Action for the Rights of Children
Resource Pack
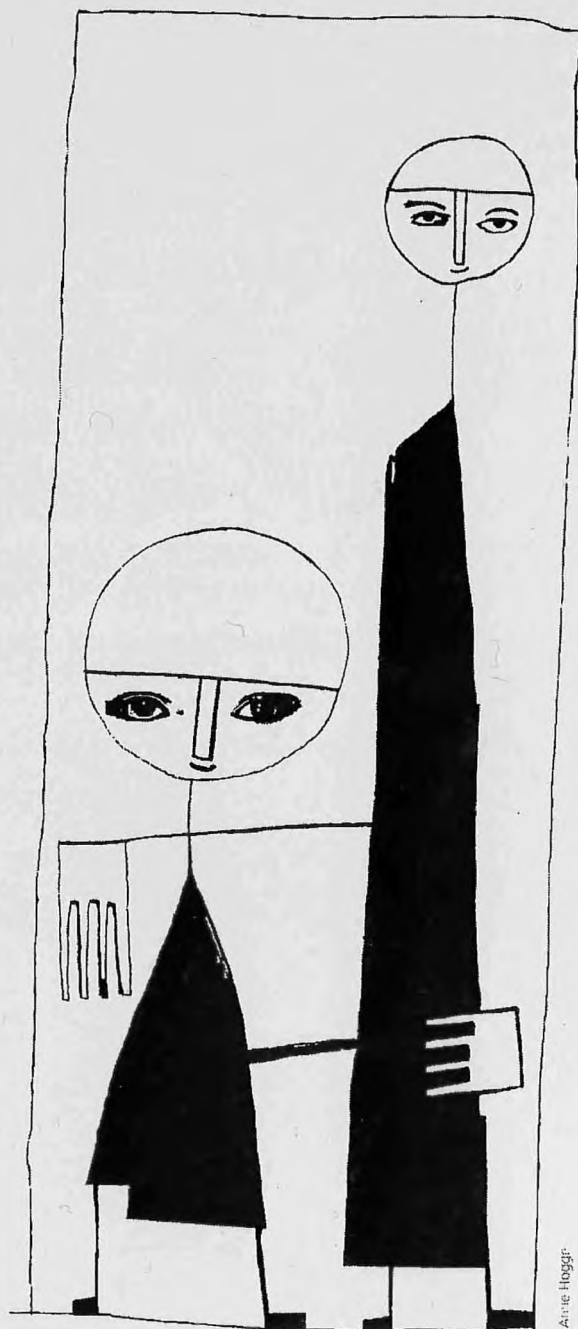
Foundations

Situation Analysis

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February 1999

Tools

Situation Analysis

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Situation Analysis:
Introduction
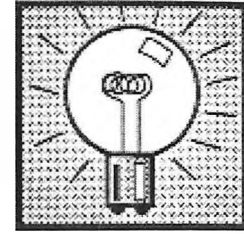
The most important part of this module is the content. Before attempting any training using the materials in this module, read through the Key Concepts Paper, handouts, overheads and Reading papers carefully. You need to understand the material fully in order to train others. If you have not recently trained or worked in the area covered by this module, please reread it before starting to plan your training.

INTRODUCTION TO THE MODULE

This module is designed to give a broad overview of the topic of situation analysis **relating to children, adolescents and families**, and an introduction to the skills required. The main emphases on this Module are on how to enabling participants to examine particular situations, to consider what information is required and how to acquire it, and to analyse it in order to make planning decisions.

The first part of this Module provides an introduction to the causes and contexts of emergency settlement (Topics 1 and 2)[1] and an overall discussion of some of the key issues and the process of situation analysis (Topic 3). It also offers a broad introduction to some of the skills and techniques required. These are found in Topics 4 - 8, which elaborate upon some selected aspects of the process of situation analysis. Topic 9 offers a specific module on Ethical Analysis which can be used in situations where participants need inputs to help them to deal with difficult ethical issues and includes a complex case study exercise.

