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**Assessment And Evaluation for the Emergency  
Education Programme in the Sudan**

**OLS/Unicef**

**Khartoum, April 1996**

## Preface

This study on the evaluation and assessment of the Emergency Education Programme, for displaced children in the Sudan, is conducted in collaboration with the Regional Evaluation Office, EDU/WID and the Planning Office under agreement No. 95 - 089. The report has been prepared by :-

- 1- Dr. Abdel-Rahman Abbaker Ibrahim as consultant and team leader
- 2- Magda El Sanusi as consultant.

## Acknowledgments

We are indebted to many people whom we met during the process of research and data collection which culminated in the production and presentation of this report. We would first want to thank all members of Unicef Khartoum Office Staff who treated us as colleagues and members of Unicef family during our work in this consultancy. Special acknowledgment go to the staff in the section of Education and Women for Development, including MS Famiko, Dr. Hamid, Ms Hanan and of course Ms Meriam who worked with us very patiently, and introduced us and explained the elementary elements of the Emergency Education Programme. We would like to thank Dr. Nafesse Bazuglu for her useful ideas and friendly company during her visit to Khartoum as international consultant.

While in the field there are hundreds of teachers children and government officials who welcomed our presence among them and answered all our questions, some of which are very critical questions. This acknowledgment will not be complete without mentioning some names, particularly, Ustaz Salih, Ustaz Adam, Ustaz Ahmed Sulaiman in Kadugli, Ustaz Omer Saad the Unicef Resident Consultant all of whom have been generous and made our stay in Kadugli very pleasant.

In Malakal, Sayed Osama Makawi Unicef Resident Programme Officer was not only co-operative in the formal and official sense, but he became a friend after hosting us within his residence for five days. The Directors of Education in Wau and Malakal deserve acknowledgment.

There are many names that deserve to be listed but unfortunately there is no space for them all. The views expressed in this report represent only those of the consultant particularly those of Dr. Ibrahim who have written the final version of the report in its present form.

# Annex

## Basic Facts

1- Land :-	2,505,813 Km <sup>3</sup>
Population (1993 census)	256 m
GNP per capita US\$ (1988/89)	330 US\$ →
% of labor force in Agriculture	66%
Commercially active population (by sex)	
Male	87.2%
Female	22.7%
2- Land use:-	
Cultivated	77,700 Km <sup>2</sup> 4.6%
of which irrigated	17,000 Km <sup>2</sup> 1.0%
Grazing	928,020 Km <sup>2</sup> 54.3%
Forest and wood land	241,500 Km <sup>2</sup> 14.4 %
Other land	432,600 25.7%
Agricultural activity by sex	
female	24.1 %
male	75.9%
3- Other statistics :-	
Population density 1992	10.6 persons Km <sup>2</sup>
Population growth rate (1985-1990)	2.9 %
4- Population distribution (1990)	
% of population (0 - 14) years	45.2%
Urban	24.6%
Rural	75.4%
5- Displaced population	2.4 million approx. →
Health	
Birth rate per (1000 population)	= 45
Infant mortality	= 107/1000
Maternal mortality rate per (100,000 live births)	= <del>8</del> 365
Life expectancy at birth	51 years
6- Access to safe water 1982 -	
Urban	60 % →
Rural	10 % ↵
7- Education	
Gross enrollment ratio's/primary education	
1965 32.1% 1978 46.6% 1983 : 49.8% 1988 49.1%	→
enrollment of war affected children (age 6 - 15) 30%	→

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## Introduction

The civil war in the Southern Sudan had attracted the attention of the world community, which responded generously for appeals from the United Nations, programme of Operations Life Line Sudan. OLS. While the original activities of OLS were centered around food supply and relief, by 1992, OLS added another dimension to its involvement in the southern states. Within the frameworks of the special Emergency Programme for the Horn of Africa (SEPHA appeal) which is jointly advocated by Unicef and OLS, it became possible to address the educational needs of the war affected children, in the Southern States of the Sudan, and the educational needs of children of people displaced by war and settled temporarily or perhaps permanently in Khartoum and the transitional zone ( Southern Darfur, Southern Kordofan states).

Consequently an Emergency Education Programme has been launched by Unicef and the Sudan Government, which is a signatory to the Jomtien Declaration of (EFA) Education for All by the year 2000. The programme is currently under implementation through the sponsorship and guidance of Unicef and the Sudan government. There are many partners in the process of implementation. These range from NGO's, the displaced communities in the north, the State Ministries of Education in the Southern States, teachers, parent committees and others. Within its efforts to monitor and examine the performance of this Emergency programme, Unicef has commissioned this study with the following terms of Reference.

### Terms of Reference :

*Annex*

- 1- Undertake an interim appraisal of the Emergency Education project, assessing any progress made to date against the stated objectives, and recommending future strategies and actions for increasing its effectiveness, impact and contribution to the achievement of universal basic education in the Sudan.
- 2- Give a background for how the project is planned and initiated, and state its objectives, target groups and expected outcomes and assess whether it is relevant to the needs of children affected or displaced by the war.
- 3- Examine the activities and modalities of implementation and show what are the major activities implemented, and show how the achievements compared vis-vis objectives, targets and expected outcomes. The specific issues to be addressed are increasing access, increasing retention and achievement, improving the quality of teaching, learning, reducing gender disparities, meeting the special

needs of children (adaptations in curriculum, tolerance/peace education psycho-social trauma etc.).

- 4- Examine processes of planning monitoring and implementation and show who are the main actors, partners, what roles each play in planning, management, monitoring and cost sharing. This brings in, the role of government agencies, NGOs, international organizations etc. What mechanisms exist for vertical/horizontal coordination of planning, implementation and monitoring.
- 5- Examine the prospects of community participation in planning, implementation, cost sharing and monitoring. What mechanisms have been adopted to ensure such participation
- 6- Examine children's reaction perceptions and examine how do they think and feel about the programme. Indicate their aspirations and future outlook.
- 7- Distinction between and interface with the country programme of cooperation for basic education are to be outlined and the following questions are to be answered. What are the differences and similarities? What are the future potential for interface to promote mutual learning and increase effectiveness? What the priority areas and how can the interface be promoted/strengthened?
- 8- Future recommendations and suggestions related to programme design, and possibilities of increasing efficiency and effectiveness as well as sustainability are to be made.
- 9- To show whether there are other tools for monitoring, a side from budget monitoring.

### **Methodology :**

The comprehensive list of items included in this terms of reference calls for the application of many research techniques. There are many sources of data including primary and secondary sources. Primary data is obtained from visits to the Southern states, Kadugli and visits to schools in displaced camps in Khartoum. Rapid Rural Appraisal Techniques, and participant observation methods were the main techniques applied during these short visits. In addition to these methods, focus group interviews and a check list has been administered to school teachers, headmasters and children whereby some quantitative data were obtained. Secondary sources included Unicef reports. We had a chance to participate in the annual review meeting during which representatives of states have discussed. Their experiences and many of their reports were discussed in the meeting.

**Constraints :**

For the completion of an study of this size, the team had to live with many difficulties and constraints. The main constraint is the difficulty of traveling to the southern states. Our programme and schedule of travel has been changed several times due to reasons related with the special and emergency situation in the southern states. These same constraints must have been frustrating factors for Unicef staff, during the implementation and monitoring of the programme. Due to these difficulties we were not able to visit neither Juba in Equatoria State, nor Southern Darfur. As a result our empirical data is short of covering all the geographical areas where the programme is in progress. Despite this obvious short coming we believe that many of the general points we have made are still valid for the programme as a whole. During the annual review meetings we had the chance to talk with representative of all states and thereby we formed general impresions.

