocial, protection, life skills, academic), and the timing of this type of program.

BEST PRACTICES

The best practices of ECS are divided among a wide array of organizational actors. These practices continue to evolve through the efforts of the varied major players in ECS: the UN agencies (UNHCR, UNESCO, and UNICEF); USAID (the Bureau of Humanitarian Response); the U.S. State Department, and NGOs. Each plays different roles during crisis situations, whether they are armed conflicts, natural disasters, or quiet crises, and it is important to understand how each may help to maintain the fourth pillar of emer-

gency assistance: education.¹²⁶

The United Nations is the major international body that funds and coordinates aid for refugees and IDPs. *The United Nations High Commission for Refugees (UNHCR)* serves people who cross country borders during a crisis. It provides policy direction and leadership for the administration of refugee camps, either directly or through contracts with NGOs. It also helps to improve the quality of ECS programs, increase girls' participation in such programs, and develop a broader range of programs that reach beyond the primary school years to touch on special topics such as HIV/AIDS, Environmental Education, and Peace Education. *UNESCO* establishes strategies and priorities for ECS programs. It also develops tools such as curricula and teacher education packages for ECS programs as well as checklists for setting up such programs. *UNICEF* is the main UN agency that deals with the emergency education needs of IDPs and has a large field staff of teachers and others involved in education topics for youth-at-risk, including HIV/AIDS, girls' education, and education in emergencies.¹²⁷ Other important and relevant UN programs include the *World Food Programme* and the *International Organization of Migration (IOM)*.

UNICEF believes that children have a right to learn in rights-based, child-friendly schools. This means that schools and other learning environments must be effective with children, healthy for children, and protective of children. In addition, education must be transformed so that it is “gender-sensitive” throughout and inclusive to all children.

Mary Joy Pigozzi
Gender-Sensitive Education for Working Children. Improving Both Access and Quality.

IPEC, the International Program on the Elimination of Child Labour of ILO, works to combat the most abusive forms of child labor using multifaceted approaches and collaboration with other organizations. IPEC has been growing fast: in 1992 it only had one donor and six nations with programs; in 2001 there were 25 donors and 70 program countries. The key elements of IPEC’s country programs include encouraging partners, determining the nature of the problem, assisting in development of national policies against child labor, and helping to initiate material for outreach. IPEC began a development initiative called “Time Bound Programs” to eliminate the worst forms of child labor in El Salvador, Nepal, and Tanzania.¹⁶⁷ Since 2001, Timebound Programs were initiated in the Dominican Republic (2002), the Philippines (2002), Senegal (2003),

Indonesia (2003), Pakistan (2003), Brazil (2003), South Africa (2003), Ecuador (2003), and Turkey (2003).¹⁶⁸

The action plan of IPEC includes transitional education and mainstreaming as a part of rehabilitation, vocational training and skills training for older children, improved schools, and alliances to make the prevention of child labor a priority everywhere. IPEC has learned the importance of a number of key elements, including non-formal education as a “bridge,” the importance of social awareness-raising to increase participation, vocational training geared to marketable skills, a holistic approach to education, and teachers as a strong force in the child labor fight.

The International Child Labor Program (ICLP)¹⁶⁹ of the U.S. Department of Labor (DOL) is focused on research, public information, domestic grants, a child labor technical assistance program, and a new education initiative. There were 38 DOL direct action programs implemented through ILO/IPEC during the period 1999-2001. From FY 1995 to 2005, appropriations for the Bureau of International Labor Affairs (ILAB) of the U.S. Department of Labor have included approximately \$292 million for ILO/IPEC.¹⁷⁰

The first steps of the DOL direct action programs are identification

of children engaged in hazardous occupations, then advocacy and awareness-raising programs. It works then for withdrawal of children from abusive child labor situations and towards the empowerment of families. Critical steps related to education are:

- Identify children, causes of child labor, and the barriers to education;
- Build capacity of the educational system to absorb and nurture children;
- Withdraw children and place them in transitional settings;
- Strengthen the capacity of children to succeed in educational settings; and
- Improve the quality and relevance of education.

An important set of lessons has been learned from the education components of the Department of Labor/IPEC projects. These include:¹⁷¹

- Awareness raising and planned withdrawal must be accompanied by preparation of the education system to absorb children.
- Time between identification, withdrawal, and placement must be short.

There is also the issue of not using indigenous languages since broadcasts are currently in English.

