RSP/QEH

Refugee Participation Network

Newsletter No. 2 May 1988

CONTENTS

EDITORIAL May 1988

Thank you for your responses to the first Refugee Participation Network (RPN) mailing. This is one of the services provided by the Refugee Studies Programme (RSP) at Oxford. As the aim of the RPN is to provide a forum for discussion and regular exchange between practitioners in the field, refugees and researchers who study refugee issues, we are glad that we can include in this second mailing some contributions received from practitioners as well as papers by four academic researchers. One is Kerry Connor, who conducted thesis research on refugees in Peshawar and has now returned to Quetta, Pakistan to work as a practitioner in a project sponsored by the Experiment in International Living and UNHCR. We deeply regret to announce that Chris Rolfe, the author of the contribution on refugee enterprise, (included in this RPN Newsletter) together with his wife and two young children, were among the victims who died in a recent bomb blast in the Sudan. Once again we are including an application form for membership and, if you have not already done so, you are urged to fill this in, as continued membership will depend on you completing the forms and returning them to us.

The RPN Mailings are not intended to be kept in the head offices of major agencies. They are intended as a means of exchange between refugees, academics and practitioners who are working in the field in 'developing' countries which host refugees. Thus the RPN Mailings are not distributed to agencies which are only involved in 'third-country' refugee resettlement in industrialized countries. They, no doubt, have a need for such a service, but the funding for the RPN is pinpointed to those working elsewhere. At least for one more year, the RPN mailings are free of charge to members. Further funding for the project will depend on the RPN ensuring that the contents are meeting your needs. We need to hear from you! We are keenly aware that there are a host of newsletters produced by various agencies. The RPN mailings can only be justified if they are filling an unmet need

and contributing to the development of an 'institutional memory' in the field of refugee assistance. In this case, neither the Refugee Studies Programme (nor the RPN funders) will conclude that 'silence means consent'.

The distribution of our first Newsletter relied on responses to an introductory letter sent out in July, 1987 to a list of practitioners obtained through a number of sources. In order for the RPN to meet its objectives, we must rely on all those who receive this mailing to assist us by following the example of one head office who reports it 'is requesting our most experienced officers to be in contact with the Network on issues of concern to them. We shall also be requesting them to identify as correspondents those individuals among the refugees themselves as well as those in Government offices who they consider would contribute usefully to the exchange of information on refugee matters.'

A major emphasis of the RPN - as Robert Chambers explained in the first Newsletter - is summed up in the words, 'refugee participation' which define the orientation of the Network. Some of the materials included in this mailing aim to stimulate discussion on this subject. We hope that many refugees will themselves become members and write for the Network. To this end we would encourage everyone who receives this mailing to share it, especially with those who are leaders of refugee organizations. We welcome contributions which will demonstrate the value of involving refugees in all aspects of programmes and policies which affect their lives.

Ultimately, the purpose of the RPN mailings is to share information which will improve practice and to this end, we encourage members to write up their experiences in a way which others might benefit from them. We will put your responses together in the next mailing. If you do not wish to have your responses be attributed, please be sure we will respect

confidentiality when requested. However, since the purpose of the RPN is to encourage communication, we would prefer to include names and addresses so that members can get into direct contact with each other.

Many people who have written welcoming the RPN mailings have included certain information about their work. For example, one agency informed us that they sponsor 73 refugee students, have started a loan scheme for refugees who would like to run their own businesses, have twelve such projects underway and hope to support twenty in all. Such information, though interesting, is insufficient to assist others who may wish to start similar schemes elsewhere. We asked ourselves a number of questions which we hope that this agency will answer. How were the projects they have supported identified? How were suitable applicants identified? What are the nature of the agreements between the recipients and the loaning agency? For what periods are the loans made? How is supervision of the projects organized? What are the overhead costs of management? How were refugees able to get licences to operate? What systems are instituted to ensure repayment? Are refugees charged interest on loans? Do payments go into a revolving fund which benefits new projects or is used to expand old ones? Who manages the loan schemes or the revolving fund, if it exists? What were the marketing arrangements? How long does it take for the business to become profitable and how do the participants maintain themselves in the meantime? How many people have benefitted from what scale of investment? What kinds of businesses are successful? Are the people who are successful those with previous business experience? What pitfalls have these enterprises encountered along the way which others might be able to avoid if forewarned?

We are especially grateful to those who wrote critical remarks on the contents of the first mailing. For example, one UN agency asks how far its staff members will profit from the RPN mailings in their daily work involving refugees. They criticized the

reports of the two workshops which were included in the first Newsletter as being 'too general to provide any insight into the refugees' real problems.' The description of the concerns of the meeting at Showak were 'the usual generalitities that most meetings produce '.

Obviously the RPN failed in putting across the unique character and significance of that meeting which permitted leaders of refugee organizations to enter into direct dialogue with government officials, representatives of the police, military, security, the media, and indigenous agencies concerning their problems. We hoped that other host governments would try to create a similar possibility for such honest debate. We were pleased to receive a letter,* reproduced in this Newsletter, which reports on a 1981 meeting organized in Liberia which had similar objectives and which corrects our statements that the Sudan meeting was the first of its kind.

The other issues raised by this agency pose a particular challenge for researchers. We hope that some RPN members (particularly practitioners who have made some progress on these matters) will seriously address themselves to answering the questions this agency raises. For example, particular concern was expressed with how to resolve such questions as registration and the enumeration of refugees. They are interested in knowing more about the impact of refugees on host populations. What are refugees' feeding requirements? (Even when rations are provided, these are known to be nutritionally insufficient.) This agency is also interested in information which would describe the general welfare of refugee communities, prospects for their integration in the host country and the possibility of creating conditions which would allow at least partial self-sufficiency and reduce refugees' dependence on external assistance.

On the other hand, this agency found the Directory of Current Research on Refugees and Other Forced Migrants (1987) an

'extremely valuable initiative'. (The second volume of the Directory - which includes twice the number of entries as the first - is now available from the Refugee Studies Programme at the cost of £15.00) The RSP will be regularly updating this publication. If you are involved in current research on refugee issues and not included in the Directory, please write to the RSP for a form. Do other members share the interest, expressed by this agency, in more exhaustive information on bibliographical resources? We are including information on some publications and where they are available. As part of the International Refugee Documentation Network, the RSP's catalogue of some 5000 documents is being computerized and our electronic mail address is: hbond at UK. AC. OXFORD. VAX - for those who already have such facilities. By the time the next mailing is ready - November - the RSP will have prepared an annotated list of basic readings on refugees.

EDUCATION FOR REFUGEES

> Refugee educational needs require thorough analysis, current programmes evaluation. Information about mistakes and successes must feed into networks accessible to educators, programme officers, host country officials and refugees who contribute at all levels to the policy, coordination and implemention of educational programmes for refugees. The availability, mobilisation and development of resources and expertise to meet effectively the current needs of refugees for education call for more research and sharing of education. (Wooldridge 1987.)

Although education is a basic human right and many refugees express the view that education is the single most important ingredient in what they consider to be a normal life, providing for the educational needs of refugees ranks very low among priorities in refugee assistance. One of the biggest obstacles in

the way of access to higher education of refugees is their lack of information on facilities which are available. At a May meeting of the Standing Committee on Education and Training for Refugees in Africa, participants lamented that 'Unco-ordinated educational assistance initiatives do not allow for the optimal utilization of resources and often result in wasteful duplication of efforts as in the case of multiple scholarship awards, chaotic and uncoordinated pattern and level of grants, etc.' In an effort to improve this situation for one continent, the World University Service International has prepared a questionnaire addressed to agencies which are prepared to accept applications from African refugees. The information collected will be computerized, updated and circulated to organisations (not individual students) on an annual basis. One of the purposes of this pooling of information will be to gain a more comprehensive understanding of the funds available and what scholarships they are used for. Such information will provide agencies which are currently working in isolation from others with a better basis for planning. If your agency does provide scholarships to African refugees and has not yet been contacted by members of the Standing Committee, we suggest you request a questionnaire directly from WUS International, (5 chemin des Iris, 1216 Cointrin, Geneva). Readers may also wish to know about the World University Service International's 1986 publication, Higher Education in Africa: Manual for Refugees. The information, in French and English, was compiled by Dr. Hugh Pilkington. As explained in the introduction, the handbook was designed for both those who counsel African refugees about education and for refugee students themselves and their potential sponsors. It is available from the Africa Section, WUS (I), 5 chemin des Iris, 1216 Cointrin, Geneva.

In an initiative to promote greater co-ordination, the Standing Committee on Education and Training for Refugees In Africa drafted guidelines for scholarship co-ordination. While specifically concerned with refugees from South Africa and Namibia, RPN readers who are concerned with the need for greater co-ordination

in refugee education may find these guidelines useful to apply elsewhere where co-ordination between agencies is now weak.

First of all, the Standing Committee recommends the establishment of a local co-ordinating consultative committee consisting of all scholarship agencies which includes government representation. This committee should conduct its business via regular and recorded meetings, field reports to be forwarded to various headquarters of participating agencies. Suggesting that the UNHCR local representative (or some other lead agency) act as the convenor, the draft guidelines include recommendations for the scope of such a local co-ordinating committee.

1. Co-ordination efforts should be directed at all scholarship programmes focusing on post-primary, formal training directed at individual recipients.