One of the most useful and effective methods of learning about situation analysis, especially for field-based workers, is to get course participants to work on their own current work situation: for example, by giving participants a pre-course task which they work on during the course, or a mid-course task to bring back for the second part of a two-part course. In either of these cases, students might benefit from the provision of some simple guidelines, followed by a situation analysis task and then more detailed discussion in groups.

In planning sessions on Situation Analysis, trainers and facilitators are advised to also consider the component of situation analysis within each of the other modules. For example, they might choose to use aspects of this module to facilitate a better understanding of the type of situation analysis needed when considering the issue of separated or disabled children. This module should be seen more as a tool than a subject in itself. There will also be significant areas of overlap between this module and that on Community Mobilisation.

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[1] Topics 1 & 2 draw extensively on: *Typology and Causes of Emergency Settlement.* In: New Approaches to New Realities. Proceedings of the First International Emergency Settlement Conference. University of Wisconsin, April 15 - 19 1996

KEY CONCEPTS

- As the number of uprooted persons in the world increases, the size and frequency of emergency operations have increased and are more complex. The crises are intertwined with a variety of political, military, economic, social and legal interests which involve complex historical origins and contemporary issues.

- The focus of this module is on issues to be considered in conducting a child-focused situation assessment. The first two topics introduce the general framework for situation analysis, taking into account the factors outlined above. An awareness of the full range of populations,[2] causes, situations and issues associated with emergency settlement is essential in order to respond to the challenges presented by the rapid and sometimes overlapping succession of uprooted populations who are in need of protection and assistance.

- Situation analysis is the process of assessing a complex situation within its wider context, systematically gathering information, identifying the main problems and needs within a refugee population, identifying the principal resources contained within that population, and analysing the information gathered in order to facilitate the process of planning in a systematic, strategic, integrated and co-ordinated manner.

- It differs from the narrower concept of needs assessment in that it has a broader scope in its focus on the wider context and in identifying refugee capacities and resources as well as needs and problems.

- Situation analysis requires a **range of different focuses** - from the situation of individual children through to families, the refugee community, the whole refugee movement (possibly involving several countries) and the wider social and political context of the country of origin and host country. Hence it can be seen as an analysis both from the perspective of the community and also in the wider context. The "community perspective" focuses mainly on information derived from the refugee community itself, while the analysis from the wider perspective requires a more macro approach, drawing on wider sources of information and attempts to set the refugee community within a wider regional context. In practice, however, the two approaches are not wholly different; refugees themselves often have a clear understanding of the broader social and political context. This Module focuses mainly on the "community perspective" and concentrates specifically on issues relating to children and adolescents.

The module does not attempt an exhaustive exploration of situation analysis - rather the following core concepts are examined:

1. A child-centred situation analysis requires a good understanding of how children's experiences are likely to **impact on their development**, and how various aspects of life in a refugee situation will facilitate or impede development.

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[2] Characteristics of emergency populations are outlined in Handout SA H2.2

2.   An understanding of the **socio-cultural background** of the refugees, and of the host society, is required.

3.   Situation analysis requires an appraisal of refugee **capacities and resources** as well as problems and needs. Refugees need to be seen as resilient survivors, not hopeless victims. The refugees themselves are the principal resource.

4.   A situation analysis also has to assess **other existing and potential resources**, their capacities and limitations - e.g. local NGOs, government agencies, UN organisations, religious organisations etc. It is important to recognise gaps and limitations and to acknowledge needs that cannot be met within the short term.

5.   The capacity of existing resources to work in a **co-ordinated** way so as to achieve maximum efficiency, coverage and impact should also be part of a situation analysis.

6.   The task should be undertaken in a **systematic** manner. Although it is not always feasible to gather complete and accurate information, a systematic approach will help to minimise the dangers associated with bias.

7.   Situation analysis should be conducted in as highly **participatory** a manner as is possible, involving refugees themselves, including children and adolescents whenever possible.

8.   Both **quantitative and qualitative** information will be required. These will involve different tools and techniques.

9.   Situation analysis must take account of the long-term needs of children and adolescents. This inevitably involves an element of **forecasting,** predicting political changes, anticipating particular durable solutions, etc. In turn this requires an analysis of the wider political situation within the region.