II

Information technology is full of promise. In many ways education and IT are made for each other. In other ways IT brings with it so much covert baggage. IT is, however, here to stay and as the world becomes more global and connected, it is poised, via a variety of technological approaches, to play a major role in education for developing countries. It is important to recognize the assets and opportunities that come with IT but also to balance sometimes overly optimistic viewpoints on the subject with thoughtful reality checks. IF we can move forward with a balanced perspective, THEN IT may become an essential factor in achieving Education for All.

CHALLENGE NINE: USAID'S GLOBAL DEVELOPMENT ALLIANCE (GDA)

THE CHALLENGE IN CONTEXT

Change is the key context for this challenge. The world of change that has occurred during the past 100 years has wrought respondent change, summarized earlier, in how educational development takes place. The past 20 years in particular have brought unprecedented social and economic upheaval worldwide for every nation and every level of society. For some the impact has been positive, while for many others it has been decidedly negative. Globalization has led to major changes in the expectations of business and governments. Civil society has been and is being strengthened as community or issue-based organizations help to expose bad practice and strive to protect the interests of those on the margins of society.

The "assistance environment" for education has changed. The challenges continue to grow as do populations. Although initiatives such as Education for All have brought greater attention to education and its importance worldwide, the resources for assistance have been and are scarce. The organizational environment for assistance has changed over the past 20 years. Prior to this period, the prin-

icipal organizational actors on the development stage were multilateral development banks, international organizations, and governments. Gradually, other actors have joined the mix including NGOs, PVOs, foundations, cooperatives, corporations, the higher education community, and individuals. Each of these players has brought new ideas and innovations, and new approaches. It is a rich environment in terms of alternative development solutions.

It is also an assistance environment that is full of complexity: complex inter-relationships tackling complex development challenges. As Mark Malloch-Brown, the Administrator of the United Nations Development Programme (UNDP), noted in a March 2001 speech entitled, "Bridging the Globalization Gap," "None of the world's problems lend themselves to one-shot solutions. We are forced into complex solutions. Multiple solutions are required."¹⁹⁹ Mr. Malloch-Brown was in Washington, DC for this speech and was making a case for development partnerships.

The Global Development Alliance (GDA) as announced by U.S. Secretary of State Colin Powell on May 10, 2001 is an initiative by USAID to identify and work with partners in order to leverage resources and expertise. It is significant because it recognizes current development assistance realities



Table 7
Models/Activities for the Global Development Alliance

ACTIVITY/ MODEL	CHALLENGES AND PURPOSE	STRATEGIES	PARTNERS
<p>Global Alliance to Improve Nutrition (GAIN)207</p>	<p>Purpose: Improving nutrition in developing nations through food fortification.</p>	<p>Make competitive grants to developing countries in support of food fortification initiatives and other sustainable micronutrient interventions. Options are:</p> <ul style="list-style-type: none"> ● mobilizing private industry, international donors and U.S. foundations in support of food fortification; ● working with multi-laterals; ● mobilizing NGOs and civic organizations to increase demand for fortified food; ● tapping expertise of the corporate sector in technology transfer, trade, and business development; ● utilizing public sector capabilities to address legislative and regulatory barriers. 	<p>Currently being formed.</p>
<p>Global Development Alliance: Information and Communication Technology for Africa208</p>	<p>Purpose: Strengthen access to and use of new information and communication tools to accelerate economic and social development.</p> <p>Challenges: anti-competitive policies and immature regulatory capacity.</p> <ul style="list-style-type: none"> ● severe shortages of skilled IT workers. ● limited infrastructure. ● obsolete equipment. 	<p>Mini-Alliances already initiated. Facilitated by the USAID Leland Initiative, the mini-alliances have been:</p> <ul style="list-style-type: none"> ● establishing the Makerere University Internet Backbone (Uganda). ● training computer-networking specialists in nine countries. ● through distance learning technology, helping to train policy makers and staff in the emerging regulatory agencies of Southern Africa. ● assisting University of Rwanda's Computer Science Department in establishing internet connectivity in surrounding schools. ● providing equipment, software, and training for National Internet Gateways in Mali, Cote d'Ivoire, Guinea, Madagascar, Mozambique, Rwanda. 	<p>Avaya, Hewlett-Packard, Schools-on- Line.</p> <p>Cisco Learning Academies</p> <p>Cisco Learning Engine</p> <p>U. of Rwanda, U. of Maryland, Lucent Foundation. Sun Microsystems.</p>
<p>Certified Forests International Markets Alliance 209</p>	<p>Challenge and Purpose:</p> <p>To close the gap in current market demand for certified forest products.</p>	<p>Increase the supply of certified forest products from developing countries through such activities as:</p> <ul style="list-style-type: none"> ● development of producer associations; ● strengthening forest policy reform; ● linking buyers to producers. 	<p>Still at an early stage:</p> <ul style="list-style-type: none"> ●USAID ●Industry ●Certifiers ●Foundations ● Investors ● NGOs ● U.S. Forest Service <p>Participating countries and areas may include: Brazil, The Andean Region. Central America and Mexico, Philippines, Indonesia, Uganda, Eastern Europe, Russia, the Congo Basin Region, Guinea, Kenya.</p>