## CHAPTER ONE

### Displaced People in the Sudan : A contextual framework

#### 1.1 The General Context

The Sudan, a country that extends over an area, of ~~an~~ approximately one million sq miles exhibits many characteristics of a newly emerging developing nation. It has many diverse physical/natural and human resources. Given the size and diversity of its resources, many hopes were originally put on its prospects for being a leading example for economic prosperity and development. Instead of realizing these hopes, it has produced, through a combination of human errors and natural disasters, a set of tragedies and misfortunes that drew the attention of the wider world community, which continued to follow events in the Sudan with mixed feelings, over a period extending over more than one decade.

not necessary

*The civil war*

Droughts and shortages of rainfall, in western Sudan, during the mid 1980's, has resulted in famine, the out break of which has caused massive movement of population. Under the impact of famine millions of people moved a way from their original homelands to settle and live under very miserable conditions in new rural <sup>locations</sup> ~~locations~~. Large numbers, however, moved to settle in urban centres, in make shift squatter settlements, in rapidly growing township; Greater Khartoum had a larger share of these settlements. *The civil*

*war started before famine*

~~Before the world community, has digested what happened in the Sudan in the aftermath of famine, it has yet again been shocked by another tragedy. As the civil war in the southern Sudan, which started during the mid 1980s began to widen and become more intensive in scale, thousands of people started to treck northwards, from the southern Sudan, and later the Nuba mountains, as these are the areas most affected by the war. People thus displaced have joined those already driven by famine, to create a mass of displaced people. As a result, Khartoum the capital city, and to some extent other urban centres, particularly in the war zones, have rapidly swollen to be inhabited by desperate people, who lived under squalor conditions, characterized by misery, hunger and hopelessness.~~ *This is coupled with the deteriorating economy, large foreign debt,*

To make things worse the Sudan economy, which was already ailing under the burden of foreign debts, started further to deteriorate. The social and

economic crisis which gripped the country, has produced political confusion which reached its climax in the military coup of the 30th of June 1989. Unfortunately, the international political environment is not favourable to military rule. The original economic difficulties of the Sudan did not improve. The war in the south and the Nuba mountains continued. The military regime through its domestic and foreign policies did not create favourable conditions for the masses of poor displaced people. It went a head to implement a rigid structural adjustment programme without a human face.

Unicef as an international organization with a mandate and responsibility for children, ~~specially those under difficult circumstances~~, has intervened to provide support. Other humanitarian organizations were also being drawn, into the Sudan, during the famine episode, and after-wards, when the war disaster started to generate even greater concern, at both the national and international levels.

This study is commissioned by unicef with a very limited objective. It has been commissioned to examine the emergency education programme for the children of displacement people in the Sudan. The terms of reference cited above specify the nature of issues to be highlighted and discussed in the report.

#### ~~1.1.1 The Nature of Emergency Education~~ - Part of Introduction

Emergency education, ~~as will be discussed below~~, is a component of emergency aid to ~~the~~ displaced people in the Sudan. Emergency aid, at its initial stages, started as a conventional programme of relief, where supplies (mostly food) were provided on short term basis, for passive beneficiaries. Overtime it has been diversified, into more self reliant modes, such as household security, or food-for-work, whereby beneficiaries were expected to play more active and reproductive roles. Emergency education is a more sophisticated level of intervention, aiming at improving the quality of life, for the future generation of people currently uprooted by war, and found themselves displaced from their original habitat.

Emergency education was not originally included among the wider range of aid programmes targeted towards the displaced. It was only in 1992 that, the question of basic education, to ~~the children of displaced people~~, has been

displaced & was affected

brought into the agenda of international support, ~~to the displaced people in the Sudan.~~

As a programme, it started in 1993 - 1994 school year with a generous Dutch government financial support and later by another from the Japanese government. The financial commitments from these sources came in response to an initiative from Unicef under the special Emergency programme for the Horn of Africa (SEPHA) appeal. The SEPHA appeal is part of, and within the context of ~~Operation Life Line Sudan initiatives. OLS should be remembered is responsible for the management and implementation, of all emergency activities connected with the civil war in the Southern Sudan. Due to this specific background, the emergency education programme is intended, to~~ <sup>repeated</sup> address the problems of education for the displaced children, from and within the war zone. Since the problem of displacement in the Sudan is a wider phenomenon as it has already been indicated, there is need to elaborate on the issue and provide more insight into the notion of displacement, within the contextual realities of the Sudan.

## 1.2 Displaced People in the Sudan :-

The process of internal migration and mass movement of people, within the borders of the Sudan, is not a new phenomenon. Towards the turn of the 19th century, Sudan witnessed large scale civil strife, during and after the Mahdist Revolution 1884 - 1898. The present internal conflict in the Sudan and the external hostile environment surrounding the country, are reminiscent of the Mahdist period. Then and now, internal upheavals in the country, has led to massive exodus of people from their original homelands. In both occasions, people are forced out of their homelands and made to look for safe refuge elsewhere, for lack of security and in search for food. Famine and insecurity seem to combine, as inseparable allies causing large scale havoc upon human societies.

It was in the face of these two human predatories, that the current phenomenon of displacement in the Sudan took place. Already a brief reference has been made to the causes of mass migration in the mid 1980's, which produced the phenomenon of displacement. We maintained that just before the mass migration of people from western Sudan which was caused by famine has subsided, the civil war in the south has produced, yet another wave

of internal migration. Both processes ~~has~~ produced layers and strata of marginalized population in the ~~outer~~skirts of the main urban centres. Khartoum, the capital city had attracted the largest number of migrants and as a result it now harbours more displaced people than any other town in the country.

The concentration of human and capital investment around <sup>Khartoum</sup> the capital city, in the form of infrastructure and public utilities, made the capital the main centre of attraction, to people who found themselves either unable to continue living, in their original homelands, or for some real or imagined reasons had expectations, for a better living in the capital. As a result, the population of Khartoum, has increased from 300,000 in 1955, to over one million in 1973, to reach an estimated population of 4 million in 199<sup>B</sup>. The most important point, for us <sup>the</sup> here, is not the phenomenon of rural urban migration as such, but rather we are interested in migration which is caused by emergency or disasters. These have resulted, in ~~an~~ over one million people, from the southern states, to become displaced against their will. These live in 38 settlements in the suburbs of greater Khartoum. Some of the displaced from the southern states are spontaneously settled in different parts of the capital and especially among people of their ethnic groups (~~national conference of the displaced, Khartoum Feb. 1990~~). Many are settled in government supervised camps.

In order to bring under control, this spontaneous process of human movement and settlement, the government of Sudan ~~has~~ created <sup>special body</sup> organization, that is the Department of Displaced People (DOD) and assigned it the task of management and control, of people within these camps. According to the DOD sources, the processes of displacement caused by war, in the southern states has been reflected in the settlement of people from the southern states in the northern regions according to the following fashion :-

Distribution of Southern Displaced People in the Different Regions of the Sudan :

1- Khartoum	750,000
2- Darfur	150,000
3- Kordofan	167,000
4- Central	297,000
5- Northern	93,000
6- Eastern	96,000
7- Southern Garrison Towns	101,000

Source: DOD, Migration and problems of migrants, an internal memo, no date.

Figures cited by the DOD do not match figures produced by other sources. This could be explained, by the fact that, these figures relate to an earlier period 1989. Since then the war in the south has reached higher levels of intensity, as government forces through a succession of summer campaigns, mainly during the dry season, managed to capture many locations previously captured by the rebel movement the Sudan's People Liberation Army SPLA. These campaigns generated more exodus of frightened civilians fleeing the battle zones, as the rebel and government forced exchanged territory at sporadic and irregular rates. In the process many got themselves caught up and fallen victims of cross fires of the warring parties. Thus in our estimate we expect that the number of displaced people, from S.S, in Khartoum has increased after 1992 and the exact number is not easy to make. Another problem with DOD statistics is that, they tend to consider, as displaced, only those who live in the officially demarcated camps. DOD recognizes four displaced camps in Khartoum :-

- 1- Jabal Awlia camp
- 2- Omdurman Peace Camp
- 3- Wad El Bashir Camp in Omdurman
- 4- Mayo El Mazari camp in Khartoum South.

In addition to these four camps, other sources mentioned up to 38 locations of displaced settlements, as for example Laberio, 1995. The DOD, following the official line of the Sudan government, seems to have underestimated the scale of the problem. While reluctantly accepting a role for foreign donors and foreign NGO's in providing aid to the displaced, the government of Sudan seems to stress the domestic character of the problem, and fears the possibility of encroachment over its sovereignty, by external

forces, which in the view of the Sudan government may use the plight of these people, as a pretext against its ideological orientation - el tawguh el hadhari.

Thus, government policy, towards the displaced, seems to reflect the following trends :

- 1- To under estimate the level of displacement
- 2- Discourage foreign organizations and NGO's from reaching areas of concentration for the displaced people.
- 3- Exercise stringent control over the movements of people entering displaced peoples settlement.
- 4- Encourage the process of repatriation and return of people to their original homelands.
- 5- The government is understandably very wary over the possibility of exploitation of its alleged human rights upuses against the marginalized population, particularly, in the squatter settlements, many residents of whom are displaced people.
- 6- Instead of foreign and international NGO's, the Sudan Government seems to prefer local NGO's, particularly, those sympathetic and in line with its own ideological and political orientation.