2. Co-ordination efforts should in particular address the question of scholarship grant level (amount), categories of awards (items catered for by scholarship) and other aspects of the benefits, e.g. renewability, duration, etc. The lack of co-ordination in this field has been the singly most divisive issue among donor agencies and has contributed at times to a climate of 'shopping around' for awards by students. There is similarly a need for more effective co-ordination in the realm of annual adjustments to the rate structure.

3. The local co-ordinating structure should also explore further coordination in scholarship implementation in areas such as the selection process, payment procedures, agreement with educational authorities and the monitoring and evaluation of the various educational assistance programmes. The latter should include practical assessments of future needs based on indices such as anticipated graduates from lower educational levels, refugees influxes, camp inhabitant educational profiles, etc. In the case of the selection process, information should be shared to

facilitate the most cost effective distribution of awards and avoid duplication of efforts. Information on the outcome of the selection should be similarly shared.

4. The local co-ordinating structure should also allow for the sharing of updated information on the level and sector of training funded by donor agencies to facilitate planning. Where possible such data should be compiled as databases.

We hope that RPN readers will report on their experiences of co-ordination in refugee education. However, as we all know, refugee education involves many other issues besides access to scholarships and the coordination thereof. We encourage members to use the Refugee Participation Network mailings as a means of sharing information and experience on all aspects of refugee education which may be useful elsewhere. If there is sufficient response to the idea of using the Network for such an exchange, the next RPN mailing will compile information received from Network members as a separate paper which members can easily reproduce and disseminate to their own networks. In this Newsletter, we are including information on how to apply for Junior Common Room scholarships at Oxford. Although very few of these JCR scholarships are awarded each year, there are often insufficient applications from qualified students to fill the places available. We are also including a report on the Commonwealth's educational programme for Namibians and South Africans. Dr. Udo Bude, German Foundation for International Development (Postfach 30 03 80 D-5300 Bonn 3), has written concerning the project called PAK-GERMAN BAS-ED (Basic education in areas affected by the influx of refugees in the North-west Province of Pakistan). This project has developed teacher guides and pupils materials in the subjects of Pashtu and Mathematics. As part of the project, special courses have also been developed for adults in the field of health education and poultry keeping. For further information, write to Mrs. Inge Eichner, Department of Basic Education, GTZ Headoffice, Eschborn, Germany, or in care of

your local German Embassy.

Finally, may we challenge RPN members to share information concerning initiatives which have been undertaken by refugees themselves. (Could any RPN member report, for example, on the work of some Hazara refugees (Quetta, Pakistan) in providing education for their community with very little external support?) As Helen Wooldridge pointed out in her paper entitled 'Education for Refugees in Africa' (RSP January 1987), there has been little donor response to the resource potential within refugee communities to meet their own educational needs, perhaps because these have been unrecognized and under-researched. These are 'represented in the achievements of African liberation organisations. Unlike most of Africa's refugees, member of liberation groups are organised along explicit ideological lines and live in mainly self-contained communities which encourage vigorous commitment to eventual return to independent homelands. The education ministries of SWAPO, Polisario, ANC, EPLF, REST and others see themselves as laying the foundations of education systems of future African nations. They have innovated a range of educational programmes and curricula designed to suit the requirements of their people in exile and to prepare them for their future in these new nations. The achievements of these communities could be the source of ideas for assistance to refugee communities elsewhere. Furthermore, their unique experience could provide insights for educators all over the world, but particularly African educators who are concerned with meeting development objectives and the special needs of their people with more authentic and specialised systems of education than those their governments run at present.'

B.E.Harrell-Bond
Director, RSP

*.....I am writing to you because of a comment made on page 2 about the Showak Workshop (10 - 14 July 1987). It is termed as

unique in that it was the first and only such meeting of refugees and their hosts to have 'occurred before in any country in the world'. It is also stated that 'the agenda for discussions was prepared by the refugees and the refugee-based organisations, thus reflecting their own interests and aspirations'. I would like to bring to your attention the occurrence of a 'similar event' six years earlier in Monrovia, Liberia.

Liberia is hardly featured on the UNHCR 'Geography of Exile', because this map lists only asylum states with refugee populations of 500 and above. However, despite the small size of its refugee population it has been an asylum state dating back into the 1950s and continues to do so. Over the years it has hosted mainly African refugees, with a sprinkling of others from other parts of the world as well.

The small size of its refugee population has resulted in relatively good relations with the host population, because the former are perceived as consuming a small amount of the country's resources and taking up only a few employment opportunities. The level of hospitality shown by the Liberian Government and people is also an important contributory factor to the existing 'state of symbiosis'.

However, in order to increase the state of public awareness about the plight of refugees globally and in Liberia in particular, a workshop similar to the one of Showak was organised on August 8th 1981 at the campus of the University of Liberia. Its theme was 'Liberia and the Refugee: Evolution of a Partnership in the Humane Understanding of Displaced Persons'.

Among the participants involved in the workshop were the UNDP, UNHCR, various government institutions concerned with refugees, University of Liberia, local NGOs and the general public. Last, but not least, was the important role a cross-section of the refugee population performed in the evolution of the idea for

holding a workshop and participating fully in it. At the time it was held there were about sixty refugees in Liberia. Most were students, others were working and a few were unemployed. Although by this time they were no longer considered as refugees, some of the Zimbabweans in Liberia were involved in the workshop.

Through the workshop issues such as refugee protection, assistance programmes and obstacles to their integration into the host society were dealt with. There were also discussions on the problems faced by the hosts and the international community in trying to assist refugees in the Liberian context in particular. As can be seen from the theme of the workshop participants also had to grapple with the issue of the definition of exiles.

At the end of the day the various panels which had been set up presented their observations and recommendations for dealing with the refugee dilemma. It is my firm conviction that even if a third of these laudable suggestions had been implemented both Liberia and the refugees would have benefitted tremendously. However, I have to report that virtually none of the workshop recommendations were enacted. Despite this poor track record of implementing the workshop proceedings, refugee/host relations in Liberia were still relatively good when I left the country in 1986, and I believe they still remain so today.

Patrick Matlou.
Refugee Studies Programme

INTRODUCTION TO THIS RPN MAILING

The mailing of the RPN includes a number of short articles and reports on diverse topics such as income generating projects, education and camp administration. Additionally we have included a report on an informal meeting on income generating projects organised by RPN on 2 March 1988 in Oxford. This meeting was attended by agency personnel and researchers. It is the first of a series of meetings that RPN intends to hold periodically on a

chosen theme to develop a forum for dialogue and exchange of ideas between academics and agency personel on various aspects of assistance to refugees in order to improve management and delivery of services to refugees. The intention of publishing the minutes of this meeting is to invite you to respond to some of the issues raised in the report. This way it will be possible to engage in a constructive debate about an aspect of refugee assistance which seems to be gaining increasing attention from the agencies but which is not fulfilling its prime objective of helping refugees to become self-sufficient. The participants of the Oxford meeting pointed out that current programmes are no more than a therapeutic treatment for symptoms of a much more complex problem.

Income generating projects is also the subject of the article by the late Chris and Clare Rolfe. The article is based on their recent book (co-authored with Malcolm Harper) entitled Refugee Enterprise: It Can Be Done. This is an excellent book on the practical aspects of income generation projects with an emphasis on refugee business. The authors advance a theory of 'Flexible Development' within the constraints of refugees who are waiting for durable solutions. The article suggests that income generating projects can be a useful stop-gap. There is a concurrence between the views of the authors and the participants of the Oxford meeting on issues relating to the role of host government and the need to put an end to project funding which makes flexibility difficult. A brief summary of the programmes covered by Refugee Enterprise: It Can Be Done is included as an addendum.

Wendy Orr, an educationalist, discusses her experiences as an education advisor to a project for Ethiopian returnees from Djibouti in the east of Hararghe, Ethiopia, which aimed to provide a special programme to teach Amharic, Ethiopia's national language, as a second language for non-Amharic speaking Ethiopian Ethnic Somalis.

Nils Mellander takes up the issue of how refugee camps can be a functioning community. He draws examples from his own experience in the refugee camps in Somalia and among the Miskito Indians in Nicaragua. He suggests that refugee camps can be organised as a normal community provided the host government, refugee leaders, UN agencies and NGOs find the right balance between temporary solution and normal living. This should involve provision of basic relief needs such as food, shelter, water, education, community development, improved communication between expatriates and camp residents, the spread of benefits to the local population and to create an environment for refugees to organise themselves.

The four network papers in this issue of the Refugee Participation Network, deal with the way institutions and development and relief agents operate in their dealings with the recipients of aid. This relationship is defined by the authors as bureaucratic and authoritarian, and often involves disregard for the culture and values of those the institutions serve. Professor Elizabeth Colson writes on the creation of the International Development agencies as a community with its own sectional interest; Robert Mazur gives a sociological insight into the way institutions operate; Alex de Waal writes on the contradictions between the ideals of humanitarian agencies and the practicality of the development process; and finally K. Connor writes on the role of political geography in assistance to refugees. We shall give a brief outline of the four contributions and discuss the way they are connected.

Professor Elizabeth Colson addresses the affluent International Community. She reviews the history of models of developments over the last few decades from Rostow's economic growth to basic needs and appropriate technology. She asserts that these models which foundered causing the present state of dissolution, massive debt and associated economic hardship, were presided over by an international network of highly mobile international experts. These people, who plan for people they do not know, are aware of

the continuing failures of development projects, but because of the rigidities of the system keep creating new projects that repeat the old mistakes. This is normally backed up by a continuous flow of workshops, seminars and conferences which assist them in maintaining the network. She argues that a further basic problem between the planner and the recipient (or what she terms between locals and technical assistance) is the existence of misunderstanding based on their different conceptions of how development ought to proceed. She proposes that development agencies should take into account the local points of view and also make efforts to break the communication barriers. She also calls on development agencies to get away from project-funding approaches which are geared to satisfy the demands of people in headquarters rather than those of the recipients.