- **Coordination:** “Awareness of, and collaboration with, other development actors in the community allows partners to achieve better coverage, develop more cost-effective programs, create economies of scale, and build social capital that can be applied to new development challenges.”²⁰⁶

The focus on functions in partnerships and the presentation of the functions and value-added dimensions in a coherent form would appear to offer an important filter through which partnerships, including the GDA, can be analyzed and designed.

BEST PRACTICES

There are development activities that can act as models for and responses to the call for the GDA. Three examples of such activity/models are presented in Table 3. Each activity/model focuses on a different development sub-sector; has different purposes, and uses strategies relevant to the activity. Each has brought together, or is currently bringing together, different types of partners in order to respond to specific development problems.

Despite the positive models and practices, implementation of the GDA must address a variety of difficult issues and questions before it becomes an effective reality. Many

of the issues related to implementing and, even more importantly, sustaining partnerships have long been identified in the development literature (old lessons not yet learned).

II

Progress is being made in defining (or redefining) how partnerships, particularly those focusing on sustainable development, can be successful.

Partnerships like the Global Development Alliance are part of the new development paradigm. The GDA deserves the full opportunity to be developed, nurtured, and managed systematically. It will require a partnership broker; the taking of risks in the face of obstacles, professional and political willpower; provision of adequate resources, a long-term vision, the strategic selection of partners, flexibility, a lot of patience, and a lot of trust. IF these occur, THEN partnerships are more likely to flourish.

As observed in the concise and useful book on brokering partnerships, *The Guiding Hand*:

“Successful partnerships for sustainable development do not have to be left to chance. They can be developed, nurtured and managed systematically when a skilled individual acts as the partnership’s “broker,” steering and supporting the process and leading the partnership to maturity and operational independence”.

Ros Tennyson and Luke Wild

The Guiding Hand: Brokering Partnerships for Sustainable Development.



**"For in and out, above, about, below
'Tis nothing but a Magic Shadow-show.
Play'd in a Box whose Candle is the Sun
Round which we Phantom Figures come and go**

**The Rubaiyat of Omar Khayyam
Persian Poet**

DEVELOPING INTERNATIONAL DEVELOPMENT ORGANIZATIONS

Guy Benveniste, one of the premier thinkers on planning and organizational development, has observed that six trends are shaping twenty-first century organizations in general. These trends are also important for international development organizations today. The first four trends are as follows:²¹⁹

- International competition for new ideas in the world economy, including a dramatic internationalization of research and development, with impacts on both public and private organizations.
- the continued upgrading of the educational and training qualifications of part of the work force,
- growing numbers of women in the workplace,
- advances in new technologies, particularly in communication and information.

These four trends give rise to two additional ones:

- an accelerated rate of change that results in change itself being institutionalized, and
- a new concept of the organization, growing partly out of

the tendency of government and the private sector to work together in vastly expanded networks.

From these trends Benveniste draws many lessons and themes that can be and need to be applied to twenty-first century organizations working in international development. Benveniste sees as important a “theme of decentralization and empowerment and the consequent need to still be able to bring efforts together, mass resources, and act purposefully.”²²⁰ Fittingly, the current trend in international organization rhetoric, as finances decline, is toward partnerships and collaboration—a positive sign that awaits fulfillment.

Another lesson and theme is that the large organization, including large international organizations, will live on. All the new technologies are not going to cause organizations to wither away, observes Benveniste. “On the contrary, the creation of an international economic order based on competition is bound to vitalize an organization.”²²¹ The creative individual—like the writer who works at home and communicates electronically—will be linked through complex and inter-related sets of organizations. Organizations are not going to disappear, and two trends are occurring and will increasingly occur.²²² Organizations will decentralize so that more and more of what mat-

ters are smaller subsets of organizations, the merging new spin-offs, and the creative milieus in which these organizations operate. The second trend, already happening, is that women’s full participation in the organization implies radical changes in life-styles. As women and men participate fully in the organization, they bring their families with them to the workplace.