On view of this background, we have noticed that, there are certain implications of government preferences, upon the process of implementation of to Emergency Education programmes particularly in Khartoum State. Many other reports commissioned by Unicef, have commented upon certain friction's between Islamic and Christian organizations, with regard to the nature of education in displaced camps. The government is by no means distant from, or neutral towards, such friction's. It intervened during several occasions to evict or cancel the permits, which it might have granted to foreign NGO's, operating among displaced. In doing so the government is of course, using its legal rights and exercising its sovereignty. But this is not our contention here. What we are looking at, is how to improve the prospects of education, for the children of displaced people. In order to investigate the modalities of Emergency Education programme implementation, in displaced camps, we need to elaborate further on the nature of displaced camps, and then reexamine aspects of education policy.

### 1.3 Characteristics of Displaced Camps :-

From the historical processes leading to displacement, the displaced people can not be taken and viewed as one homogenous totality. They belong

to different strata and different categories. The most important rationale for introducing a system of classification, for the displaced, is to identify the most needy elements among them. This exercise of classification is functional, in the sense that, it helps to provide the most practical and objective basis for programme implementation.

As we understand Emergency Education is targeted towards special category of beneficiaries, whose conditions convinced the donors to put them under emergency- This means that there must be special conditions, which put the displaced outside the main stream of needy people and qualify them for emergency treatment.

### 1.3.1 Classification of the Displaced :-

There are many features of displacement in the Sudan. As the causes and historical processes leading to displacement varied, there also are many forms and categories of displaced people. A typology of displacement and the displaced can either be based upon the causes of displacement, such as "war affected" "draught affected" "famine driven" or by region of origin and destination. Thus we can talk of south to south displacement, south to north displacement or north to north displacement. (Bazoglu, 1995). Another relevant typology could be made, by the duration of displacement, the vulnerability level, and life styles that may distinguish earlier displaced from fresh displaced. As could be expected, earlier displaced people have been living in an environment, harsh as it might be, they nevertheless stood a better chance to adapt themselves and establish patterns of self reliance.

On the basis of such general remarks, Dr. Bazoglu, the evaluation officer- Unicef, Menaro, Amman, who accompanied the team in their visit to Wau and some of the displaced camps in Khartoum, has suggested the following categories of displaced people, by which a theoretical distinction can be applied in order to rank the scale of needs:-

- 1- Semi settled displaced,
- 2- Recent displaced,
- 3- Peace villages,
- 4- Other categories.

### **1.3.2 Semi settled Displaced :-**

These are the displaced people, who moved into Khartoum, before 1991/92. Although the line of demarcation, between old and new, is rather arbitrary, however, the logic behind this distinction is based on the prospects of settlement and gainful employment, in the informal sector, by those who came earlier as indeed we have observed in the camps. We saw some adult men running very modest shops, others working in tailoring and carpentry. We have been told that some women are active in brewing beer, even though beer making, is an illegal practice according to Islamic law currently operating in the Sudan.

The general economic depression, which is engulfing the country as a whole, often fueled by the long and expensive war, had reduced the chances of gainful employment even in the informal sector. The limited effective demand in the economy, due to inflation and other factors, has resulted in high rates of unemployment at the national level. In our visits to the camps and even in the streets of Khartoum, one observes crowds of men of all age groups sitting idle. Unemployment in the camps is even a more outstanding feature of life. As a result, the small proportion of women and men, who managed to find some form of gainful employment, is not sufficient to eliminate poverty, which in the displaced camps take an acute and chronic form.

### **1.3.3 More Recent Displaced :-**

If poverty among the older displaced communities is reaching such desperate proportions, the plight of more recent migrants from war affected areas is even worse. The style of accommodation in the camps, though generally poor as it is, it gives a clear criteria for differentiation. The camps seem to be demarcated by the style of shelter and physical settlements. While older displaced families lived in mud constructed houses, with evidence of some form of sanitation facilities often introduced by NGO's such as ADRA in Jabal Awlia camps, newly displaced settlements, are made up of patchy tents, worn out cloth, paper and plastic sheets. These settlements spread in the outer skirts of the old mud constructed shelters, which characterize the homes of the older displaced. The implication of such differentiation, between old and new displaced, lies in the assessment of the level of needs and type of intervention. Maybe more emphasis should be put on relief work for the latter category, while a different set of combined interventions will be reserved for the first category. Emergency Education is of course must be directed, to the children of both groups, old and new.

### 1.3.4 Camps in the South (peace villages)

Dr. Bazoglu also included in her suggestion a third typology of displaced camps. These are camps in the main urban centres in the south still under government control. We have visited with Ms Bazoglu the displaced camp in the Eastern Bank of River Jur in Wau. In a later visit to Malakal we visited other similar camps mainly, the camps in the Canal area, in the Opels and in Nagdair. Similar camps existed in Nassir and other locations. In Kadugli displaced camps or what is called peace camps, exist in El Hamra and other areas throughout Southern Kordofan, and also in Northern Kordofan where some Nuba communities affected by war, have been resettled in camps further in the north, a policy which produced an outcry, from the international community, blaming the S. G. for human right violations against the Nuba people. On the whole, we conclude that, the majority of people in the peace camps are mainly drawn from rural areas severely affected by war.

### 1.3.5 Other Categories of Displaced People :-

While displaced people in the camps of Khartoum, and in the peace villages are physically visible, perhaps the largest percentage of displaced people are not visible. Many displaced people live with relatives, amongst the ordinary folk throughout the country. Many people from Southern Sudan and the Nuba mountains, who migrated to the towns, at earlier stages and lived as ordinary citizens, accommodated large numbers of people who are mostly close relatives. They share with them food accommodation and clothing. The living standards of many such families have deteriorated, but the culture of solidarity and communalism, which instill and honour the spirit of sharing, keeps life going, for the thousands of people, who with courage and dignity, silently shouldered the burdens of war and other man made disasters..

A part from the category of invisible urban based displaced people, there are others who are widely scattered in the rural areas. These are employed in agriculture as labourers and in the nomad camps as cow attendants. The exact number of this category, which can be classified as agricultural labourers is difficult to guess. However, some informers have suggested, that the economic prosperity of some regions such as Daain, largely depended on the labour contribution of displaced people from Northern Bahr Ghazal region.

Unfortunately due to our inability to visit Darfur we could not say more, about this , nor about the extent and condition of employment of these people. Perhaps we could only say that the condition of work and living of these people, especially, children and minors, is surrounded with controversy, and there are serious allegations, suggesting that their basic human rights are not fully guaranteed.

#### **1.3.6- Life-Cycle of the Displaced :-**

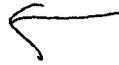
A complicating phenomenon which affects any conceptualization, of exactly how a displaced family could be perceived, is the fragmentation of life which has been forced upon such families. Once the original factors inducing displacement are set in motion, families and individuals end up making multiple movements, throughout the displacement process. They move from south to south, then from south to north, then within the north from rural to urban or from urban to rural and so on. This process of movement may continue for years. This cycles affects children as well as adults.

During our survey in the camps and from interviews with children in schools, many children are found to be living with relatives, some live with single parents mostly mothers. Many children have reported their fathers been lost as a result of war, while some have told us that their fathers have migrated to unknown destination where the security situation both in the South and the Nuba Mountains is especially threatening to adult males. In the chaos of movement some children lose both parents, thus ending up among those grouped, as children under specially difficult circumstances" (CUSDS). More reference will be made to this category below, especially, in the chapter dealing with Kadugli and Malakal.

## CHAPTER TWO

### Humanitarian Intervention and Emergency Education

#### 2.1 An overall framework



In the face of developments related to the intensification of war in the south and the Nuba mountains, specifically after 1988, we have indicated that, Operation Life Line Sudan (OLS) has been mounted by the United Nations, in order to cater for the needs of people effected by War, in the southern Sudan. At the beginning the major concern of OLS, was relief, but after gaining more experience, and after getting familiar, with the nature of problems facing the target population, OLS has expanded its activities to include, by 1994 a wider range of interventions such as household food security, basic education, water and sanitation, the polio/measles vitamin A campaigns, essential drugs, relief and shelter and more importantly, special programme of education (Emergency Education) by which the education needs of children affected by war is addressed. Ever since its formation OLS continued to provide relief and rehabilitation assistance, to all sections of the population affected by war. It performed its activities with a background, characterized by severe food shortages which were caused and worsened by intensified military conflict and inter-tribal fightings, which eroded the traditional coping mechanisms of the local people.