Situation Analysis:
Guidance for Facilitators
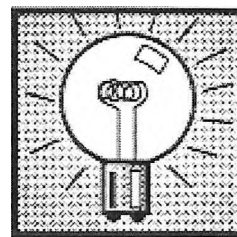
If you are new to training we provide a number of ways to help you maximise your use of the material.

1   **ARC Facilitator's Toolkit.** For those new to training this guide is intended to provide the basic principles. Read it and think about the key points when planning your training session. You can also use it as a support when using particular training methods as it provides guidelines and ideas about how to use all the methods included in this module.

2   **Training materials.** Each Topic includes a box with suggested training materials and is followed, in some cases, with further suggestions for training which could be developed by facilitators.

3   **Sample training programmes.** These are designed to be used as examples of training sessions that stand alone or can be combined to build up longer programmes covering a number of different modules.

4   **Exercises with learning points and clear instructions about use.** These can be used in your own training programmes or integrated into the standard format training programmes. They can be supplemented with handouts, overheads and other materials and are clearly linked to the Topics.

RESOURCES REQUIRED

Check that you have all the necessary resources and materials required to run a training programme. Some resources will be specific to the exercises, others are more general requirements.

Plenary room and small-group discussion areas; whiteboard / blackboard and pens / chalk; 3-4 flipchart stands, paper and marker pens; overhead projector, blank overhead transparencies and overhead transparency pens.

ARC Resources Pack (including copy of the CRC, 'Refugee Children: Guidelines on Protection and Care', and the ARC Facilitator's Toolkit).

One copy of each of relevant prepared overhead transparencies (for the facilitator only).

Copies of relevant Readings for each participant (if possible these should be handed out in time to allow participants to read them in advance of the training sessions).

Copies of relevant handouts for each participant.

Copies of relevant exercise Participant's Notes for each participant.
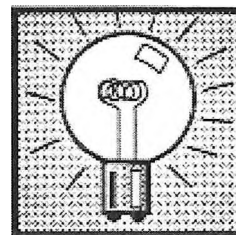
Copy of the ARC leaflet for each participant.

Adhesive tape (masking tape is best because it is easily removed) and / or Blu Tack for sticking cards and flipchart sheets onto walls. Blank index cards in different colours

Folder and basic stationery for each participant.

Situation Analysis
Topic 1: Causes of Emergency Settlement

KEY LEARNING POINTS

- *Forces creating emergency populations are often inter-related and inseparable.*

- *Most emergency migrations are involuntary.*

Causes of Emergency Settlement[3]

The forces creating emergency populations are interrelated and often inseparable from one another. Economic and environmental conditions are usually linked to political policies and practice. Economic factors often influence environmental circumstances. Sometimes the forces which cause disasters are immediate and violent. In other situations the disaster may be the result of ongoing low-intensity conflict, steadily declining economic conditions or low grade political repression or neglect. The variety of forces which displace populations traumatise people in different ways and create different needs. When establishing priorities and providing protection and assistance it is essential that the responses are based on needs. Understanding the various causes of emergency settlement, some of which command more attention than others, can positively contribute to the design of appropriate humanitarian assistance responses.

Most emergency migrations are involuntary; people are forced to move in response to various dynamics which are operative in their place of origin. In many situations economic issues predominate. In other situations, political, religious, racial, ethnic and other social dynamics prevail.

Political dynamics

The dynamics of political situations which occasion displacement and emergency populations are:

- civil conflict and war
- mass expulsions and forced displacements
- state repression
- human rights violations
- abuse of minorities

(this is also presented as overhead SA Ov1.1)

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[3] For the purposes of this module, issues relating to environmental and human-made disasters are not included

Ongoing low-intensity conflict destabilises social equilibrium, erodes infrastructure and the ability of people and communities to survive. Military operations, which could include invasions of an area, sweeps, occupation, or forced conscription, are major triggering events that uproot populations.

Government policies which discriminate against, and disadvantage certain groups may create displaced populations. Some emergency populations are created by the forced resettlement of communities by their own governments.