Dr Robert Mazur brings in a sociologist's view of the way institutions operate and how they perceive the recipients who are depicted as helpless and passive. He indicates that labelling is central to all policy formulations and administration and that labelling itself suggests an asymmetrical relationship of power He asserts that self-sustaining development is hindered by the very nature of the assistance programme where power is the prerogative of the donors and the agencies. Furthermore he argues that NGOs are staffed by young, inexperienced personnel and that competition between NGOs for funding has created the 'packaging and marketing' of refugees who, he claims, agencies treat as property. Mazur sees the proceedings of the conference 'Assistance to Refugees: Alternative Viewpoint' held in 1984 in Oxford and the ICVA and UNHCR meetings at Crete Bernard in 1985 which stressed the need for refugee participation, as turning points, but, he claims that the latter failed to examine the causes of dependency, i.e. the nature of assistance programmes. He sees the solution lying in the promotion of development education for practitioners(education through problem posing methods) and the involvement of refugees with the planning and implementation of projects.

Alex de Waal takes us to the ethical and moral dimensions raised by the way development and relief agencies work. He asserts that there is a contradiction between the ideals of humanitarian institutions and the practicality of the development process. He argues that this contradiction creates stress resulting in psychological damage to relief workers. He illustrates his argument by examples from Sudan. He argues that high self-esteem conflicts with voluntarily harming someone against whom one has no personal grudge, but given the situation some in need must be denied. Western relief workers also find death threatening. Responses to the stress take different forms as relief workers try to protect themselves. They respond by not taking initiatives and tend to adhere to restricting, laid-down rules. There is a denial of responsibility. Some workers project their anger at the miseries facing them against the victims who are then disliked because they cannot be helped. They adopt the view that suffering people have no feelings. This dislike, begun as a defensive mechanism, then broadens to others identified with the sufferer. He gives an example of the refusal of members of the expatriate community to give due respect to local experts for their professionalism. De Waal makes a distinction between the majority of relief workers who come to be mainly concerned with their own careers and promotion and those whom he calls 'the maverick'. The latter is said to be active and able to take initiatives on his own. The maverick is dubbed as irresponsible by fellow workers and yet the agency encourages him to take the initiative that others could not take. However, he is not given the authority that would make him a threat to the institution which is mainly concerned with the aid programme rather than with the recipients.

K. Connor takes up a neglected aspect in refugee politics, 'the role of geography in the provision of refugee assistance' in connection with Afghan refugees. She argues that the existing geographical bias, which favoured certain areas in Pakistan and certain populations within pre-coup Afghanistan, is being reinforced by assistance programmes. These favour the refugees

settled in the North West Frontier Province (NWFP) at the expense of the refugees in the Baluchistan province which was always seen by Islamabad and Lahore as provincial and backward. The refugees who settled in the North West Frontier Province are mainly Pashtun from Eastern Afghanistan who dominated the political and economic scene in pre-coup Afghanistan. Those who settled in Baluchistan came from Southern Afghanistan and comprise Pashtuns, Tajik and the Hazaras who came from backward rural areas in Afghanistan. The assistance programmes were mainly directed to the NWFP where the political leaders of the Afghan parties reside. Five agencies are involved in education in the the NWFP and only one in Baluchistan. The latter is a private, voluntary organisation established as recently as 1987. Connor emphasises the centrality of the host government and the donor countries who have geopolitical interests in the refugees' country of origin as well as in the geopolitical position of the host countries regarding the decision making process, but she also stresses the role played by the multiplicity of interest groups with links to national and international centres.

Connor makes an interesting conclusion: the differential access to assistance may have long-term consequences as it has reinforced group statuses prevalent before the refugees left their homeland. Furthermore, she argues that status may determine who goes and who stays and that the refugees in Baluchistan may decide not to return to Afghanistan where they may find themselves again in a politically and economically disadvantaged position.

Thus Colson, de Waal and Mazur tend to agree that development institutions are authoritarian and bureaucratic in the way they operate. This then hinders the possibilities of self-sustaining development. These three authors also see the relations between development agencies and recipients in terms of power relations. Colson asserts the existence of different conceptions between development agencies and recipients about the way development ought to proceed. Alex de Waal, who is writing about those who

carry out policies made elsewhere, makes a distinction between those whom he terms as mavericks who are active and capable of initiative without reference to headquarters, and the conservatives who are concerned with their own careers. Colson and Mazur do not differentiate between multilateral and bilateral international agencies and NGOs in the way they work. Furthermore if the interests of the development agencies are inherently contradictory to those of the recipients - as the three contributions suggest - how is it possible for those treated as lacking initiative and resources to acquire the power needed to ensure the sustainability of the programme? The authors' contributions tend to agree on the need to put an end to project funding which is regarded by many as a major obstacle to much needed flexibility in programmes.

Maknun Gamaledin Ashami
Editor

REFUGEE ENTERPRISE - IT CAN BE DONE *
by Chris Rolfe

Refugees have to be enterprising or countries like America and Australia would still be underdeveloped. But when talking about refugees now the picture is of a refugee in Pakistan, Somalia or Sudan. They are from poor countries but, more importantly, they are in poor countries, the resources and infrastructure are poor and already needed by the needy, but generous, local population. Despite this, perhaps 30% of these 'refugees' never enter a camp or settlement and never receive assistance; they bring with them enough resources to start on their own. Towns like Quetta, Hargeisa or Port Sudan in these countries are expanding at around 10% a year.

It is to the others in the camps that relief assistance goes to help. The camps are set up quickly in large numbers so that the

supplies can be efficiently distributed. The refugees are asked for a name, not their skill, and they watch as they are provided for by the international community. The first seeds of dependency are sown; there are too many people for the surrounding area to support and their skills are ignored while the relief agencies provide food, water, shelter, health and later other things such as education and income generation - things that they used to do for themselves.

So the refugees in camps start with difficulties apart from those they brought with them. But where are they going? The traditional 'durable' solutions no longer seem to work. Integration is difficult in an already poor country unless extra resources are provided. Resettlement is not likely for the vast majority of poor, ill-educated people. Repatriation is also unlikely in the short to medium term whilst the situation remains the same. What is left between a difficult start and an unclear end? The answer is usually given as income generation and it was this we studied to try to help workers in the field decide on what sort of income generation was appropriate in their situations.

What did we find? We found that different sorts of income generating activities start between the relief phase and what we have called 'flexible development'. For refugees without durable solutions in sight, they have to move towards a developmental style, but without some of the implications of development. It is a flexible development - it is not long term, in one place and has certain restrictions imposed by being a refugee in a foreign land.

RELIEF PHASE (Dependency)

Phase A: First steps away from relief. Projects started quickly without much study of refugees or host cultures. e.g. Relief situation - refugees making clothes, blankets instead of being given them; simple environment projects - planting trees, making erosion walls; simple

construction projects - building schools, offices, clinics, dams etc; simple income projects - e.g. giving seeds, chickens to get people started.

Phase B: Projects needing basic information on refugee skills and local conditions. e.g. Farming (if likely to be around for one season); handicrafts (very common, but not usually a food income earner); vocational training (some very good, some taking little account of local conditions).

Phase C: As people begin to realise the situation will continue, longer term projects can start. e.g. Business starter - grants or loans given without detailed marketing or other analysis or advice given.

Phase D: The situation is going to continue. Some of the lessons from previous phases have been learnt. e.g. Business assistance programmes - full range of business development services; employment bureau -placing refugees in local or refugee positions.

FLEXIBLE DEVELOPMENT (Independence)

Phase E: Within the restrictions, the refugees are running their own farms, businesses, cooperatives etc. The refugees should also be running their own health, education, construction and other services.

Some refugees move themselves, even within camps, to flexible development very quickly. Others will probably always need relief assistance. Income generation projects and the agencies that run them are trying to move more people along the path towards flexible development. But realism is necessary. Some camps are never likely to move very far because of the human and environmental resources available to them. In some countries

their generosity has limits and they can only support this direction to a certain point. In Thailand the principle of humane deterance allows self-help but not self-reliance, so phase B is the last phase allowed. In Pakistan local competition has meant that phase D and beyond are not supported. Even some agencies would not like refugees running their own programmes or find it difficult to hand over to local staff.

It is not easy, businesses fail for many reasons others than those mentioned as problems for refugees. We found many failures of income generating projects, but we also found several successes which are made into case studies in the book. However, it is important to have a direction - until one of the durable solutions is possible then each project should aim towards flexible development. The move should be gradually away from dependency to as much self-reliance and independence as is possible at each stage and even to try to move a little further.

Chris Rolfe, Co-coordinator
Community Development Unit
c/o UNHCR, PO Box 148
Gedaref, Sudan

* Title of book written by Chris Rolfe, Clare Rolfe and Malcolm Harper, recently published by I.T. Publications, 9 King Street, London.

Addendum

The above book, Refugee Enterprise: It Can be Done is based on a study funded by the Overseas Development Administration (ODA). The objective was to identify agencies working in income generating projects and to find out what they were doing and to assist others trying to do the same. The result is an excellent reference book which lists 26 factors from A to Z of information on IGP. The book also provides the history of five case studies of what the writers term successful programmes and five case studies of refugee business. The A to Z includes sections on

factors for consideration before and after starting projects, choosing and running an IGP, lists possible projects and businesses, and attends to the special problems facing NGOs in this area. The authors put special emphasis on the business and entrepreneur aspects of IGP and mention refugee participation and proper utilisation of their skills as important factors determining the success of projects.