There are an estimated 5.2 million who have been directly or indirectly affected by the war in the Sudan. Most of them, are in need of food and other forms of assistance. Unicef/OLS targets 80% of the total 4.1<sup>million</sup> people who are still in the southern states in the transitional zones and in the displaced camps around Khartoum. ~~Maybe 20% out of the total war affected people are refugees, in neighbouring countries, whose assistance and help, fall within the domain, of other international organizations.~~ In addition to these war affected people which we have identified, around 1-7 million people are behind the lines of conflict, in areas controlled by the SPLA/SPLM. OLS agencies make efforts to reach these people, with relief supplies by air, barge, rail and road, whenever possible. In order to facilitate this process several agreements are mediated, through UN offices between Sudan government and SPLA/M to create peace corridors through which relief supplies are distributed.

In 1994, OLS had access to 60 locations, where more people are brought to benefit from OLS effort. Unicef medical and education teams, on board WFP-operated barges, covered 36 locations, which previously had non-or very

limited education and health services. A total of an estimated 500,000 people, along the White Nile corridor, were targeted by this Nile water born operation. Attempts to use the train corridor for the same purposes, was met by setbacks due to looting. During our field trips we have seen how Unicef takes extraordinary efforts, to reach other locations of war affected people, through air craft. For the achievement of these and other objectives, Unicef reinforced its regional sub-offices in Elobeid, Elfasher, Juba, Wau and Malakal. These offices as we shall see are very instrumental in the ~~implementation of~~ Emergency Education, which is ~~one among many programmes implemented, by~~ Unicef for the benefit of ~~people affected by war.~~ *programme*.

In order to implement its programmes Unicef seeks and facilitates the co-operation of local NGO's and international NGO's. For example in March 1994 Unicef and Aicf agreed on a joint nutrition project in Juba, and in the same year Unicef signed an agreement with SCF/Us, to execute programmes related to war affected people in Southern Kordofan including the Nuba mountains. OLS provided, within its overall framework, a chance for an estimated 30 international NGOs to operate in different areas of OLS programmes. Regular meetings of coordination between, Sudanese counterparts, NGOs Unicef agencies and donors were held.

In our assessment of Emergency Education, particularly at the level of implementation, we found a significant role for NGOs. The role of these organizations will be discussed below.

## 2.2 The Emergency Education Programme :-

Within the over-all framework of Unicef mandate and within the context of OLS activities discussed above, the Emergency Education Programme, from Khartoum focuses on the displaced and war affected school aged population in the ten Southern States, Khartoum, South Darfur and South Kordofan. The targeted population in these states is estimated at 268, 290 children.

The Unicef Emergency Education Programme, ~~as a major intervention in favour of displaced children,~~ *underlines* several goals and objectives, These ~~are~~ *are* below:

- 1- Improving basic educational opportunities for war-affected children,
- 2- Contributing to an increase in national enrollment and retention rates, particularly for girls;
- 3- Redressing the gender gap

- 4- Maintaining an operational educational system in the southern Sudan and the transitional zones while the conflict continues;
- 5- Saving a generation of southern Sudanese children, who might, if unassisted, go without education;
- 6- Empowering children in especially difficult circumstances (CEDC) by equipping and preparing them for a better future;
- 7- Providing a stable environment for children affected by war and who are currently displaced or live under especially deprived conditions.

Thus, the goals of emergency education, can be summarized, in the desire to improve the quality of education in the southern Sudan and the Nuba Mountains, creating a sense of normalcy, among war-affected and displaced children, rehabilitating basic education services and improving the psycho-social and social status of war traumatized children (Mohamed and Baraka 1995).

### 2.3 Components of the Programme :-

There are two main components under EE programme :

The first is a set or package of activities, which are ongoing and valid for all the displaced in the Sudan. The second is composed of localized pilot activities which cover certain areas and periods.

The first package of components include :

- ✓ 1- construction and maintenance of schools, with local materials, as a preferred option.
- ✓ 2- providing education materials;
- ✓ 3- training of teachers for displaced schools;
- ✓ 4- mobile education for the Nile corridor;
- ✓ 5- water and sanitation. →

The other set of components are limited and experimental, in character. It includes :

- 1- School income generation
- 2- School gardening and household food security.
- 3- Theatre for life
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- 1- School income generation
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- 3- Theatre for life
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Before going into the activities, *The structure of the EEP*  
should be described briefly.

## 2.4 Main Stream EE Activities :-

### 2.4.1 Construction and Maintenance of Schools :-

From our observations and discussions with officers in charge, we have noticed that, in Khartoum State displaced communities take the initiative and come out with a proposal related to their specific education needs. The proposal include cost estimates. Unchief Emergency Education Officer, visits the site to verify the needs and assess the potentials of community participation, in the building and maintenance of the school. According to an agreement with the government of Sudan, Unicef is expected to provide temporary building materials like, weaved straw (hasier) tarpaulin and other supplies of a temporary nature. Permanent construction of schools is not encouraged even though, many schools constructed by NGO's in displaced camps are made of bricks, cement and roofed by corrugated iron (Zink). This raises the question of whether these camps are really temporary as the government wishes them to be. Our reserved judgment, suggests that these schools are here to stay. In fact many people including state officials, did not exclude prospects for lasting and permanent settlement by a great number of these people, particularly, their offsprings who are born in Khartoum. Hence officials are prepared to accept the provision of social services in the newly planned settlements for the displaced.

Construction and maintenance of EE schools in the other states differed from the situation in Khartoum State, in the sense that displaced children are absorbed in the same schools, in which <sup>non displaced</sup> children from ordinary families are enrolled. Thus class maintenance is regarded as part and parcel of the EE programme as in the case of Kadugli, Malakal and Wau. Even in Khartoum the declared policy, of the State Ministry of Education, towards the education of displaced, is that displaced schools should be treated in the same manner as main stream basic school. In theory, displaced people, are regarded as ordinary citizens. At the practical level, they are not treated as such, since they needed special permits to build schools, in places which are not planned or demarcated. In our opinion there is a great deal of policy confusion over the education of displaced children in Khartoum State.

#### 2.4.2 Education Materials :

Due to the chronic economic crisis, which is engulfing the Sudan and in the face of the massive expansion of schools throughout the country, basic education materials such as exercise books, textbooks, chalks and blackboards are becoming very scarce resources. Both the government and parents of children are increasingly facing difficulties to provide these materials. Although government policy intends to subsidize textbooks, where the government has embarked on a major textbook development programme, through the establishment of printing and distribution networks, however there are several constraints, that remain to be eliminated before, every school child is provided with sufficient textbooks and exercise books. Due to the acute poverty among the displaced families and in response, to the marginality and inability of families to meet the costs of education for their children, Unicef made this item a major component of its Emergency Education programme. Unicef assistance to schools targets all children between 5 - 15. Displaced children and other minors, are given higher priority and special attention through the Emergency Education programme.

#### 2.4.3 Teacher Training :-

Two types of teacher training programmes are in place. The first is a refresher course to teachers who are already trained through the formal Ministry of Education channels. The second is the training programme, for untrained teachers. The untrained teachers are of two categories :-

- a) Untrained teachers serving displaced children in Khartoum. These are often from among the displaced population. They live in the camps themselves. They include a proportion of trained displaced teachers who fled their original homes as a result of war.
- B) Newly recruited teachers in southern and transitional states where displaced children are incorporated in the same regular schools.

ratios

Teacher training institutions in the Sudan are passing through a transitional stage. With the implementation of the Basic Education system in 1991, when primary Education is extended to grade eight instead of six, all primary school teacher training institutes were promoted into Faculties of Education and were attached to the newly established universities. Until graduates from these faculties are produced, in sufficient numbers, basic

schools will continue to rely on teachers recruited from among secondary school leavers. For these reasons a teacher training institute (ISETI) which is attached to the Federal Ministry of Education (FMOE) is assigned the task of supervising and implementing teacher training programmes in collaboration with State Ministries of Education. Unicef became a major party in this scheme. It assists with books, teaching materials and the training process, where it pays the costs of most training programmes.

The ISETI training programme is composed of a three week course held separately for teaching Arabic, Mathematics and English and facts for life. During the process of our investigation, it is not yet settled whether the best way for teachers training is to emphasize specialization by subject or to train teachers in order to allow them to cover a broad spectrum of subjects. The question of whether a single grade or multi-grade system of education is more appropriate for Emergency Education, is a policy question that remains to be settled, through the relevant channels.

Unicef continued to advocate the introduction in the training curriculum, additional material which will help in personality development and Provide the children with "facts for life". Facts for life, as an element of teaching, in displaced schools, also aims at helping the child to overcome the difficulties encountered, during the various stages of displacement. It also aims at enabling the child to face the future, more informed more confident and equipped to live a more balanced adulthood.