Efforts to consolidate power or establish rule may involve domination, exclusion, repression, expulsion or attempts to eliminate groups whose language, ethnicity, religion, culture, political beliefs or socio-economic status is different. Civil conflict is often fuelled by ethnic, racial or religious differences.

In Ethiopia in 1985, the government relocated Tigreans and Eritreans, justifying their action in economic and environmental terms; most observers recognised their action as a politically motivated relocation.

In Indonesia, the government has relocated people from the crowded island of Java to the more sparsely settled Irian Jaya, resulting in the displacement of Irian Jayans within their country and to neighbouring Papua New Guinea.

Economic dynamics

Economic dynamics which cause the loss of any of the essential elements of settlement are often linked to sustained conflict situations where local or national economies erode or collapse under the weight of military destruction. When war disrupts agricultural production, food marketing and distribution, a lack of income for food producers and suppliers as well as a shortage of food supplies result. Economic deprivation may lead to the inability to purchase adequate food for people in their homes. Such impacts on the agricultural system may lead to famine and even greater population displacement.

Conflicts also usually impact the country's industrial sector and destroy transportation and communications infrastructure necessary for the resumption of economic life. When factories are destroyed, unemployment increases and survival becomes more difficult.

The collapse of world markets (e.g. gold, steel, minerals, agricultural commodities) may have significant negative impacts on national economies. In contexts of poverty or near subsistence economies, disputes concerning the distribution of resources, attempts to preserve the economic standing of one group over another, or attempts to avoid or allocate blame for economic conditions may heighten instability and aggravate conflicts.

TRAINING MATERIALS FOR TOPIC 1

Exercise SA Ex 1.1: Causes of Emergency Settlement	Participants are asked to look at their own working situation to identify causes of emergency settlement and to prioritise the needs of this group of displaced people.
Overhead SA Ov1.1: Political Situations which Cause Displacement	List of political situations which cause displacement

FURTHER SUGGESTIONS FOR TRAINING

Situation Analysis
Topic 2: Contexts of Emergency Settlement
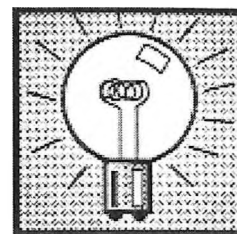
KEY LEARNING POINTS

- *There are a number of factors which determine where settlement occurs. They can be grouped under the following headings: geographic, economic, political, social, topographic.*

- *A crucial aspect affecting the context of emergency settlement is the degree of coercion in the emergency population's choice of settlement.*

There are numerous factors which affect emergency settlement populations. Displaced persons and refugees are rarely free agents who are able to choose where they will settle on an emergency basis. Host communities among whom they settle are frequently not consulted. Logistical, political and economic factors are often the deciding factors which direct the flow of emergency populations and prescribe the design and implementation of protection and assistance which agencies and organisations provide. The following are factors which may determine where settlement occurs.

Geographic
The geographic location of emergency populations may be in situ, in-country, or within the region of origin. When the population is a community trapped at home by conflict, settlement is in situ. Such emergency populations may include displacees as well as local residents. Cross-border operations and corridors of tranquillity or safe passage may be established in order to provide humanitarian assistance to such populations in need of emergency relief. In Sudan, Lebanon, Kampuchea, El Salvador and other places assistance has been provided utilising these methods.

More recently, designated "safe havens" have been identified by the U. N. and international humanitarian assistance providers as a means of responding to the protection and assistance needs of emergency populations trapped at home.

In-country emergency settlement is that which occurs within the country of origin. Internally displaced as a result of armed conflict, internal strife, systematic violations of human rights, natural or human-made disasters, or development projects, millions of people have been forced to flee their homes but remain within the territory of their own country. In contexts of conflict, where border areas are contested and ruling powers are shifting, what constitutes "in-country" is not always clear. In addition, many refugees and displaced persons move back and forth between their area of emergency settlement and their place of origin.

Emergency settlement that involves movement across an international border generally occurs within a geographical region. When people are uprooted by actions of their government, when their governments are unable or unwilling to protect them, or when people are not able to find or access a place of refuge within their country of origin, they will cross international borders. Cross-border movement may involve less travel than some in-country movement. Again, uprooted populations that have crossed borders may move between their area of emergency settlement and their place of origin.