A final, selected theme from Benveniste, based on the trends he has identified, is that he foresees the emergence of feminine management styles as an important development. “Current research indicates gender similarities in managerial style but also shows that women tend to be thought of as the ones who listen more, treat others as equals, share information, and maintain trust relations.”²²³ Benveniste’s last trend, “a new concept of the organization, growing partly out of the tendency of government and the private sector to work together in vastly expanded networks,” is now fortuitously being discovered at the international level, as international development organizations slowly dance toward partnerships. For international organizations, and for the world full of sustainable livelihoods, these lessons have profound implications.

The perceived legitimacy of international institutions is increasingly being called into question, and it is a subject that cannot be ignored.

International economic organizations in particular are attracting large crowds of protesters wherever the organizations have major meetings, with the protesters bringing a wide range of complaints. Of all of the complaints, however, the one that receives the most attention concerns globalization and in particular how it is destroying democratic institutions. This has been called “globalization’s democratic deficit.”²²⁴ This idea suggests that fundamentally “we the people” at the local level really have insufficient voices at the global level.

There is no clear and easy answer to this problem, whether perceived or real. One possibility could be greater accountability, even if indirect, of international organizations to governments. “The IMF and The World Bank should be held to a higher standard than domestic institutions,” states Joseph Nye, who also believes that increased transparency at the international level is also an element of the process to improve the legitimacy of international organizations.²²⁵ The international organizations can provide more access to deliberations. NGOs could have a role in this increased access, but NGOs themselves need to have the same standards of transparency applied to them. Nye suggests that an NGO such as Transparency International could encourage this movement.

PARADIGMS: NEW, OLD, LOST AND FOUND

Andrew Natsios, Administrator of USAID, has said that it is time to move away from the old paradigm of development, with greater emphasis on the development of various sorts of partnerships. Others also have examined the paradigms of how international organizations and development in general should operate, found them wanting, and proposed new ones. These paradigms—new, old, lost, and found—continue to influence how the development community or the ‘development business’ approaches such challenges as basic education, HIV/AIDS, and abusive child labor.

Operational paradigms for development and education are being re-examined in the face of the mega-perspective that the global south of low-paid workers struggles to survive while the global north grows richer on knowledge-based occupations. It is hard to ignore lost paradigms when the United Nations (in 1997)²²⁶ found that at least 100 countries were worse off than they were 15 years previously and that the “combined income of 3 billion people in the developing world is less than the assets of 358 multibillionaires.”²²⁷

Looking at development paradigms, Michael Edwards is optimistic as he reflects on current paradigms in his book, *Future Positive: International*

Cooperation in the 21st Century, but he also notes lingering memories of old, and not so old, paradigms. Despite some moves away from “projects”, with USAID now focusing on “activities” connected to programs through Strategic Objectives (SO) and Intermediate Results (IR), development education still takes place through “projects.” “A world without projects is inconceivable for many aid workers because they offer a controllable delivery system for foreign funds,”²²⁸ observes Edwards. “They provide the perfect framework for a mechanistic vision of development based on inputs and outputs—a security blanket for a system that lacks the trust to give money without strings attached and the confidence to hand over control.” Noting a wide variety of aid disasters ranging from World Bank projects to those of international NGOs, Edwards asks what breeds success and what are the real issues with projects. He sees three deep lessons of why project aid is often ineffective:²²⁹

- Too much focus on narrow goals and standard solutions. “Successful projects are the ones that strengthen local capacities to identify problems, suggest some answers, and develop the support base to push them through in the face of opposition from vested interests.”



- Winning short-term gains on the basis of heavy external inputs is not difficult; what is difficult is sustaining them against the background of weak policies. So, as a general rule, successful projects build broad-based demand among the population for improvements in governance, higher-quality services, and the produce and skills of poor people.”
- The right sort of help. “That help must be flexible, sensitive, strategic, experimental, and achievement-based. Small successes are better than large failures.” “The tunnel vision of the project system focuses too narrowly on the short-term and the easily measurable, squeezing out the broad-based, social, and institutional changes that are vital for sustainable results.”