Bahr EL Ghazal University is operating a programme of distant training for teachers whereby teachers are simultaneously teaching in schools and studying at the university. Malakal University attempted to reproduce the same model of distant training already functioning in Bahr El Ghazal University. Further discussion of teacher training in each of the two southern states will be made.

#### 2.4.4 Mobile Education for the Nile Corridor:-

Among the most important activities of OLS operations from Khartoum, is the distribution of food to people trapped in the war zones and hence being classified as hard to reach people. Peace corridors has been established through agreements between the UN, Sudan government and the SPLA. The distribution of food through these corridors is the responsibility of World Food Programme WFP which uses trains, aircraft and Nile barges.

Unicef added another function to the usual WFP barge operations, where mobile health teams and education monitors were sent, on board the barges. Education materials were distributed along the following Nile corridors :-

- 1- Renk Malakal corridor,
- 2- Sobat corridor,
- 3- Juba convoy,
- 4- Tonja-Funjak corridor

The target group towards whom this barge operation is directed are the "hard to reach" children in southern Sudan. These are school aged children, who live in the villages and towns along the barge corridors of ~~Operation~~ ~~lifeline~~ Sudan (OLS). In 1995 when this subprogramme of education was first introduced, it was planned to benefit an estimated 270,000 children. The team of education monitors which boarded the barges were assigned the tasks of distributing carefully packed education kits. Each kit is composed of 50 sets of educational materials. In addition to the distribution of such kits, members of the team collected information and assessed the education needs, in the hundreds of drop points, along the Nile corridors. The team often ventures, into trips of several kilometers deeper in the hinter lands, to assess the education needs of "hard to reach" category of children, in the southern states. Both government authorities and SPLA,/SPLM personnel were very cooperative, in the promotion of this subprogramme.

#### 2.4.5 Water and Sanitation :-

An important area of attention for unicef and other organizations, working in the field of education is the area of hygiene and environmental health. Thus considerable effort and resources were directed by Unicef to provide clean water and sanitation, to schools covered by the Emergency Education Programme. The WES section within Unicef is instrumental in the construction of latrines and installment of hand pump wells within or around schools.

It is clear that the demand upon Unicef, to provide basic education facilities for displaced children is enormous. Currently, Emergency Education activities are heavily skewed towards the provision of basic materials. In our discussion of programme implementation in Khartoum State, and in the Southern States, which we have visited, it will be clear that there are important gaps that need to be filled, not only in terms of quantity of supplies, but also in the qualitative direction of the programme. Although a large number of needy children among the target population have been covered and benefited from

educational inputs, and a significant number of teachers being trained, in our opinion greater effort is needed, as the inputs from other source is not matching the expanding number of people affected by war and other calamities that produce disaster in the Sudan. By other sources we mean popular and government sources. The economic reality in the country is causing the state to be less capable, to meet the cost of social services while the displaced people are too poor to provide for themselves. Within this context the inputs, from Unicef assume greater and strategic significance.

## **2.5 Pilot Activities and Popular Participation :-**

While recognizing the current difficulties of displaced people, Unicef and other humanitarian organizations can not indefinitely continue supporting the victims of man made disaster in the Sudan. There may be a time when external sources of support will dry up. Furthermore the target population for the Emergency Education programme and other interventions, can not be assumed to be completely helpless. At certain stages they need help and support, but even within the emergency situation, they must be made to help themselves. Self-help has been a main ingredient, as we understood, in the Emergency Education programme. Within this spirit Unicef within the context of EE has many experiments, two of which are discussed below as examples :

### **2.5. 1 School Income Generation :-**

During our survey, of schools in the displaced camps and also in the main towns in the southern state, a permanent and recurring complaint is that schools are short of funds to pay workers who may provide meals or in cases where, food is given from WFP, EU or other sources, schools need petty cash to provide charcoal, for cooking and they also need cash to obtain drinking water during the day.

Unicef had experimented, on a small scale, with a donkey cart project. The project was proposed by the benefiting community in Mayo-primary school in Khartoum State. The committee asked for the initial capital and committed the labour of teachers and teenage children studying at the school. Unicef responded by providing a number of donkeys and carts, to enable the selling of water, which is a scarce commodity in the camps. One donkey is reported to have died, but the project, as the whole, was still able to generate some income estimated at LS 175,400 per month. This is enough to cover

many expenses including the subsidy of teachers salaries and school maintenance. This experiment needs to be repeated elsewhere before useful lessons can be drawn from it. However one lesson is evident. In principle displaced communities like any other communities can be made to help themselves through appropriate and relevant methods and techniques.

### **2.5.2 School Gardening and Household Food Security :-**

Piloted in 60 sites, school gardening had a number of objectives. One was to improve the school environment. The second was to introduce children to farming and link them with the rural environment, from which many had originated. School gardening was part of school curriculum, where teacher training institutes in the past emphasized, as a practical skill to be passed to pupils. School gardening also aimed at improving child nutrition through supplementing breakfast meals wherever such meals are possible.

To this end Unicef provided seeds of Okra, groundnut, maize and Millet. We have been told that gardening tools and equipment were also made available. In many schools, where such tools and seeds were made available, the project was not successful. The reasons were either lack of irrigation, or in cases where hand pump wells existed schools are not fenced and any crop that might have been cultivated is either destroyed by goats or stolen by neighbourhood children.

In addition we were also told that WFP, Unicef and other organizations had experiments with food security projects particularly in the south. In Malakal we were told that people were organized in groups to which fishing nets and canoes were distributed. Similarly we have seen, in the Opel camps, a group of women farming plots of land irrigated from River Sobat. Unicef helped with seeds, equipment technical supervision and tools. Once again, the principal lesson, to be drawn is that even within the context of emergency realities, there is room for people to be made to help themselves.

The unstable security situation, which in the first place, produced these calamities, is still the major obstacle in the face of the expanded reproduction of these experiments. This seems to be the dividing line between emergency oriented interventions and normal development oriented intervention. We don't expect massive food production from such experiments, but still they worth to be reproduced, even under emergency situations, whenever the problem of land and other inputs is solved. The problem of access to land is a problem shared by both displaced communities, in Khartoum where land is privately owned

and in Malakal, Kadugli and Wau where the security zone around the town limits the availability of farming land. Within the secured zones, land has been over cultivated a factor which resulted in very low productivity. Further beyond the secured lines, around the towns in the Southern States, it is unsafe to venture, with farming or with any other economic activity. Despite the difficulties, there is room to make people participating in solving their problems. In the following section which deals with the management and implementation problems, the issue of popular participation will be further highlighted, and assessed.

## CHAPTER THREE

### Planning Management and Implementation

#### 3.1 Planning :

~~Planning is an important process in management. It involves the determination of goals, setting of principles and delineation of objectives.~~ Planning processes require organizational structures, by which responsibilities are clearly assigned to capable staff. Organizational structures specify levels of control, in accordance with well specified targets. An important aspect of planning is the allocation of budgets, for the provision of human and material resources, needed in the process of plan implementation. Monitoring and evaluation are important aspects of implementation, often resulting in feedbacks and critical information, that may cause reassessments in the original targets and objectives of the plan.

*Summarize*

There are many techniques which are useful, during the processes of planning. Such techniques include cost-benefit analysis (CBA), cost effectiveness studies, operational research (OR) management accounting, and so on. The application of any such technique depends on the nature of a management problem under consideration.

In this broader sense, the Emergency Education programme involves planning processes which started with the original call by OLS (SEPHA) Special Emergency Programme of the Horn of Africa Appeal in 1991. <sup>BY</sup> 1992, basic education to the displaced children attracted the attention of donors as an independent programme. Thus the period, between 1991 to 1992, was a period during which, the basic objectives and targets of the programme were formulated.

The programme was initiated, in 1992 with a contribution of US\$ 2.5 million from the Government of the Netherlands. The programme was implemented in eight states to address the most urgent emergency education needs of children affected by war. Such problems included lack of education materials, lack of textbooks and inadequacy in the number of trained teachers and classrooms. In addition breakfast meals, clothing and psycho-trauma treatment, were discovered, during the process of implementation, as serious problems, that have to be attended.