Economic
Economic conditions in the community of settlement are a significant factor influencing the process of settlement for emergency populations. When economic conditions are perceived as improving and resources are abundant, policies toward emergency settlement are usually more generous. When conditions are poor, unemployment is high or the economy is declining, hospitality is diminished and outsiders may become scapegoats.

In resource poor or developing countries, the needs of emergency populations may exacerbate existing conditions of poverty and contribute to social and political instability.

The availability of land and water are critical factors impacting the settlement of emergency populations. Land and water shortages may also encourage increased urban settlement where the displaced seek employment and alternative ways to support themselves. The anticipated availability of jobs is also an influencing factor which affects the settlement of the uprooted.

Emergency populations also comprise a wide range of skills. The occupations, experiences and skills of the inhabitants, in addition to the resources available and the circumstances in the place of settlement, can make a difference in the degree of dependency or self-reliance of the population.

Political
Political factors which affect emergency settlement are multiple, varied and complex. Today's complex emergencies are characterised by conflict stemming from varied political factors, and response to the emergencies must take into account the political dimensions of the situation. In addition to assessing the needs and resources of the emergency population, humanitarian assistance providers need to know who the actors are, who is in control of what areas, what kind of alliances may or may not exist and who is benefiting and losing as a result of relief efforts.

The extent to which a local or state governing authority or party faces political opposition will affect its attitude and response to emergency populations. In both multi-party states and governments of single-party rule, unstable governments are more likely to adopt a restrictive, hard line policy toward emergency populations. Vulnerable governing authorities fear their local support will be eroded if they welcome outsiders and extend services to needy populations.

On the other hand, governments and communities that are more heterogeneous and have a history of immigration are more likely to respond to uprooted populations, providing emergency settlement.

The ethnic composition of a country or area of settlement and its relationship to political power will affect the treatment of refugees and displaced persons. Regional disparities and politics

within and between countries also influence the attitudes and policies of receiving communities and countries towards emergency populations.

If a host government considers the emergency population to be a dissident faction which could destabilise relations between the host and sending countries or relations among people within the country, potentially expanding conflict and violence into the host region, the governing authorities are likely to require strict security and closed camps.

Social
Several social factors influence emergency settlement patterns, including the ethnic identity of the uprooted persons and the host populations, the social organisation of the uprooted, the timing of their flight, and their skills and experience. Uprooted persons will tend to go to areas where they have family members or areas of the same ethnic group.

When people move in advance of the crisis or a disaster, they often move as individuals or households and tend to self-settle with relatives, on small land-holdings or in urban areas where they can support themselves or rely upon the initial support of relatives. Those who move in smaller units tend to have more flexibility and, therefore, options for settlement.

When refugees move in response to a crisis they are more likely to be vulnerable and part of a larger flow of refugees. They may have lost their resources and suffered violence, conflict and the loss of loved ones. When the numbers are large, a mass programme of relief will be needed and money will end up in camps and settlements. If the mass movement of uprooted persons consists of people from the same community or area of origin, they may have some social leadership structures and relationships that they can continue to rely upon. If the population is one that has been divided, the unique vulnerabilities, skills and resources of the people will have to be assessed and some additional temporary support services may be essential. If the population is one that has expanded as they moved from their area of origin to their place of settlement, community formation and leadership development may require support.

Topographic, environmental and climatic factors
In addition to the economic, political and social factors which affect the settlement of emergency populations, settlements may be differentiated by physical environment. The terrain may be mountainous, hilly or flat. Agricultural resources must be considered: forested area, pastureland, cropland, soil type and vegetation. Proximity to water is a critical factor. Climatic variations affect housing and livelihood options. Environmental degradation has serious impacts. Proximity to transport routes and communication links is also critical in terms of providing necessary supplies to any settlement and assuring that the displacees have access to services, employment and other resources.