The authors also advance a theory of flexible development within the constraints of refugees who are waiting for durable solutions which are not in sight and therefore, they argue, IGP can be a useful stop-gap.

The following is a somewhat bold summary of the history of five successful programmes.

1. Accord's Port Sudan Credit Scheme

The objectives of this programme, which began in 1984, were laid down after thirteen months of investigation into the local economy of Port Sudan, Eastern Sudan. It serves those working in the informal economy by providing loans,technical training, advice on marketing and a supply service for tools and materials

The Programme is run by the coordinator and five teams of advisors located in five of the poorest districts in the town of Port Sudan. The services are advertised by visits, notices and by word of mouth.

The programme is said to run in a business-like manner, charging some costs and fees for its service. Criteria are a two year residency in Port Sudan, an income of no more than S£580 per month and acceptance of a full household survey. The consultancy fee is S£1 and when a loan is agreed upon, a charge of 1% of the total value per month and a fee of S£5 for late payers with no interest is charged. Refugees, women and the disabled are given priority by ACCORD.

Advisers who make visits to prospective and current clients, keep a log book to build up a picture of the family. When a loan is approved a contract is drawn up in the presence of a lawyer. This whole process does not take more than a week and advisors follow up the case, monitor repayment and enter all details into the log book.

Between 1984 and 1986, ACCORD assisted 851 clients (i.e. 1200 families) to start the following businesses: tailoring, water sellers, butchers, caterers, goods transporters etc. Of these 146 repaid the loan, 75 businesses failed. The failure rate was 15% per year. The income of clients doubled. The cost of assisting 851 businesses and 1200 families was US$1,062,500, a cost per business of $1250 and a cost per job of $850. Administrative costs were high compared to the number assisted, but this level of administration is justified by the authors by the number of success stories.

The programme is constantly assessed thereby allowing for changes in strategies and refining techniques to improve management and delivery of services and greater participation by recipients. Advisors and field officers are given discretion in decision-making at the local level thereby cutting down the bureaucratic hurdles.

2.Assistance to Skilled Refugees in Afghanistan: Action International Centre La Fiam (AICF) in Pakistan

The AICF income generating project supplies standard tool-kits and other assistance to skilled Afghan refugees in Baluchistan. It started after a request from UNHCR in 1984 and subsequent survey by AICF,

The survey provided AICF with a list of possible trades, an idea of the refugees' business needs and the tools needed for each trade. The programme is managed by a field officer and a team of five field officers with previous field experience of the area.

It began in the three biggest refugee camps in Baluchistan and now spreads to other camps covering 50% of all camps in the province.

Applications are made either through a relative or a chief (Mallik) and this also involves discussions and a detailed twenty-five paged questionnaire which assists field officers to build up a picture of the person. The acceptance of the grant is witnessed, though no contract is signed. In 1985 some 795 people had been given kits costing US$120 each. Kits were provided to 96% of those accepted, 8% received a grant for business premises for a period and 3% received raw materials. Businesses include tailoring (15%), carpentering (15%), well digging (11%), shoe repairs (6%) and carpet weaving. Failure rate is low. Success is measured by the return of kits, which can then be used by new clients.

3. The Austrian Relief Committee (ARC) in Pakistan

This agency, which is involved with the provision of health services, training community health workers and traditional birth attendants and the running of a sanitation programme, has three other services relating to income generation. The two continuing services are the Multipurpose Technical Training Centre (MPTTC) which began in 1983, and Assistance to skilled Afghan Refugees (ASAR) which started in 1984. This last was an employment bureau which was closed owing to local pressure.

A. ASAR (Assistance to Skilled Afghan Refugees) involves provision of tools to skilled refugees. The choice of participants and implementation of the programme is carried out in six stages: 1) Surveying which provides a list of skilled refugees from various camps, preceded by lengthy discussions to acquire information on the appropriate style and sorts of assistance for each trade. 2) Identification, which includes the interviewing of prospective candidates. This phase is associated with verbal discussions and completion of questionnaires. If the candidates pass the interview, they become eligible for assistance. In 1985

some 1243 refugees were interviewed and out of these 1107 were accepted. 3) Marketing and the purchase of tools. At this phase ARC assessed the different refugee trades. Some 60 trades were found feasible and socially desirable and therefore eligible. Purchasing of the tools was done locally. 4) Distribution of the tools. In 1985 ARC gave out tools to 608 men and 308 women. This was followed by monitoring which takes place at two stages. 5) The first is done one month after assistance is given to give advice and to check. 6) The second is carried out after six months which involves provision of technical and managerial help and an evaluation.

B. MPTCC has two centres - one in Peshawar and the other in a refugee camp. The Peshawar centre provides training in welding, machine work, electric, auto repairs and auto services and numeracy and English language classes. Trainees are given stipends. After training refugees are expected to pay back the stipend. In 1985, out of 130 trained, 22 were in supervised workshops, 20 were employed, 6 were continuing training and 82 were still waiting for tools, capital and workshops.

4. Christian Outreach in East Sudan: Relief Substitution Project for Tigrean Refugees.

The project involved spinners (mostly women) and 12 weavers (10 men and 2 women) who were paid initial salaries and later paid by piece rate comparable to local weavers. This was an example of relief substitution and was costly as products were difficult to sell, but the project, besides increasing income for refugees, proved that there are IGPs which can support, enhance or retrain skills, help others and be genuinely profitable.

The project grew out of a medical programme and was started by an expatriate volunteer administrator to provide occupation, training and suitable clothing for returning Tigrean refugees and to increase income. It took place between October 1985 and the end of April 1986. There was no other employment and families

needed income immediately and for their eventual return home.

5. The Quakers' Project in Somalia

The Quaker programme, started in July 1982 by Chris and Clare Rolfe, is a camp-based community development programme concentrating on IGP. The camp, Daray Macaane, is located in the north-western part of Somalia, near the border with the Republic of Djibouti. The refugees are mainly of pastoralist origin and share language, religion and clanship with the local Somali population.

The income generating projects consist of poultry for women, gardening for men and women, appropriate technology projects consisting of donkey carts, fuel-saving cookers, hand-powered grain grinders and water pumps.

A. The Chicken Project. After two years of prolonged discussion, a poultry project was designed with the aim of supplementing income and providing nutrition and also to act as a way of getting acceptance in the camp while learning about refugees, their needs and organisations. The poultry project was the refugees' choice. Breeding centres in Somalia were inspected and the project developed based on cross breeding in order to breed birds that gave more eggs and did not die. The team held intense discussions with refugees and the camp authorities to identify the poorest groups. Finally 24 groups were chosen and given 20 cross-breed chicks. Members were requested to attend a series of five sessions on poultry rearing conducted in Somali language. Local materials were used to build chicken houses.

The cross-breeding process was slow. The incubator incidently caught fire and was destroyed. Despite this unfortunate accident and a loss of two-thirds of the poultry to predators, the project survived. Two years later, there were still many chickens in the camp and in the town. The area was well-known for poultry. The project began as a collective enterprise, but after two years one

third of the groups still kept their chicken collectively. The rest opted for individual enterprise. The project paid off after two years.

B. House Garden Project. This project began by providing assistance to two gardeners in each of the twenty-four sections of the camp. They, in turn, were each to help two refugees in their section to set up a garden, giving a total of 96 gardeners.

After extensive discussion with recipients, participants in the project were divided into two groups The first group consisted of eight sections. This group was visited by field officers and questioned about their needs which were a) lands, b) tools, c) seeds, d) water, and e) advice. Vegetables were then chosen as a focus of the project. Jerry cans or shared donkeys were provided to lift water up the hills

The other sixteen sections were grouped together to form the following: a) women's gardening project, using shared gardens because the women all had other responsibilities and could not garden full-time; b) a garden training project focusing on preferred plants, better spacing and seed multiplication to obtain bigger yields and more income without further assistance.

The area expanded from five hectars to eighteen hectars, and the farmers made an average profit of US$600 while the variety of vegetables grown increased overtime. The project paid for itself in under six months.

There were two lessons learned from this project: collective work did not succeed as was the case with the poultry project and having a section leader choose participants was not successful.

Maknun Gamaledin Ashami
Network Manager

APPLICATION FORM

Refugee Participation Network

PLEASE FILL IN AS CLEARLY AS POSSIBLE and return to:

Refugee Participation Network
Refugee Studies Programme
Queen Elizabeth House
21 St Giles
Oxford OX1 3LA
U.K.

Tel: 0865 270729

BLOCK CAPITALS PLEASE

01 Name .....

02 Present Position .....

03 Organisation .....

04 Department .....

05 Mailing Address .....

.....

06 Country .....

07 Telephone ..... Telex.....

08 Country of residence if different from postal address

.....

09 Type of Employment (please tick one)

01 International or National Aid Agency (e.g. UNHCR, USAID, SIDA,etc.) .....

02 Government Civil Service .....

03 Non-Governmental Organisation (NGOs, PVOs, Foundations,Religious Institutions etc) .....

04 University, College, Research Institution etc. .....

05 Library,Documentation Centre, Editing, Publishing .....

06 Business - including independent consultancy .....

10 Interests by geographical areas.

Please list the areas in which you are most interested/knowledgeable

01	05	09 .....
02	06	10 .....
03	07	11 .....
04	08	12 .....