Heavily administered projects and activities, tend to have a poor record in tackling the real issues in development. A prime example cited by Edwards, who observes that donors are always changing their minds on the basis of fashion or short-term disappointments, relates to efforts in combating HIV/AIDS.²³⁰

“According to Tony Klouda, one of the world’s leading authorities in this field, HIV/AIDS projects

provide a classic case of this general malaise: messianic fervor being followed by intensive action planning; a gradual recognition that the issue is much more complex than first thought, a proliferation of special programmes to deal with the complexity, growing disillusion when they don’t work, more new programmes and more disappointments, and finally a return to business as usual.”

The dangers, concludes Edwards, are many. Donor agencies often see NGOs as instruments of government policy. This impression often threatens NGO independence and flexibility to choose different roles as well as poses questions about social contracts between states and citizens over time as ruling orthodoxies prefer privatization in economic and social life.²³¹ The danger is that countries can become “aid dependent.”

Thomas W. Dichter, in his critical book, *Despite Good Intentions*, says development assistance to the third world has failed and it has failed for a variety of reasons, not the least of which is “avoiding history” i.e. avoiding the lessons that economic achievement depends on the conduct of people and their governments and that no one thing works by itself. First, he says, “the keys to development are mainly in the hands of the developing nations themselves and far less in the hands of outsiders, and second, development is not the same thing as outcomes.”²³² He severely faults the “production/engineering model” of development assistance; the very same model that comprises the everyday work of a myriad development assistance consulting firms. “By dividing up development into tasks that can be planned, budgeted, staffed, and implemented by experts, the production/engineering model makes it easy for almost everyone in the (development)

“You don’t solve problems by throwing more money at them through an ever-spreading web of incoherent projects; problems are solved by polities that have the wherewithal to decide on solutions and finance them from a growing local surplus.

The role of outsiders is to support that process, not usurp it—however long and whatever form it takes.....

People and their organizations must have the room to manoeuvre so that they can learn and change, try things out, and take some risks.”

Michael Edwards
Future Positive

There Is No 'Model': Development Is Not Technique

The planning and engineering model of development has led quite naturally to hope for the efficiencies that come from economies of scale whenever something appears to 'work'. We continue to look, therefore, for development 'models' and when we think we have one, we want to 'replicate,' to do the same thing again somewhere else, as if the first instance was a prototype that now needs to 'go into production.' This rarely succeeds because we forget how much the factors that appeared to work were particular to time and place.

Thomas W. Dichter
Despite Good Intentions

industry to lose sight of the forest and stay focused on the trees."²³³

Development, concludes Dichter, has always involved forces too complex to be planned or engineered. He also finds that the "history lesson that the development assistance avoids most is that development takes time."²³⁴

Paradigm Lost? An analysis of the implementation of basic education reforms in five countries of sub-Saharan Africa (Benin, Ethiopia, Guinea, Malawi, and Uganda) by Moulton et al in *Paradigm Lost: The Implementation of Basic Education Reforms in Sub-Saharan Africa* ((May 2001) sheds insight on this issue. In this publication, the authors suggest that the goal of many countries in sub-Saharan Africa to provide free universal schooling to all children through a pattern of educational reforms, with the help of foreign assistance,

may have been lost in implementation paradigms that generally featured a "top-down, rational, technical exercise led by experts seeking permanent solutions to persistent problems."²³⁵ The paradigm for providing high quality education for every child involved ministries of education taking the lead in education, with funding agencies providing support. This grew out of previous and valuable lessons learned; that modes of assistance through which funding agencies planned and implemented their own projects outside of government operations had not been sustained.

Paradigm Lost? concluded that policymakers relied too heavily on a single model to plan and implement basic education reforms. The authors felt that the systematic implementation of reform based on a technical comprehensive plan for giving every child high-quality

basic education did not accurately describe what took place in those five countries. "Although some policies and programs were successfully implemented, this happened in a piecemeal manner, not as comprehensive, coordinated reforms based on technically sound plans developed and led by Ministries of Education."²³⁶ The study noted that there was a lack of adequate resources for the reform plans and that there were weak capacities of the ministries to carry out the reforms. The study also found that governments and funding agencies used timeframes that were too short and that they made overly optimistic assumptions about economic growth for the countries. Even if time, funds and other resources had been adequate, the authors decided, "it is still unlikely the reforms would have been implemented as planned, because the process of implementing social and economic programs is not linear—there is more to the process than a systematic execution of a plan."²³⁷

This study of a lost paradigm drew considerable criticism of its own when first published; now it is being examined in a more positive light. The lessons it drew from the case studies were neither new nor unique. They are the same lessons that have appeared in myriad other articles and books on development education over many years. There



The road we have been on, throughout this century, has been the road of management, planning, and control. Those who stood on top of society's mountains could most clearly see the way ahead; they could, and should, plan the route for the rest and make sure they followed it.