Site selection is limited by availability of land. Settlement land should be exempt from the right of ownership or use by other people. In addition, sites should be located a safe distance away from any military targets and a safe distance away from their country of origin in order to prevent hostile attacks either against the refugees or against the country of origin. It may be that land shortages limit the availability of land to marginal holdings of questionable habitation. Such sites require additional outside assistance. Minimum physical and planning standards must be met when establishing sites for emergency populations.

TRAINING MATERIALS FOR TOPIC 2

Exercise SA Ex2.1: Analysing the Factors which Affect Emergency Settlement Populations	Exercise designed both to inform and to facilitate analysis of the contexts of the settlements in which they are currently working
Overhead SA Ov2.1: Contexts of Emergency Settlement	Five categories in which different contexts can be grouped
Handout SA H2.1: Contexts of Emergency Settlement	This handout provides a comprehensive picture of the different contexts of emergency settlement (the information in the briefing notes above are a synopsis of this handout).
Handout SA H2.2: Classification of Emergency Populations	
Handout SA H2.3: Social Attributes of Emergency Settlement Populations	

Further Suggestions for Training

Situation Analysis
Topic 3: The Process of Situation Analysis
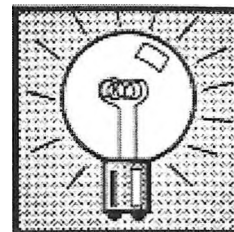
KEY LEARNING POINTS

- *Situation analysis is crucial in order to facilitate the process of planning in a systematic, strategic, integrated and co-ordinated manner.*

- *Situation analysis is an on-going process.*

- *In developing situation analysis, it is particularly important that it is child-centred. The reasons for this include the obvious vulnerability of children and adolescents; many of the needs of this group of refugees can be "hidden"; many key protection issues may not be openly spoken about by the refugees themselves.*

What is Situation Analysis?

Situation Analysis is the process of assessing a complex situation within its wider context, systematically gathering information, identifying the main problems and needs within a refugee population, identifying the principle resources contained within that population, and analysing the information gathered in order to facilitate the process of planning in a systematic, strategic and integrated manner.

It differs from the narrower concept of needs assessment in that it has a broader scope, for example in its focus on the wider context and in identifying refugee capacities and resources as well as problems and needs

When Does it Take Place?

Situation analysis should be seen as an on-going process. This is shown more graphically as Overhead SA 3.1.

Frequently planning has to take place in the absence of complete information, especially at the early stages of an emergency, but the process should start at the beginning of an emergency. It is vital to find time at this early stage to observe and listen to people. Situation analysis will be particularly important at various strategic stages: for example:-

- towards the end of the emergency phase

- when large-scale repatriation is being considered

- when there is a new influx of refugees or major programme changes

- when it becomes clear that refugees are likely to spend an extended period of time in the camp.

Why is a Child-Centred Situation Analysis Important?

Situation analysis is a central aspect of the process of planning for and with the refugees, and provides the basic information on which vital planning decisions are made. It is particularly important to conduct a child-centred situation analysis for the following reasons:-

- Children and adolescents are frequently among the most vulnerable groups within a refugee population, and without a systematic situation analysis it will not be possible to meet their protection and assistance needs. Children and adolescents are among UNHCR's priority groups for protection and assistance.

- Many of these needs are relatively "hidden": for example, separated children may be taken in by other families (who will not necessarily provide adequate care and protection), the needs of adolescents are often relatively invisible.

- It is easy to make assumptions about refugee needs and resources if these are not assessed in a systematic manner. An example is given in the box below.

- Many key protection issues will not be openly spoken about by the refugees themselves: for example, the recruitment of child soldiers, or the sexual abuse of girls and women may be vital issues which are difficult for people to talk about.

> In the civil war in Guatemala, it is estimated that 100,000 people were killed: many community massacres occurred, in which people fled under terrifying and chaotic circumstances, and it is obvious that significant numbers of children were orphaned or separated. UNICEF[4] talked of 150,000 orphaned children. Throughout the duration of the refugee programme it was assumed that children orphaned or separated from their families were readily absorbed into the extended family or community networks, and it was assumed that they did not pose a protection or assistance problem for UNHCR to address. But in the absence of a comprehensive situation analysis these assumptions were never tested. Several years into the repatriation period, UNICEF's research into the situation of children in the Ixil region[5] revealed that one of the four most common "traumas" experienced by young people was "being orphaned and placed with family or friends who abused them". This raised the possibility that a major protection issue had never been identified because the right questions were never asked.