22 Interests by subject within refugee studies.

Please indicate your main areas of knowledge and interest (This is to help assess the strengths of the Network: you will receive network papers on all subjects).

01 Agriculture .....

02 Camp Administration .....

03 Education .....

04 Food Assistance Assessment & Nutrition .....

05 Health .....

06 International Politics/Law .....

07 Moral/Ethical issues of Refugees .....

08 NGOs .....

09 Organisations/ Regimes .....

10 Protection .....

11 Psycho/Social issues .....

12 Refugee Children .....

13 Refugees and economic development .....

14 Refugees and host country .....

15 Repatriation .....

16 Resettlement .....

17 Rural Refugees .....

18 Urban Refugees (Gender issues) .....

19 Women Refugees (gender issues) .....

12 Last two main professional responsibilities

It is often helpful for Network members seeking to consult others to know your recent professional responsibilities. If your job title does not give much indication of your duties, please give them here, with similar brief information on your last post. This information will be published in the Register of Members.

.....

.....

.....

.....

.....

.....

Today's date YEAR MONTH DAY

I have completed the registration form and would like to be a networker.

Signature_____

THE DIJOUBITI REPATRIATION PROJECT 1984-5: THE AMHARIC LITERACY PROGRAMME

by Wendy Orr

As a result of the Somali invasion of Ethiopia and the ensuing war, many refugees, especially Somali ethnics, fled from Ethiopia to Djibouti and Somalia. In the years after the war, many wished to return home, but had lost their means of livelihood. In the towns, such as Adigala, many homes had been destroyed in the war, or had fallen into disrepair.

The United Nations High Commission for Refugees worked with the Ethiopian Relief and Rehabilitation Commission to arrange orderly repatriation for refugees who wished to return from Djibouti. They selected a number of focal points along or near the Djibouti-Ethiopia railway line as major resettlement and relief distribution points. Returnees could, if they wished, go elsewhere, but the points were chosen because, there, a range of programmes would be developed which would not only offer temporary relief, but would in the longer term improve community facilities. It was only to be expected that, in areas where refugees returned, the impact on the local community would be considerable. Mostly, the returnees were Somali or Oromo, just as were those who had stayed. There could be some resentment against returnees, and so it was felt that services should be improved generally for the whole community as far as possible.

Ethiopia has a problem faced by many other countries. In much of it, several languages are widely spoken. In providing primary school education to as many children as possible with the resources available, which language should it be conducted in? The government is sensitive to accusations of 'Amharisation' of non-Amhara people, yet wishes to develop an Ethiopian national language. English is taught from third grade (approximately age 9) and is the main medium of instruction in Amarinya (Amharic). This helps the development of a national curriculum, but means

that many children do all their schooling in a language other than their own. This was the case in the area of Hararghe province where the repatriation centres were found.

World University Service, after consultation with the Ministry of Education and the UNHCR and RRC, agreed to fund a pilot project to assist primary schools in some of the repatriation centres. Four locations were chosen, schools repaired and some furniture provided. The aim of the project was to assist returnee children to take up the opportunity of primary education, by running a special programme to teach Amarinya as a second language.

Trained teachers are in short supply in much of Ethiopia. It was therefore proposed to train high-school graduates, many of whom had already been involved in the adult literacy campaign and so, at least, already had some teaching experience.

In July 1984, I went to Ethiopia as Advisor to the education project, attached to the Ministry of Education in Dire Dawa. A Project Co-ordinator was appointed, seconded from the Inspectorate at the Dire Dawa office. Twenty-four teachers were recruited from among the many high school graduates who applied, and they were given a short, intensive training course in second-language teaching.

Meanwhile, in two additional repatriation centres, returnees had themselves requested, through their representatives, to be included in the project. So there were then three special returnee programmes in three schools in the desert to the east of Dire Dawa, and three in schools in the low hills to the west of it. On the principle that local people should not be discriminated against, since this would cause resentment against the returnees, the agency members of the project co-ordination team agreed that the programme would be open to any child for whom Amarinya was a second language, although in the first instance we had been enrolling returnees. For the new 'temporary' teachers

(as we called them) in the six locations, this meant some rearrangement of their expected teaching programme. The result was that the project teachers did most of the first-grade teaching, getting support from regular teachers, who were then free to introduce a wider range of subjects and open some higher grade classes. Due to teacher shortage, rural schools cannot always offer all primary subjects or all the primary school grades. The result was that all the community's children benefitted.

Enrolment exceeded all expectations - a far higher proportion of the relevant age population enrolled than normally do. There was no campaigning for enrolment. Perhaps this allayed local suspicions, for the take up was heavy. We enrolled more girls than we had expected, but they were still far outnumbered by boys. Support for teachers also came through the Project Co-ordinator. When roads were passable and transport was available (due to the food priority of the famine, it sometimes was not), he would take supplies and teaching materials and aids developed in the Pedagogy Centre in Dire Dawa. A series of worksheets had been made into a handbook which was distributed early on in the programme. This provided ideas for second language teaching and supplementary materials for language support alongside the official textbook.

The added interest of being part of the programme seemed to inspire teachers and the local community to put in time and effort of their own. In the village of Gota, for example, this relatively fertile area was like a desert in September 1984 for there had been no rain. The 'chika' (mud) school was in bad repair - this village was one which entered the project by request, but alas after the school repairs work of the project was already over. By the following May the place was transformed. The local community had provided labour to repair the school. The headmaster had built a fence around the school compound to keep out animals, and had started classes to grow vegetables. The staffroom was full of obviously much-used home-made teaching aids.

Teachers and pupils were clearly proud of their school and its achievements.

The Project Co-ordinator and the Inspectors seemed undaunted by difficulty. On a rainy day in May, when roads were impassable and the train not due until the evening, we walked from the first village some seven miles through mud to the next one. We got there, wet and muddy, just as afternoon classes were starting. We washed off as much mud as we could in a stream before going into class.

Everyone on the project hoped that its success would lead to a continuation of it, as well as development of similar projects in other areas and resettlement programmes. Unfortunately, the food situation meant that agencies were having to prioritise relief programmes. The success of this initial education project was undeniable, some of it measurably successful; enrolments had been high at the start and were followed by very satisfactory end-year examination results. The scale of the enrolments and retention of pupils meant that there would be a much greater number of second and first-grade students for the following school year than had been anticipated. The earliest plans had been for the Ministry of Education office in Dire Dawa to take over the programme after the first year, and integrate it into the normal running of the school. Allowing all children to benefit had already achieved a considerable degree of integration, but the numbers involved were greater than expected. A smaller continuation or follow-up was proposed to allow for next year's somewhat enlarged enrolment, continued support in teachers and resources for the schools. This would allow for a smoother transition and give a boost to those communities whose enthusiasm had achieved so much.

That smaller, limited support for one year was not forthcoming. The reasons were many and in themselves understandable; foreign agencies had so many other pressing calls for funding. But the disappointment throughout the project area was immense, and it

raised a fundamental point. If low cost projects are favoured, which can soon be integrated into existing services, and which, in effect, provide a boost to a community so that its own efforts will provide its own rewards, what obligations should agencies have to that community in the event of unforeseen circumstances? There is a danger that unexpected success may end as a perceived disappointment and failure. Members of the community may feel that, had they known success could be injurious, they would not have wasted their time and effort. Project members feel they have inadvertently raised expectations they could not fulfil. Sourness is left where there should have been sweetness.

The Amharic Literacy Programme showed how much could be done with so little, and how eager people are to help themselves and their community. The need for food relief is short term. The long term need is for development, and the schools, especially in rural areas, are a vital factor in that development.

CAN A REFUGEE CAMP BECOME A FUNCTIONING COMMUNITY?

by Nils Mellander

Introduction

No-one would like a refugee camp to become permanent. On the other hand everyone knows that a refugee camp, once established, usually will stay for years. Therefore it is important that all parties concerned - the government of the host country, refugee leaders, UN agencies and voluntary organizations - try to find the right balance between temporary solutions and normal living conditions. The goal must be to make the best of a pressing and depressing situation.

My own most recent experience from refugee relief work covers missions to Somalia and Honduras during parts of the last three years. I have been a leader of teams from the Swedish Special Unit for Disaster Relief (SSUDR), and in Somalia where I was head of a regional UNHCR office. More specifically I have worked in

Somalia with a large number of refugees from the Ethiopian province of Ogaden and in Honduras with Miskito Indians from Nicaragua.

The Swedish Special Unit for Disaster Relief is described in a pamphlet now available in Swedish and shortly will also be available in English, French, Spanish and Portuguese.

The refugee situation

Most of the refugees I have worked with had, fortunately, no or very little experience of living in huge, crowded camps, but primitive life was nothing new to them. Through generations they had learned to adapt themselves to the conditions in their home areas. Now, quite suddenly, they had been forced into an artificial situation which included problems and strains that they had never met before.

Naturally refugees have the right to all necessary assistance from, among others, the international community. However, the aim must be for camp residents to take their share of the responsibility, particularly when initial problems have been overcome.
The refugees have both competence and skill, but reasonable incentives are usually required, as in all societies, for their full cooperation. Their traditions and cultures should always be respected.

Traditions and sociological patterns

Most of the refugees in Somalia and Honduras had come from rural areas. They had a background of farmers, tradesmen and craftsmen. Some Somali refugees were nomads, and fishing had been important to many Miskito families. In all the camps there were also a few with a more specific education or training such as religious leaders, teachers, nurses, mechanics and road-builders. These and other professionals are a valuable resource.