In many ways the bigger the mountains, we thought, the better and clearer the view. We applied this approach to our organizations.

There should be a rational response to everything, we thought, It should be possible to make a better world.

It hasn't worked. Management and control are breaking down everywhere.

The new world order looks very likely to end in disorder.

We can't make things happen the way we want them to at home, at work, or in government, certainly not in the world as a whole.

There are, it is now clear, limits to management.

We need a new way of thinking about our futures. My suggestion is the management of paradox, an idea which is itself a paradox, in that paradox can only be "managed" in the sense of coping with.

Management always did mean "coping with" until we purloined the word to mean planning and control.

Charles Handy
The Age of Paradox

" Because...it is easy to explain things looking backward, we think that we can then predict them forward. It doesn't work, as many economists know to their cost. The world keeps changing. It is one of the paradoxes of success that the things and the ways that got you where you are are seldom those that keep you there."

Charles Handy
The Age of Paradox

Table 8

IF/THEN IF NO ONE WILL BE LEFT BEHIND THEN...		
LOOKING OUTWARD	IF	THEN
<p>Challenge One: Basic Education and Education for All</p>	<p>If basic education is to be for all</p>	<ul style="list-style-type: none"> • rhetoric must be transformed into reality and Education for All truly means ALL. • partnerships for development, (public/private, public/public, international organizations/governments, public/parent, parent/child/ learning institution/child) must be developed rapidly for the long-term. • long-term thinking must replace "short-termism". Development and education problems are not solvable by a 'pop a pill' or 'give an injection' mentality. • learning, not just schooling, must be in clear focus. • do the math. If the rhetoric asks for All, then the financing, through whatever collaborative arrangements, must rise to the same level as the rhetoric. • there must be recognition of McWorld, the Lexus, Jihad and the Olive Tree. The political, the economic and the cultural aspects of educational reform must be accounted for in the new paradigms. • access must be increased, especially for girls. • access must be coupled with quality, even if done in gradual increments, because access only for the sake of satisfying numerical goals ends up satisfying no one. • teachers must become midwives; brokers of knowledge, • education has to not be viewed as a set, unchanging body of knowledge; culture also has to be incorporated into learning. • local and international partnerships must be built. • support for improving data information collection and analysis procedures, with greater cooperation among agencies, is essential. Increasing the use of thorough 'tracer studies' could have a profound effect on educational policy-making. • "language of instruction" must receive major attention and support. • solutions based on local/regional requirements have a greater chance for cultural relevance. • greater investment must be made in nonformal education, community-based education, and empowerment-based education.
<p>Challenge Two: Economic Growth and Workforce Development</p>	<p>If workforce development is to be effective and have a lasting impact</p>	<ul style="list-style-type: none"> • attention must be paid to holistic approaches, more flexible money be given to (USAID) Missions, long-term instead of short-term views, the creation of better bridges between supply and demand, public policy that supports increasing public/private partnerships and an engaged citizenry, and leaders, inside and outside government, who support the importance of local, grassroots, citizen participation as the cradle of economic growth, improved governance, and improved workforce development.
<p>Challenge Three: Human Capacity Development and Training</p>	<p>If training is to be truly effective and have lasting impact</p>	<ul style="list-style-type: none"> • training must be linked closely to a variety of internal change processes within organizations, and must be a series of interactive learning environments and continuous learning opportunities rather than simple classroom-based teaching. • bad habits to be abandoned include the preparation of training 'wish lists', thinking of training as donor-driven or supply-driven or distributed as a benefit or a quick fix. Training, like education, is no panacea. • capacity development is key.
<p>Challenge Four: Capacity Development and Higher Education Partnerships</p>	<p>If higher education partnerships are to be effective</p>	<ul style="list-style-type: none"> • there needs to be a supportive country context, mature participating organizations, similar organizational activities, similar norms and organizational cultures among partners, and complementary income structures (not competing for the same donor funds).
<p>Challenge Five: Education in Crisis/ Conflict Situations</p>	<p>If education in crisis situations is to grow in quality and quantity</p>	<ul style="list-style-type: none"> • continued research must be supported to more clearly identify the needs of children and adults in such situations at different stages and in different types of crisis situations. • the fledgling Inter-Agency Network for education in Emergencies (INEE) requires continued and relevant support as well.