As we have already mentioned the general and broad objectives of the Emergency programme of education are :

- 1- Improving basic educational opportunities for war-affected children

*No need to repeat, should be combined.*

- 2- Contributing to an increase in national enrollment and retention rates
- 3- Addressing the gender imbalance of education
- 4- Maintaining an operational educational system in the southern Sudan and the transitional zone
- 5- Empowering children in specially difficult circumstances (CEDC) by equipping them for a better future,
- 6- providing stable environment for children affected by war and displacement
- 7- Creating a sense of normalcy among war-affected and displaced children
- 8- Rehabilitating basic education services and improving the psychosocial and social status of war traumatized children.

Programme implementation started, in 1993/94 following, a generous grant from the Government of the Netherlands. Unicef became the main partner with a mandate of ~~implementing and~~ supervising all emergency education programmes. Between June 1992 and February 1994, more than 250,000 displaced children were reached and provided with better educational opportunities, 959 teachers were trained, over 200,000 textbooks and 1.3 million exercise books were distributed. The distribution of exercise books was accompanied by a simultaneous distribution of chalks, blackboards, pencils. In addition to the distribution of these materials 365 classrooms were constructed or rehabilitated with local materials and 500 classrooms were protected from rain with plastic sheets. School furniture was also provided for at least 15,130 displaced children.

While the exact number of displaced children and children affected by war is difficult to estimate the programme targeted a round 480,000 children in thirteen states of the Sudan. The following table indicate the number and distribution of displaced children who were expected to be reached through this programme.

*This section does not tackle the issue of planning!*

**Table (1) : Targeted Displaced Children in the Sudan**

State	est. Number of Children
Equatoria States	100,000
Bahr El Ghazal Statesi	40,000
Upper Nile States	120,000
Southern Darfur	30,000
Southern Kordofan	30,000
Khartoum State	160,000
Total	480,000

Source : Uncief progress Report OLS Emergency Education, May 1995

Budgeting of financial resources is an important process in planning and implementation. While this report is not aiming at providing a detailed financial statement of the project, some brief financial and budgetary estimates, may help in drawing a broader picture of emergency education activities. The following table is a summary for the total financial allocations by donors for the benefit of the programme.

**Table (2) : Emergency Education Funding by Donors, Scope and Target Population**

Period	Donor	Funds in \$000	Scope	Target Group children aged (5-15)
1993-94	Netherlands	2,465.9	Sudan general	250,000 (only beneficiary)
1994-95	Netherlands	496.7	Sudan general	480,000
1994-95	Netherlands	291.1	Kadugli	N/A
1994-95	Japan	141.4	"	480,000
Sub-Total 1994-95		912.7		
1995-96 proposal	Netherlands	805.3	Sudan general	750,000

- Source : 1- Unicef, final report to the government of Netherlands, "Emergency Education project" submitted to GON, May, February, 1995.
- 2- Unicef, "Progress Report No. 1 Basic Education, Kadugli", submitted to GON, May 1995.
- 3- Unicef "Donor Report No. 1 : OLS/EE submitted to GON April, 1995
- 4- Unicef, utilization of supplementary funds : planning memo, Ref: G; 133" submitted to Gon, 12 April, 1995.

### 3.2 Management :-

A project proposal document presented by Unicef, SCO, and addressed to the government of the Netherlands, has stated in relation to the situation in Kadugli, Southern Kordofan State, that "the state capacity to fund and manage basic education has weakened". Our own observation in Kadugli, the southern states and even in Khartoum support this claim. Shortage of state financial resources has led to the relegation of basic education financial responsibilities, by the Federal and State levels, to the local council levels. In most situations councils were unable to pay or cover even teachers salaries. Under such conditions responsibility for basic education has been diffused and spread widely to include the Federal Ministry of Education (FMOE) which is responsible for policy, the State Ministry of Education which directly supervises schools through its technical staff and it also employs teachers, and the local councils which are responsible, in theory at least, for the construction of schools, but in practice they became responsible for funding all basic education activities. The councils being burdened by such heavy responsibilities, we found them struggling, only to pay teachers salaries. Teachers, parent committees and NGO's are all involved, in supporting various activities related to primary or basic education. Without such popular support schools in many parts of the Sudan will see to function.

Accordingly, the management process of emergency education involves the co-ordination of activities by all these parties. Unicef Sudan country office is responsible for the over-all ~~operation and implementation~~ of all basic education related intervention by UN agencies. Within the Education and WED section, in Unicef the Unit for Emergency Education is located. This Unit is allocated the task of planning, implementation and monitoring of activities connected with the Emergency Education programme. By the time investigations and data collection, for this report, were in progress, the Emergency Education Unit was staffed by only one international consultant. At times she is expected to call on the assistance of other national or international consultants, who may help in the performance of certain specific jobs. The over-all budget, for emergency education includes remuneration for consultants and other technical assistance related costs, in addition to costs of transport, materials, communications and costs for monitoring and evaluation.

as well as the activities!!

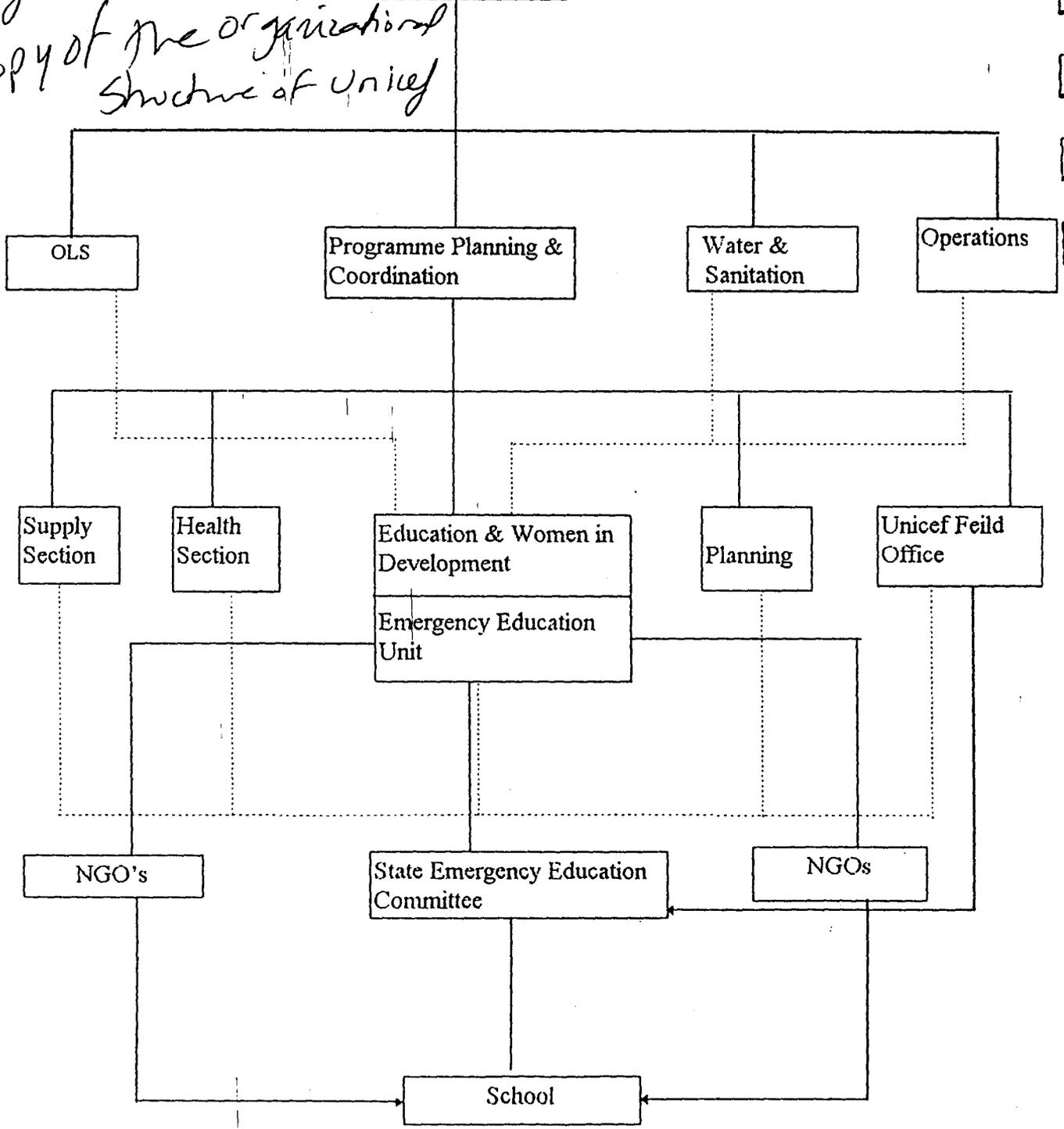
Diagram No. 1: Current Organization Structure for Emergency Education

Management

Unicef Sudan Country Office

Representative

*PK get a copy of the organizational structure of Unicef*



———— Direct line of communication

..... Cooperation and coordination

The modality of project management and implementation is illustrated by the diagram. Emergency Education unit is affiliated to the Unicef Dept. of Education and Women in Development. As such, it operates within the operational structures of this department. At the Federal level, the counter part for this Department, is the Federal Ministry of Education. The Department of Planning at this Ministry (FMOE) co-ordinates and helps in the formulation of joint policies related to all basic education related programmes, which are sponsored by Unicef Country Office. For the specific purpose of the Emergency Education programme, as with other programmes, the National Steering Committee, participates in the formulation of broader policies and plans.