The division of duties between family members follows traditional patterns. This means that the women have to take care of the children and the household which includes the responsibility for water, firewood, small domestic animals and sometimes farming and shelters. In a refugee situation these duties will be the same for the women.

The men, on the other hand, are usually used to working away from home. They take care of the camels or other livestock, are tradesmen or work in workshops, construct communal buildings and serve on committees. Some of these duties cannot, without extra effort, be combined with camp life. If nothing is done to engage the manpower, the men will probably spend much of their time at the tea houses.

Socio-economic surveys made in the camps by competent personnel can be valuable for the planning of relief activities.

Basic human needs

The basic human needs are universal. Water, food and shelter come first followed by sanitation and medical care. Other needs are education, vocational training and freedom for religious, cultural, political and social activities.

UNHCR, usually in cooperation with several other disaster relief organizations, tries to meet these requirements, at least when formal camps are established. Unfortunately, there is often a time delay for programmes to be approved and funds to be released.

Relief organizations should not only work for the camp residents but also with them, and it should, from the beginning, be made clear to the refugees that their participation in the projects is urgently required.

Selection of camp sites

Most important, when trying to meet the basic relief needs, is the

selection of the camp site. I have seen a spectrum of sites in Somalia, but the most difficult conditions I came across were in Mocoron in N.E. Honduras where Miskito refugees had chosen a site close to a small Miskito village but far away from everything else situated in the middle of an extremely wet savannah area.

My favourite camp site is Mesa Grande in the southern highlands of Honduras, chosen and planned by experienced people after careful reconnaissance as a resettlement area for transit camp refugees.

In Mocoron there is now a promising project supported by the Honduran Government, UNHCR and the refugee camp leaders to resettle groups of families in a number of new villages in virgin, fertile areas a few days' journey by canoe in the department of Gracios a Dios.

Relief programmes and refugee engagement

UNHCR normally works through implementing agencies in the field. The projects are listed in plans of operation and necessary funds are made available. Other projects are financed and run by a number of voluntary agencies.

Ideally, the projects should correspond to the previously mentioned basic relief needs, thus covering the sectors:

- Food
- Logistics and supply
- Shelter
- Domestic needs
- Water supply/sanitation
- Health
- Education
- Construction
- Transportation
- community development and self-help projects

All these project areas should give an opportunity for almost all refugees to get engaged in work for the benefit of themselves and the camp community.

Everyone with experience of refugee relief work knows however, that the reality of the situation is not quite as simple. In

every society people are different and , for example, more or less motivated to work. It is easier to show solidarity with your own family or a limited group or village than with thousands of families in a huge camp.

A necessity for all relief work is good communications between the so-called expatriates and the camp residents - in particular the leaders. Possible language barriers have to be overcome by the assistance of interpreters until the common vocabulary is good enough for understanding. When appropriate, refugee leaders should take part in decisions concerning camp problems and information on future plans should normally be given well in advance.

The refugees will, without difficulty, organize their self-government and the necessary camp committees, but when it comes to individual participation in relief programmes some incentives, as mentioned before, are usually needed.

Work for extra food rations is one example, a limited salary is another. In Honduras rubber boots were regarded as hard currency. There will never be enough funds to pay everyone working in the camps, therefore all remuneration systems have to be used with discernment in order to avoid problems and strict rules must be worked out and followed.

Examples of successful community development and self-help projects

1. Training of community health workers.
2. Engagement of Koran teachers to fill vacancies in the primary school system.
3. Sports activities and outdoor games for children and teenagers.
4. Courses in handicrafts and arts.
5. House-construction projects under refugee management.
6. Small-scale agricultural cooperatives for the growing of

vegetables and papayas.

7. Coperative or family farming projects covering all traditional crops.
8. Reforestation around camps to stop the erosion of land.

"A privilege to be a refugee"

The local population in the vicinity of refugee camps always follows the relief activities with great interest. It is not too unusual for families of the area to register as refugees in order to get their share of the free food and medical care.

This emphasises the importance of not forgetting the local neighbours when refugee relief is planned. It is usually possible, for example, to drill water wells which can serve both the camp and the local population. Workers from the area can be employed for the early preparation of camp sites, and farm products can be sold to the newcomers. Medical teams can probably spend one day a week outside the camps and the dentist can offer some extraction service. Joint venture UNHCR/UNDP projects in the area can also be considered.

Good relations between the refugees and their local neighbours will naturally facilitate cooperation across the camp boundaries.

A refugee camp - a functioning community?

According to my own experience a refugee camp can, at least gradually and with some obvious limitations, become a self-governed, well-functioning community provided some universal and simple guidelines are followed, some of them mentioned in this paper.

At all times, however, one ought to bear in mind that camp existence hopefully should be just a parenthesis in a more normal life.

REPORT ON AN INFORMAL MEETING ON INCOME GENERATING PROJECTS

The Refugee Participation Network (RPN) organized a one day informal meeting on the theme of Income Generating Projects (IGP) on 2 March, 1988 at Queen Elizabeth House. It was attended by OXFAM, BANDAID, EAA, Help the Aged, Ockenden Venture, Action Aid and researchers from Oxford and elsewhere in the U.K. This is the first of a series of meetings and workshops that RPN intends to hold periodically to develop a forum for dialogue and exchange of information and ideas among agency personel and between them and academics in all areas related to the improvement of management and delivery of services to refugees. The choice of 'Income Generating Projects' as a theme of our first meeting was prompted by the increasing importance given to this aspect of refugee assistance by agencies and thus an evaluation of IGP's role as a strategy for self-sufficiency seemed an appropriate theme.

The meeting, however, was not primarily concerned with the evaluation of a particular project, but to look critically at the basic ideas and assumptions underlaying these programmes. Nevertheless, all NGO participants spoke at length about their programmes and showed a great deal of readiness to share their experience with others.

The meeting was characterised by frank discussions. The dialogue between the participants was constructive and fruitful. The following is a short report of the deliberation and conclusions which, it is hoped, will guide us in future endeavours.

It was decided to examine four main areas:

1) IGP - definition and relevance to refugee situation;
2) Limits to sustainable programmes;
3) Programme management and participation;

4) Interventions and refugee strategy.

1) There was a general consensus among the participants that IGP, which is essentially aimed to generate enough income for refugees in order to assist them to become self-sufficient, is no more than a form of extended relief, or in the words of one of the participants simply part of a moral-building exercise geared towards activities that are purely therapeutic.

2) This state of affairs is caused by the quasi permanent nature of the refugee situation which calls for a long term development approach, and by the limited availability of funds which is almost always geared towards a specific span of time.

3) As a result, NGOs are often drawn into Catch 22 situations. They are unable to provide long term development assistance and yet find it difficult to withdraw from programmes. Furthermore, the NGOs themselves hardly ever recognise their own predicament. All participants agreed that NGOs should negotiate for flexible funding which would facilitate long term development.

4) The situation in African countries is particularly acute. Here land resources have been diminishing for some time now due to environmental crises and other political economic changes. Host governments which were quite generous in the 1970s, increasingly find it difficult to provide sufficient arable land for refugees. Refugees and rural migrants have swollen the ranks of the unemployed in the urban areas. This development has crucial implications for the definition of refugees and consequently for the identification of target groups.

5) Experience in Pakistan with Afghan refugees, however, indicates that IGP is still possible with a beginning, a middle and an end, and thus specificity, related to the social and physical context, is important when analysing income generating

projects.

6) Besides money and the time factor, the limits of sustainable programmes are influenced by the attitudes of host governments and the local population. The degree of autonomy that host governments are prepared to give projects which incorporate a refugee element, is crucial for success and sustainability of the projects. Experience in Africa indicates that this area is fraught with difficulties as host governments find it unacceptable to grant such autonomy. It was noted that programmes that do not incorporate assistance to the local population may generate antagonism between refugees and their hosts.

7) Peter James of Euro-Action Accord, spoke of his organization's programmes both in the formal sector, where Accord have inherited a package deal, which currently includes a tractor hire service, from UNHCR and the World Bank at Gel En Nahal (GEN) agriculatural settlement scheme in Eastern Sudan as well as their Port-Sudan credit scheme in the informal sector which helps refugees and the local population to set up small businesses. In the context of his discussions about the Port Sudan project, he noted that agencies need to look at five factors:

a) The nature of the refugee situation;

b) The nature of the local political and economic conditions which in the case of Port Sudan, is forced to absorb some 50,000 refugees and rural migrants;

c) A need to conduct full-fledged socio-economic research in order to get a clear picture of the social context and possibilities for programmes. He mentioned that Accord conducted research over a period of 18 months before deciding to establish a credit scheme to help refugees and Sudanese to set up small businesses. Refugee only programmes can produce

disastrous effects and possibly generate unnecessary antagonism between refugees and the local population;

d) A need to recognise that the formal sector is the territory of the host government;

e) A need to carefully assess the attitude of the people themselves in relation to the programme. In the case of the Port Sudan project, integration is clearly the ultimate objective.

Accord's experience indicates that the informal sector has been generally over-estimated and that there is a need for caution when operating within it. He further stated that the people in this sector have retreated into it due to unemployment and that they are not all natural businessmen, there to make profits. Accord concerned itself with those who came forward and learned a great deal about the specificity of women's situations. He pointed out that the credit scheme is quite successful; the default rate is 4% in general and 11% for refugees but he questioned the technique in use to assess the success of the programme because he noted that it is always easy to make money by lending to the poor. The refugees themselves see the programme as a holding operation on their way to resettlement in third countries. He called for refinement of techniques which would help agencies to improve their management and delivery of services and which would lead to greater participation.