IF/THEN IF NO ONE WILL BE LEFT BEHIND THEN...		
LOOKING OUTWARD	IF	THEN
<p>Challenge Six: HIV/AIDS and Institutional/Human Capacity Impacts</p>	<p>If the efforts to combat HIV/AIDS and particularly its effects on education are to meet the challenge</p>	<ul style="list-style-type: none"> • strong 'capacity-deepening' efforts must be initiated at a variety of levels, and they must be long-term endeavors (a process not an event). • HIV/AIDS programs must be a fundamental part of overall poverty reduction and capacity development efforts, not separate 'events' (see Stillwaggon). • governments facing a 'trilemma' of declining funds,..the need to take a longer term perspective on economic and social development, and the need to cut revenue demands on already suffering peoples...must address these problems by reducing waste, scaling back and carefully using technical assistance. • there is an urgent need for a "battle plan" to be formulated to deal with HIV/AIDS and education. Good interagency collaboration, communication and cooperation will be essential to the planning and implementation process. • a new medical research agenda that is multi-focused (vaccines, drugs, microbiotics, behavioral agendas, and combinations of these options), comprehensive, and addresses the unique health issues of the developing world, requires immediate and substantial support.
<p>Challenge Seven: Abusive Child Labor</p>	<p>If programs targeting abusive child labor are to tackle this large and important problem effectively</p>	<ul style="list-style-type: none"> • there needs to be increased collaboration among agencies, continued and increasing support for innovative programs around the world, linking of projects, substantially increased support for research on child labor problems, and improvements of impact assessment re the interventions made concerning child labor.
<p>Challenge Eight: Information Technology</p>	<p>If information technology is to continue to have an important role in learning for developing nations</p>	<ul style="list-style-type: none"> • there must be continued and measured support of initiatives already begun (Learn-Link, DOT-GOV, DOT-NET, DOT-EDU, interactive radio, and others) tempered with a reality check on educational priorities within the constraints of limited funding, the infrastructure problems and needs of many developing nations, and the digital divide that is leaving girls and women far behind in the computer and internet revolution.
<p>Challenge Nine: USAID'S Global Development Alliance (GDA)</p>	<p>If a Global Development Alliance is to succeed and be strengthened</p>	<ul style="list-style-type: none"> • careful attention must be paid to the challenges of communication among partners, reconciling private and public sector goals within a framework of development ethics, and to making the concept truly 'field-driven'.
<p>LOOKING INWARD</p>	<p>If no one is to be left behind</p>	<ul style="list-style-type: none"> • international development organizations, schools and other learning institutions must become true 'learning organizations.' • work to bring together the fields of international development, education, organizational development, and management. "The compartmentalization of knowledge creates a false sense of confidence." (Senge). • review, absorb, and then implement the reform lessons of Paradigm Lost? Create new and better paradigms that truly are put into practice. • examine and abandon the industrial assumptions about learning and education. (Senge). • learn to manage paradoxes as well as paradigms (Handy).
<p>LOOKING FORWARD</p>	<p>If there is to truly be Education for All, and No One is to Be Left Behind</p>	<ul style="list-style-type: none"> • strengthen emphasis to the political mainstream on the importance of international development. • close the yawning gap between rhetoric and reality in development agencies by heeding the advice of Edwards to accentuate (1) better learning, with more feedback loops into policy and practice; (2) stronger accountability especially to users or beneficiaries; and (3) positive incentives to perform in ways conducive to long-term impact. • promises made have to be promises kept; the world deserves no less.



The hope lies in the unknown, in that second curve if we can find it.

The world is up for re-invention in so many ways. Creativity is born in chaos.

What we do, what we belong to, why we do it, when we do it, where we do it—these may all be different and they could be better.

Change comes from small initiatives which work, initiatives which, imitated, become the fashion.

We cannot wait for great visions from great people, for they are in short supply at the end of history. It is up to us to light our own small fires in the darkness.