→ comprised of who?

At the lower level, state emergency committees were also established. Representatives, of these committees, often participate in annual meetings for the discussion of policy issues, related to programme planning and implementation. The consultants had the opportunity, to attend one of the Annual Review Meetings, which was organized by the Federal Ministry of Education and Unicef Education Development programme. The review meeting held between, 2 and 5 October 1995, is a good example for demonstrating the practical aspects of planning, monitoring and implementation.

From each of the relevant states, a delegation representing state Emergency Education Steering Committee had attended the meeting. The State Emergency Education Steering Committee SEESC, as the major implementing body, at the level of states, is headed by the Director of Education at the State Ministry of Education.

Acting on behalf of the committee, the Director of Education, in collaboration with other parties exercises the following duties :-

- 1- secure continued delivery of education materials
- 2- negotiate with local suppliers and contractors and conclude contracts/purchases whenever necessary.
- 3- mobilize local communities to participate in the implementation of relevant projects
- 4- implement and co-ordinate related teacher training programmes
- 5- implement and consult in the implementation of joint Unicef/MOE/WFP agreements for 1) school feeding 2) food for work schemes.

In Other words state Emergency committees headed by State Directors for Education are the main implementing bodies. The diagram show the direct line

of communication between these committees and schools. In practice, however, this structures operates in the specific realities of the states in an slightly different manner.

### 3.3 Implementation :-

*Explain*  
The management diagram show the relationship between NGO's, Emergency Education Unit and schools. In the case of Khartoum State, in particular, some NGO's to which reference, will be made play a major role in programme implementation. In Khartoum they have substituted the role of the State Emergency Education Steering and Implementation Committee, which seems to be completely absent - Unicef field offices in the case of the other states, participate in the process of implementation, coordination and in the monitoring and coordination of activities and inputs particularly by other sister UN organizations, such as WFP. The modality of interaction between Unicef field offices, and State Emergency Education Steering and Implementation Committees, differ from direct intervention as in Kadugli, to indirect consultation and monitoring as in the case of Upper Nile. The specific reality in each state, seem to determine the nature of interaction, between Unicef field office, and state Emergency Education Steering and Implementation Committees.

Generally however, the role of Unicef field offices in the implementation of Emergency Education programmes can be summarized as follows :-

- 1- Provide technical assistance
- 2- Submit progress reports
- 3- Assist in strategies for the mobilization of community participation
- 4- Assist in field work studies and report on the cultural and social background of displaced children and thereby help the Emergency Education Unit and the Department of Education, in policy and planning.
- 5- Coordinate with WFP and facilitate, school feeding and food for work, within the framework of Emergency Education programme. Unicef field offices also coordinate the input of the Departments of Water and Sanitation WES, into Emergency Education, whenever necessary.
- 6- Assist in the execution of Teacher Training Programmes, implemented by State Ministry of Education/State Steering Committee and (ISETI)

(the Inservice Education Training Institute) as partners in the programme.

### 3.4 Partners in The Programme :-

Several partners are involved in the implementation of the programme. The Government of Sudan, UN agencies, foreign donors mainly foreign governments, international non-profit organizations, national and international NGO's, ~~churches~~, church organizations and displaced communities. While the main objective of Emergency Education is manifestly shared by all parties, however, at the level of implementation and interpretation differences may arise, to such an extent that, it could be safe to say that, there are sub-objectives for each of the main players and participants in the process of programme implementation. } not clear

~~The government of Sudan's goals and objectives behind Emergency Education for displaced children, are similar to those objectives set for basic education in the country as a whole. Formulated, in general terms, these include the following :- "The consolidation of religion and religious morals in the young; the imparting of knowledge and values of cooperation, self-reliance, reliance in Allah, and the socialization of children to be environmentally aware, (quoted in Ushari, 1945).~~

These goals are formulated within the framework of the 8 - years basic education system and the international declarations on Education For All (EFA) endorsed by the Sudan government. ~~According to these declarations Sudan is committed to eradicate illiteracy by the year 2001.~~

Unicef objectives which were already cited emphasized, besides the desire to increase national enrollment and thereby, universalizing education, includes other more secular objectives. It emphasis the gender factor in education, empowering the weak i.e. (children under specially difficult circumstances, children traumatized by war), and addressing the educational needs of a particular segment of population which is trapped by conditions beyond their influence.

WFP's goals are similar to these of Unicef. They include the desire to increase access, improve quality of education through school feeding programmes, and food for work, for the reconstruction of schools.

It should be noticed that, it is the government which introduced the issue of religion as a major goal in education. It is not surprising therefore, that both

the Islamic and Christian NGO's understood the goal of religiosity within the perspectives of their own theological doctrines.

From the perspectives of Islamic NGO's, the objectives of Education which they provide to displaced, children include islamization by persuasion and the promotion of the knowledge and learning of Islam and the Arabic Language, by school children and teachers originating from among the displaced communities. The spread of Islam and of Arabic are seen by these Islamic NGO's and their sympathizers, as important for the National Unity of the country, in addition to their intrinsic spiritual values in Sudan (quoted in Ushari, Ibid).

Christian NGO's and Christian churches, which are involved in the implementation of the programme, aim at the conversion into Christianity of children who follow traditional African religions. Within this environment, there are certain forces behind the Islamic NGO's and the Christian churches alike. This environment of competition, generates mutual suspicions and leads to allegations of conspiracies, aiming at undermining one or the other religion, through conversion or proselytizing Christians to Islam, or Muslim to Christianity. Either of the two main denominations could not hide the fact of their intermediate objectives of streamlining, children, who may be neither Muslims nor Christians, into their respective schools and then later prepare them for conversion to Islam or baptize them into Christianity.

All in all, the Sudan Government and Unicef who are the main sponsors of the programme, have to understand the concerns of these religious NGO's and the target community. May be the best way to reduce, any possible complications, that may come out from this competition, is to adhere to a secular approach, leaving the question of religious choices for the local communities to make.

From the perspective of this report, it is important to emphasize the positive roles of NGO's, Muslim and Christian alike, in programme implementation, particularly, in Khartoum State. This positive role is performed despite the negative environment of competition which we have described.

Generally, there is a large array of NGO's and other governmental organizations, which are involved in the various aspects of life, related to the displaced communities. While regular state government bodies and departments undertake all activities, related to the displaced communities in the other states, in Khartoum state however, the government had created special bodies for this purpose. These bodies include :-

- 1- The Department of displaced DOD
- 2- Relief and Rehabilitation Corporation RRC
- 3- Peace and Development Foundation

The role of these corporations is to cover all states affected by war. In addition to these bodies, the government could, in theory, act whenever necessary through any other official organization.

The list of NGO's which contributed in various aspects of emergency related activities among the displaced, can be long. However, a short list for these organizations illustrates the diversity of roles which NGO's played in the emergency related activities in the Sudan.

NGO's which were active in Emergency Activities in the Sudan, include the following :- *we need only to talk about NGOs involved in education. (direct or indirect)*

- |                                 |  |                   |
|---------------------------------|--|-------------------|
| 1- Unicef                       | 2- WFP                                   | 3- US Aid         |
| 4- Adra                         | 5- Care International                    |                   |
| 6- Sudan Council of Churchs SCC |  |                   |
| 7- MSF/F                        | 8- SCF                                   | 9- Oxfam 10- Dawa |
| 11- Muafaq                      | 12- IARA (Islamic African Relief Agency) |                   |
| 13- Sudan Red Crescent          |  |                   |

The input of these organizations, is not necessarily directly related to schooling, since some of them provided indirect support to education effort such as food or medicine.

The specific contribution of the main NGO's in the area of Emergency Education will be listed in more detail while examining the record of implementation in the states. The following paragraphs will, however, discuss the relationship between Emergency Education and other education related intervention by Unicef country office, Sudan.