9) A need for the establishment of viable structures and research into the possible incorporation of pre-existing social organizations into agency operations and programmes was voiced by many participants. Once again discussion turned to the pre-eminence of project funding which excludes research and planning, and to the time factor. It was pointed out that some agencies have tried to strengthen the institutional capacity of refugee-based

agencies but there was some apprehension that agencies were also putting too much stress on the use of educated refugees as intermediaries and ignoring the pre-existing social organizations as a potential vehicle for development.

10) Finally the participants pointed out that it is important to make a careful assessment regarding the resourcefulness and the potentialities within the refugee community lest the intervention destroy other economic and social opportunities for refugees.

REPORT TO THE STANDING COMMITTEE ON EDUCATION AND TRAINING FOR REFUGEES IN AFRICA

Saleve Wing, World Council of Churches, Geneva, Switzerland
2 - 3 May, 1988

The Commonwealth's multilateral programmes of education and training assistance for Namibians and South Africans.

FULL-TIME AWARDS FOR NAMIBIANS

Since this programme was established by Commonwealth leaders in 1975, at their meeting in Kingston, Jamaica, over 700 full-time awards for Namibians have been granted by the Commonwealth Secretariat and many hundreds more have been made available through scholarship schemes administered by Commonwealth governments on a bilateral basis.

During 1986/87, 228 students were supported by the programme, and the figure increased to 267 in 1987/88 with 17 Commonwealth countries providing study places, always at a subsidised rate or on a no-fee basis. The UN Commissioner for Namibia (OCN) and SWAPO have stated that these Commonwealth awards represent a significant contribution to the UN-coordinated Namibian Nationhood Programme's efforts to prepare skilled personel for Namibia's

development after liberation, and they have warmly welcomed the expansion in the number of scholarships.

A broad range of technical and vocational fields is covered, including adult literacy instructor training, automechanics, agriculture, building construction, carpentry, educational planning, electrical installation, financial management, fisheries, forestries, nursing and medical auxilliary training, plumbing, secretarial courses, tailoring, teacher training, trade union studies and skills development associated with the railways and mining industries. Most of the training includes an instructor component. By equipping the students to pass on their skills to others the courses have a built-in multiplier effect.

On completion of their training, most of the students return to the Health and Education Centres which cater for the needs of 75,000 Namibian exiles in Angola and Zambia. Those who have pursued training in such areas as railways and mining, which are not relevant to the human resource requirements in the Centres, are provided with on-the-job attachments in Commonwealth African countries.

Despite the provision of generous support from such co-financing partners as the UN Commissioner for Namibia, the UN Educational and Training Programme for Southern Africa and the Swedish International Development Authority, the programme's annual budget, which is £1,000,000 in 1987/88, is insufficient to meet the needs of more than a modest proportion of well-qualified candidates. It should be added that there is no shortage of suitable training places in Commonwealth developing countries; the principal constraint on the programme's development remains one of finance.

DISTANCE EDUCATION FOR NAMIBIANS

The distance learning scheme for Namibian refugees in Angola and Zambia, which was launched in 1981, has also made steady progress. A total of over 6,000 students have either completed or are currently pursuing courses under the Namibian Extension Unit (NEU) in English, mathematics, agriculture, mother and child care, nutrition and environmental health. The NEU prepares teaching materials in each subject, including workbooks and audio cassettes, arranges the students' skills development programmes in groups (with the assistance of specially trained tutors and group leaders) and organises individual assignments to evaluate students' progress. More than 1,000 NEU students, who have successfully completed courses under the scheme, have gone on to full-time study and training at institutions in other countries.

This project represents one of the world's first distance learning schemes for refugees in settlements, and its success is exemplified by the ease with which it has attracted co-financing contributions. Since 1985, the Commonwealth Secretariat's support has covered the provision of experts, international consultancy services and full-time training for the Unit's tutors. This assistance represents slightly less than 10% of the budget, over 90% being contributed by the Governments of Austria, Denmark, Finland, Norway, Sweden, the Netherlands, the United Kingdom and Zambia, and by the Government of the European Communities, the Africa Educational Trust, the British Council, the Ford Foundation, the Namibian Refugee Project, the United Nations Association of the People's Republic of China and the World University Service.

ENGLISH LANGUAGE FOR NAMIBIANS

The Commonwealth Secretariat has also been involved in preparations for an English Language Programme for Namibians (ELPN), to implement the decision that English will be an official language of independent Namibia.

Following the publication of a joint report with SWAPO in 1984, and after consultations with OCN and the United Nations Institute for Namibia, the Secretariat was asked to co-ordinate preparatory work on the the large number of projects required. The British Council made a valuable contribution to the professional aspects of this task, and the project documents were made available in 1986 to SWAPO, United Nations agencies and a number of other organisations. A useful start has already been made in implementing several of the projects which involve the training of English language teachers and literacy instructors.

FULL-TIME AWARDS FOR SOUTH AFRICANS

This programme arose from Commonwealth leaders' decisions in Nassau, the Bahamas in 1985 that plans should be prepared for a full-time scholarship scheme to help South African victims of apartheid. These plans were approved in October 1986, and the programme was then formally established; the awards being referred to as Commonwealth Nassau Fellowships. To date, over 800 applications have been received, 250 short-listed and 125 supported at institutions in twelve Commonwealth countries. In addition, a number of Commonwealth governments make Nassau Fellowships available under bilateral schemes and more than 100 awards have been provided through these arrangements.

This new initiative has been warmly welcomed by all those agencies which are involved in assisting the victims of apartheid. While the numbers supported to date are modest, it is anticipated that they will increase substantially in the years ahead. As with the Namibian programme, there is a growing volume of applications and many offers of places; funding is likely to be the main constraint on expanding the number of awards.

DISTANCE EDUCATION FOR SOUTH AFRICANS

The successful Namibian Extension Unit served as a model for the establishment in Dar es Salaam in 1984 of the South African Extension Unit (SAEU).

Initially, specially prepared workbooks and audio-cassettes in English, mathematics and agriculture were provided. These were augmented by 'O' Level and 'A' Level courses, which were made available in early 1987.

This project has made satisfactory progress, with a current enrolment of about 550 students in Angola and Tanzania. Numbers are expected to increase to approximately 800 when the scheme's provisions are expanded later this year to include South African exiles in Zambia and Zimbabwe.

Fellowship and Training Programme,
Commonwealth Secretariat,
Marlborough House, London, UK.

2 May 1988.

OXFORD JCR SCHOLARSHIPS, 1989.

A number of the colleges of Oxford Unniversity offer scholarships to overseas students who, for political or financial reasons, or because equivalent educational facilities do not exist, cannot obtain an education in their own countries. Financial need and social commitment are two of the main criteria for selection.

The scholarships are largely funded by the colleges and the central University. Living expences and travel are funded by undergraduates (it must be stressed that this is not enough

to support a family on in Britain).

All scholars must satisfy Oxford University Matriculation requirements (the qualifications for admission) which follow.

They must either:

a/ have obtained a degree at a recognised university.
or
b/have passed examinations recognised by the University as equivalent to 2 'A' level passes and 3 'O' level passes in the General Certificate of Education. These passes must include a scientific subject, English Language and another language (which may be the candidates' own).
or
c/ In some cases the passing of entrance examinations to a recognised university may meet matriculation requirements.

All scholars must have a command of the English Language adequate for receiving all tuition and taking all exams in English.

There is great competition for the scholarships. Last year there were over 150 applications for 7 places. Students should not apply unless they have very good school or university records.
Application forms and further information can be obtained from:
JCR SCHOLARSHIP SCHEME,
GRADUATE ADMISSIONS OFFICE,
WELLINGTON SQUARE,OXFORD, OX1 2JD.
UNITED KINGDOM.

Completed application forms must be returned along with three references and two examples of written work by 30 November 1988

PUBLICATIONS

BOOKS

Arnaout G. (1986) Asylum in the Arab-Islamic Tradition (1987) 52pp Obtainable from: CDR, UNHCR, Geneva, Case Postale 2500, CH-1211 Geneva 2 Depot, Switzerland; (US $9 single copy including postage).

Chan K.B. and Indra M. (ed.) (1987) Uprooting, Loss and Adaptation: The Resettlement of Indochinese Refugees in Canada. (Price $12.00 Canadian).
To order write to The Canadian Public Health Association, 1335 Carling, Suite 210, Ottawa, Ontario K12 8N8, Canada

Feuerstein M.T. (1986) Partners in Evaluation: Evaluating Development and Community Programmes with Participants. Basingstoke: Macmillan, UK.

Gordenker L. (1987) Refugees in International Politics. London, Croom Helm.

Harrell-Bond B.E. (1986) Imposing Aid: Emergency Assistance to Refugees. Oxford OUP 440 pp. (Price £15 Hardback, £2.50 Paperback.)

ICHI (1986) Refugees: The Dynamics of Displacement. A report for the Independent Commission on Humanitarian Issues (ICHI) 152 pp Obtainable from: Humanities Press, 171 First Avenue, Atlantic Highlands, NJ 07716, USA or Zed Books Ltd., 57 Caledonian Rd., London N.1. Tel: 01 837 4014

Institute of Cultural Affairs (1987) Voices of Rural Practitioners 590 pp. Directory of Rural Development Projects (1985) 519 pp. Munich. K.G. Saar.