Charles Handy
The Age of Paradox

- ¹ Carl Van Horn, *Twentieth Century Fund, No One Left Behind: The Report of the Twentieth Century Fund Task Force on Retraining America's Workforce*, (New York: Twentieth Century Fund, 1996).
- ² USAID, *Policy Implementation: What USAID Has Learned* (Washington, DC: USAID, January 2001).
- ³ UNDP (United Nations Development Programme), *Human Development Report 2000* (New York: UNDP, 2000), 1.
- ⁴ Ibid.
- ⁵ Ibid, 4.
- ⁶ UNDP, *Human Development Report 2004* (New York: UNDP, 2004), 171.
- ⁷ Christopher S. Wren, "U.N. Report Maps Hunger 'Hot Spots'", *New York Times* (9/11/2001).
- ⁸ <http://www.worldbank.org/poverty/quiz/whole.htm>
- ⁹ Kevin Watkins, *The Oxfam Education Report* (Oxford: Oxfam GB in association with Oxfam International, 2000) 2, 97.
- ¹⁰ "The Kindness of Strangers," *The Economist* (May 27, 1994), 19.
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THE TEN CHALLENGES TO EFFECTIVE
EMERGENCY EDUCATION

Marc Sommers

These challenges are presented here in abbreviated form.²⁵⁵

1. “THE PREDOMINANCE OF INTERNATIONAL AGENCIES AND THE EVOLUTION OF NEW SYSTEM FORMS

Wars tend to disempower governments and create space for international agencies to fill the vacuum. By providing education services to communities, UN and NGO agencies effectively become “Ministries of Education” in the areas where they work.

2. THE ROLE OF COMMUNITIES

War-affected communities usually start the schools, but what is their role when international agencies arrive? Given the unavoidable differences in power between implementing agencies and affected communities, it is important to be consistently aware of the possibility that community education programming might become paternalistic.

3. THE ROLE OF NATIONAL GOVERNMENT

War-affected national governments may be largely ignored by international agencies until student national examination accreditation and teacher certification needs surface as high priorities (perhaps 6-18 months after the emergency begins). With weak national governments and their Ministries of Education working with empowered international agencies, government legitimacy, sovereignty, and real control of education programs often are indirectly or overtly challenged.

4. A MAMMOTH CAPACITY GAP

It is common for the education authorities (government or de facto Ministries of Education) to have low technical and operational capacities. Nonetheless, international agencies may assign capacity building for education officials a low priority until the post-war period.

5. THE UNEVEN ACCESS TO AND QUALITY OF SCHOOLS

- Children and youth in refugee camps often have the best chance of gaining access to education. The quality of education may be high when compared to other war-affected students in the region.

- Students in IDP camps may have access to education as well, although it is often of much lower quality than the education provided by international agencies in refugee camps.
- In general, children and youth who reside in cities and remote rural areas (either in refugee asylum countries or within their war-affected countries) tend to have the worst chance of attending school. This is a persistent, worldwide problem.
- Nonformal education is generally underfunded during and following wars—even while the need rapidly expands. Out-of-school youth in particular are generally overlooked.

In all of these cases, the highest degree of access is to primary education. Access to secondary, tertiary and non-formal education programs tends to be minimal at best, and is sometimes nonexistent.

6. FORMULAIC VS ADAPTIVE EDUCATIONAL APPROACHES

Should international agencies introduce school kits, or should they develop and adapt a local education response?

7. COORDINATING EDUCATION IN EMERGENCIES

National education authorities frequently are not situated at the center of the coordination structures, which tend to be dominated by international agencies. Donor coordination may be the most difficult component of education for education in emergencies. A contributing challenge is that each donor may have its aid restricted or “tied.” A related challenge can surface from shortsighted education goals, often largely due to the strains of addressing immediate needs with limited amounts of finances, capacity, and time.

8. INADEQUATE DONOR FUNDING

Many major donors are restricted by internal regulations from supporting education where conflicts persist. Others prefer to wait until there is peace before supporting education in conflict-affected zones. Funding shortfalls can significantly exacerbate deficiencies in the provision of education during emergencies, particularly when the emergencies are prolonged for years or even decades.

9. EDUCATING GIRLS

In many war or postwar situations, parents of girls, particularly girls who have reached puberty, may be forced to choose between allowing their daughters to attend school or keeping them home as a protection measure. The threat of rape or child marriage can be considerable for girls. Girls' education programs may either fail to adequately acknowledge parents' fears and concerns or be unable to provide educational responses that address them.

10. TEACHERS

Teachers are the core of emergency education. A persistent and largely unresolved problem concerns what teachers should be paid. Teacher salary or “incentive” levels are rarely coordinated between school programs existing between, for example, refugee and IDP camps. In addition, teacher certification is a constant concern. Will the teacher's home government accept and recognize the training certificates they received during the war?”

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