### **3.5 Interface of Emergency Education With Country Education Programme.**

#### **3.5.1 Country programme of Education :-**

Within the perspectives of international declarations, endorsed and signed by the Sudan Government, particularly the Jomtien Declaration, Unicef is committed to assist the Sudan Government to provide basic education opportunities to all children by the year 2000. With this objective Unicef Country Programme is composed of many projects which include :-

- 1- Nomads Education
- 2- Adult Education
- 3- Teachers Training
- 4- Friendly Villages, Education
- 5- Development of National Data base
- 6- Promotion of Girls Education

The objective of each of these programmes is to universalize education and make it available to all children in the Sudan.

The military conflict in the southern states of the Sudan which, spilled over into other parts of the country, has created an abnormal situation which demanded emergency measures in all fields of life including the area of social services. The justification for Emergency Education has already been made. Since there is an interaction between emergency education programmes and other country programmes, there is need for discussing the differences and similarities between the two programmes.

#### **3.5.2 Distinctions and Similarities :-**

- 1- The first distinction is in the area of finance. While main stream country programme is financed through the general Unicef budget for education, Emergency Education is financed through special emergency funds.
- 2- The second distinction is in the area of targeting and beneficiaries. Country programme targets all children in the Sudan between the age 5 to 15, while Emergency Education targets the same age group in the war affected areas and those displaced by war in the transitional zones and in Khartoum State.
- 3- Emergency Education, unlike main country programme, targets children beyond lines of government control, to include those under rebel

dominated areas. For this reason emergency education is launched, from two separate headquarters, one in Khartoum and the other in Nairobi. This situations brings in, issues of coordination, flexibility and hazards. The lines of confrontation between government and rebel forces has been shifting all the time, a reality that makes access to the target population very difficult, from both headquarters.

- 4- While Sudan government is the main counter part, in the planning and implementation of country programmes, there are as many other counter parts in Emergency Education. A part from Unicef, donors and international NGO's, the rebel movement SPLA is an important counter part, in areas under its control.
- 5- The curriculum taught, in areas under government control, is the same as those taught in all schools in the Sudan. For reasons, understood by all parties, Sudan government did not tolerate any form of deviation from its national education policies, as being represented in the curriculum. In rebel held areas, the curriculum differs, reflecting, policies priorities and perceptions of the dominant parties. While vernacular education which is based upon vernacular language and English are in place, in areas under SPLA control, Sudan Government policies emphasized Arabic, religion and discouraged English, particularly for the early grades. Vernacular languages have no place within the national curriculum, which the government upholds strongly, and insists upon its application, to all schools within its sovereignty. This is one of the contentious issues which raises heated debates!!
- 6- Teachers in the regular country programmes are recruited by the departments of Education in the states. The same is true for teachers in the southern states, southern Kordofan and southern Darfur, where displaced schools are directly under state governments' control. The situation in Khartoum State is different. Many teachers are volunteers, who are recruited and remunerated by private organizations (NGO's) and local communities. The scale of this phenomenon will be highlighted during our discussion of data from Khartoum State.
- 7- The different background of teachers has an impact on the level of qualification, training and professional competence. Teachers in main stream country programmes, receive regular 2 year training programmes in specialized teachers Training Institutes, while teacher in Emergency schools, particularly, in the displaced camps belong to a wide array of backgrounds. Some are university graduates, others with backgrounds in

teacher Training Institutes, while many are untrained school leavers, with secondary school certificates. A few number of the teachers in displaced camps schools, in Khartoum, did not have even secondary school certificates.

The comparison between Emergency Education and main stream country programme is important. It raises questions of sustainability, management, finance and future integration. Education is a serious policy issue with wider ramifications, beyond current concerns. Education is regarded by all governments as the most important instrument, in the process of induced national integration and political development. This factor seems to be the main reason behind the strength of feelings towards certain educational and pedagogical issues, such as the question of vernacular languages in displaced schools and the question of religious education in displaced camps, to which reference has been made above. To these and other issues we shall return during the discussion of findings, from the survey of schools, camps and four states including Khartoum State.

### **3.5.3 Components of Emergency Education Reviewed:-**

The main objectives of the Emergency Education programme have been already discussed. In order to achieve these objectives, several activities and interventions have been undertaken. These included the following :-

- 1- Education material,
- 2- Construction and Rehabilitation of schools and class-rooms
- 3- Teacher Training

While the above three components constitute the main activities, through which most resources are spent, Emergency Education includes other qualitative intervention. These include the following :-

- 1- Mobile Education
- 2- Vernacular Education
- 3- Psycho-therapy and the need to address problems of war trauma
- 4- School feeding
- 5- Promotion of self-help and popular participation
- 6- Food for work
- 7- School furniture
- 8- School gardening.

During the implementation process, each of the states, which we have visited, has emphasized certain items in this list. The following part of the report deals with the presentation of the findings of the survey which has been conducted by the consultants. The survey as we have mentioned in the introduction covered Khartoum State, Bahr El Ghazal, Upper Nile and Kadugli, Southern Kordofan. In the discussion of these findings the specific problems of implementation in each of the states will be discussed. This will be followed, by general comments, about the most significant issues in these findings. Before a detailed discussion and presentation of data for each state is undertaken, it may be useful to give a broad and general description of achievements made during the two years of the programme.

### **3.6 General achievements :-**

Since 1992, when the project started many achievements have been made. An estimate of 270,000 children displaced and war affected in the government controlled areas in the south, in the transitional zones, and in the displaced persons camps have benefited from emergency education. To these an additional 200,000 in the southern sector, behind SPLA lines, OLS zone, have also benefited. Similarly about 2,600 teachers have been trained and 256 class rooms have been built, or restored, through the help of community participation.

Large amounts of educational material, have been supplied and school furniture for about 15,000 children have been provided. Innovative approaches, to contact, out of reach children, have been successfully attempted; through distance training of unqualified teachers, educational materials by Barge which reached about 80,500 children along river corridors. Encouragement of self-help in the construction of schools and latrines, with WFP providing food for work and the establishment of womens groups for sewing school uniforms for girls, are among the means used for community mobilization.

In short there are a wide range of activities, which were followed directly by Unicef and other counterparts, in the process of implementation of Emergency Education programmes. Programme activities were directed towards displaced and war affected children wherever they are found. The following table indicates the amount of financial resources spent on the main items of the programme in the different states.

**Table (3A) : Expenditure, Emergency Education Project in (\$ US)**

Activities	Kordofan	Central	Khartoum	Darfur	Total
Educational Materials	84,474,00	12,237,00	63,356,00	63,356,00	223,423,00
Textbooks	7,000,00	0,00	7,000,00	7,000,00	21,000,00
Teaching training	4,000,00	0,00	2,000,00	2,000,00	8,000,00
School construction & rehabilitation	121,501,00	16,858,00	90,000,00	90,000,00	318,359,00
School furniture & equipment	42,000,00	6,500,00	31,750,00	31,750,00	112,000,00
School water supply	38,000,00	5,000,00	28,500,00	28,500,00	100,00,00
School latrines	23,000,00	3,000,00	17,500,00	17,500,00	61,000,00
Programme monitoring & evaluation	8,600,00	2,300,00	6,500,00	6,500,00	22,900,00
Total	328,575,00	44,895,00	246,606,00	246,606,00	866,682,00

Source : Unicef Country Office Khartoum 1994/95

**Table (3B)**

Activities	Eastern	Equatoria	Bahr Alghazal	Upper Nile	Total
Educational Materials	30,000,00	84,474,00	84,474,00	84,474,00	283,422,00
Textbooks	4,000,00	25,000,00	25,000,00	25,000,00	79,000,00
Teaching training	2,000,00	10,000,00	10,000,00	10,000,00	32,000,00
School construction & rehabilitation	46,146,00	113,332,00	113,332,00	113,332,00	386,142,00
School furniture & equipment	15,000,00	41,000,00	41,000,00	41,000,00	138,000,00
School water supply	14,000,00	32,000,00	32,000,00	32,000,00	110,000,00
School latrines	9,000,00	22,000,00	22,000,00	22,000,00	75,000,00
Programme monitoring & evaluation	3,100,00	8,000,00	8,000,00	8,000,00	27,100,00
Total	123,246,00	335,806,00	335,806,00	335,806,00	1,130,664,00

Source : Unicef country office, Khartoum

With this general background, the following sections of the report will present the specific findings of surveys and fieldwork results which have been conducted in the four states, of Khartoum, Upper Nile, Bahr El Ghazal and Kadugli Town in Southern Kordofan.