Kent R.C. (1987) Anatomy of Disaster Relief: The International Network in Action. Forward by Michael Harris. (Price £20) London. Pinter Publishers, 25 Floral Street, London WC1.

Lawless R. and Monahan L. (ed). (1987) War and Refugees: The Western Sahara Conflict, introduction by Tony Hodges. London. Pinter Publishers, 25 Floral Street, London WC1.

Marston J. (1987) General Works on Cambodia: An Annotated Bibliography of Cambodia and Cambodian Refugees. South East Asia Refugee Studies Project. Centre for Urban and Regional Affairs, University of Minnesota, MPLS, Minnesota 55455, USA.

Marston J. (1987) Cambodians in Countries of Resettlement: An Annotated Bibliography of Cambodia and Cambodian Refugees. South East Asia Refugee Studies Project Centre for Urban and Regional Affairs, University of Minnesota, MPLS, Minnesota, USA.

Marston J. (1987) Refugees in Thailand: An Annotated Bibliography of Cambodia and Cambodian Refugees. South East Asia Refugee Studies Project, Centre for Urban and Regional Affairs, University of Minnesota, MPLS, Minnesota, USA.

The Namibia Refugee Project. Literacy Promoter's Handbook. Obtainable from: The Namibia Refugee Project, 22 Coleman Fields, London N1 7AF, UK. (Price £5.95 including postage).

The National Coalition for Haitian Refugees and Americas Watch. (November 1987) Haiti: Terror and the 1987 Election. Obtainable from: National Coalition for Haitian Refugees, 275 Seventh Ave., New York, NY 10001 or Americas Watch, 36 West 44th st., New York, NY 10036. (Price US $7)

OXFAM. (1987) Manual of Credit and Savings for the Poor of the Developing Countries: Development Guideline No. 1. Oxford. OXFAM

Printing Unit. (price £2.50 plus postage).
Guide for policy-makers and planners involved with credit and/or saving schemes drawing on OXFAM experience in various countries.

OXFAM (June 1988 forthcoming). Indigenous Peoples: Field Guide for Development. Development Guideline No. 2. Oxford. OXFAM Printing Unit. (Price £19.95 hardback, £4.99 paperback).
The book describes the main features of indigenous societies and reviews the way in which governments and other institutions have sought to solve them. It also examines interventions which have helped to create the necessary conditions for indigenous self-management.

Rolfe C., Rolfe C. and Harper M. (1987) Refugee Enterprise: It Can Be Done. Intermediate Technology Publications.
Obtainable from: I.T. Publications, 9 King Street, London WC2E 8HW.

UNHCR Documentation Centre (RDC). (1986) Thesaurus of Refugee Terminology. Compiled by Piers Campbell.
Obtainable from: RDC, UNHCR, 13 Rue Gautier, 1201 Geneva, Switzerland.

PAPERS

Proceedings of the CCSDPT Hmong Displaced Persons Workshop held in Bangkok Indra Regent Hotel, 28 November 1984.
Obtainable from: Commission for Coordination of Services to Displaced Persons in Thailand (CCSDPT), 2948-B Soi Somprasong 3, Petechburi Rd., Bangkok 10400, Thailand.

EPLF (20 September 1987). The EPLF on the Eritrean Refugees: Issues and Proposed Solutions. Prepared by the Eritrean People's Liberation Front - EPLF, Eritrea.
Obtainable from: Osman Salih, Commissioners Office for Eritrean Refugees, PO Box 8129, Khartoum, Sudan.

Jackson T. (July 1987) Just Waiting to Die: Cambodian Refugees in Thailand. Report of a tour to the Thai-Cambodian border and subsequent research. 32 pp. OXFAM Evaluation and Research Unit, OXFAM House Oxford.
Obtainable from OXFAM, 274 Banbury Rd., Oxford OX2 7DZ, UK

Tekce B. and Shorten F. (January 1984) Socio-Economic Determinants of Child Mortality and Intermediary Processes: Findings from a Study of Squatter Settlements in Amman. The Population Council. West Asia and North Africa Regional Papers.

US Committee for Refugees (January 1988) Beyond the Headlines: Refugees in the Horn of Africa. Issue paper.
Obtainable from: The US Committee for Refugees, 815 15th St. NW. Suite 610, Washington D.C. 20005, USA.

World University Service of Canada. South African/Refugee Concerns. Briefing paper November 1987.
This paper sets out WUS's programme for refugee training and educational assistance for black South Africa.
Obtainable from: World University Service of Canada, PO/CP 3000, Stn/Succ. C Ottawa, Ontario, KIY 4MB, Canada.

REPORTS

ICVA. International Council of Voluntary Agencies (ICVA) Consultation on uprooted Peoples in Southern Africa.
Proceedings Lusaka, Zambia, 8-12 June 1987.
Obtainable from: ICVA, 13 Rue Gautier, 1201 Geneva, Switzerland.

ICVA's 25th Anniversary Round Tables, 6 March 1987.
Proceedings of two round tables on the subject of refugees and displaced persons, and development cooperation.
Obtainable from: ICVA, 13 Rue Gautier, 1201 Geneva, Switzerland.

Kuhlman T., El-Shazali Ibrahim S. (October 1987). Refugees and Regional Development: Final Report of the Research Project 'Eritreans in Kassala'. Amsterdam. A joint publication by the Institute of Development Studies and Research Centre, University of Khartoum and The Centre for Development Cooperation Service, Free University of Amsterdam.
Obtainable from: Free University of Amsterdam, PO Box 7161, 1007 MC Amsterdam, The Netherlands.

The National Immigration, Refugee and Citizen Forum (NMRCF) (June 1986 conference). Action Strategies to Protect Refugees and Displaced Persons.
The proceedings provide an overview of the world's refugee populations, highlight major existing protection problems and conclude with recommended action strategies generated by the conference participants.
Obtainable from: The National Immigration, Refugee and Citizenship Forum, 533 8th St. SE, Washington, D.C. 20003, USA (Price US $15 per copy).

US Committee for Refugees. Refugees from Mozambique: Shattered Land, Fragile Asylum. 32 pp.
Obtainable from: US Committee for Refugees, 815 15th St. NW, Suite 610, Washington, D.C. 20005, USA. (Price US $2.00).

US Committee for Refugees. World Refugee Survey. A year book containing a comprehensive collection of statistical and topical features,
Obtainable from: US Committee for Refugees, 815 15th St. NW, Suite 610, Washington, D.C. 20005, USA (Price US $6 per copy).

The following are obtainable from: Inter Action, 200 Park Avenue South, Suite 1114, New York, NY 10003, USA. Cheques should be payable to Inter Action. Shipping and handling is $3.00 per copy.

1. Evaluation Sourcebook for Private and Voluntary Organizations: A Practical Guide for Selecting Appropriate Tools for Field-based Program Evaluation
English edition (1983). 166pp. Price $6.00. Spanish edition (1984): El Kelogi de la Evalucion: Guia para Organaciones Voluntarias Privadas, 159pp. (Price $6.00)

2. Diversity in Development: US Voluntary Assistance to Africa. (1986). Vol.1 4pp. 2 Vol. sets. Vol.2 620 pp (Price for 2 vol. set $15.00)

3. Deull C.B.and Dutcher L.A.. (December 1987). Working Together: NGO Cooperation in Seven African Countries. Merrill New York: Interaction. 108 pp (Price $10.00)

4. How Are We Doing? (January 1987).A Framework for Evaluating Development Education Programmes. 120 pp ($8.00)

5. Minear L. (March 1988). Helping People in an age of Conflict: Towards a New Professionalism in USA Voluntary Humanitarian Assistance. Wickersham Printing Co., Lancaster, Pennsylvania. 101 pp ($6.50)

PUBLICATIONS OF THE NGO MANAGEMENT NETWORK

A. Seminar Reports:

1. NGO Management Development and Training, a report on an international seminar held in Geneva in February 1986. (Price: $5.00)

2. Management Training for NGO Emergency Programmes, a report on a workshop held in Geneva in October 1986.

3. NGO Management Development and Training, a report on a seminar for East and Southern Africa, held in Nairobi in April 1986. (Price: $5.00)

3. NGO Management Development and Training, a report on a seminar for South-East Asia held in Tagatay, the Philippines, in January 1987.(Price $5.00)

4. Management Development of NGOs in South Asia, a report on a seminar for South Asia held in Islamabad, Pakistan on 15-20 September 1987. (Price $5.00 forthcoming)

5. Donors' Meeting on the Management of NGOs, a report on a meeting held in Geneva in March 1987.

B. Occasional Papers

1. Development Management: Essential Concepts and Principles by Alan Fowler (April 1986)

2. NGO Management Network by Piers Campbell (July 1987)

3. Management Development and Development Management for Voluntary Organizations by Piers Campbell (August 1987)

4. Management Programmes and Services for NGOs by Piers Campbell (August 1987)

5. NGO Management Development: The Possibilities for Collaboration by Edgardo Valenzuela and Piers Campbell (August 1987)

6. Improving the Organizational Effectiveness of NGOs by Piers Campbell (December 1987)

C. Periodicals

1. NGO Management newsletter Nos. 1-7 (Subscription $20.00 per annum)

For more details write to: Piers Campbell, Coordinator,NGO Management Network,c/o The International Council of Voluntary Agencies, 13 Rue Gautier, 1201 Geneva, Switzerland.
Telex: 22891 ICVA CH

Refugee Participation Network
Refugee Studies Programme
Queen Elizabeth House
21 St Giles
Oxford OX1 3LA
UK

Tel: 0865 270720
Telex: 83147 — attn QEH