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[4] Unicef (1997): "Healing the Wounds of War", Guatemala, Unicef.

[5] Ibid.

Whose Responsibility is it?

Everyone involved with the refugee situation has a potential role to play in situation analysis. Community Services Officers in UNHCR sometimes play a co-ordinating and facilitating role, but it is vital that all sectors contribute to it. Important information will also come from a wide variety of sources outside of UNHCR: host government and government in the country of origin, NGOs, other inter-governmental organisations, local people in the host country, and of course the refugees themselves.

Important Principles in Conducting a Situation Analysis

Situation analysis requires the collection of good and reliable information. In an emergency, it is not possible to plan programmes on the basis of complete or entirely accurate information, but the following will help to increase the reliability of information-gathering:

- Information-gathering needs to be **systematic** - the attempt to develop understanding by examining a situation fully and not from a single, personal viewpoint

- A mixture of **quantitative and qualitative** information-gathering is usually required.

- It is important to **avoid making assumptions** without carefully checking them out: for example, observing a preponderance of men waiting to be seen at a clinic may not indicate that men's health is better than women's

- Information can be **cross-checked** (sometimes referred to as triangulation) by collecting information in different ways, for example:

  - by using **different tools and techniques**
  - by using **information from different sources**

- By self-consciously **identifying possible sources of bias and error,** their effects can be minimised

- It is important to guard against the possibility of refugees giving **inaccurate information**: for example, the fact of an unrelated child having been taken into the family may be concealed because of fears that his/her ration card might be withheld. Political considerations may also result in people giving false information.

- Making the process of assessment **transparent** (i.e. sharing your observations, perceptions and understandings) with the refugees helps to avoid the dangers of missing certain key items of information, and of misinterpretation of the data.

- Certain **ethical principles** should be upheld. These include:

  - obtaining parental or family consent before interviewing children

  - preserving confidentiality of personal or sensitive information

- taking care not to raise people's expectations unrealistically that assessment will result in particular benefits to them

This information is also presented as Handout SA H3.1

TRAINING MATERIALS FOR TOPIC 3

Exercise SA Ex3.1: Planning on the Basis of Understanding the Needs of Refugee Adolescents and Children	Participants reflect on the needs of refugee children and adolescents and consider the issues involved in planning for those needs
Overhead SA Ov3.1: The Process of Situation Analysis	Diagram
Overhead SA Ov3.2: The Importance of Situation Analysis at Certain Strategic Stages	List of key strategic stages
Handout SA H3.1: Important Principles in Conducting a Situation Analysis	

Further Suggestions for Training

Situation Analysis
Topic 4: The Content of a Child-Centred Situation Analysis
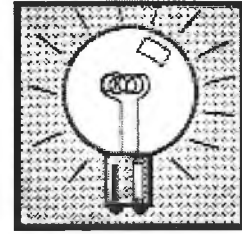
KEY LEARNING POINTS

- *The content of any situation analysis must reflect the particular context, and circumstances of the refugee population in question. It must also have a clearly defined purpose.*

- *Situation analysis should be considered in two parts: analysis from the perspective of the community; and an analysis of the wider context in which the situation has occurred.*

Clearly the content of a situation analysis will reflect the particular circumstances of the refugee population within its particular context, and the particular purpose for which the situation analysis is being undertaken.

It may be helpful to consider the content of situation analysis in two parts:

1. **The analysis from the perspective of the community**: i.e. analysis of the situation of children, adolescents and their families, their problems and their resources, in the context of their community:

2. **The analysis of the wider context of the situation**: this would include the political and security situation within the region, the role of governments, relevant legislation and the mechanisms for its implementation in the country of asylum and the country of origin, and the actual and potential role of other key players such as inter-governmental organisations, international and local NGOs, religious organisations etc..

1. Situation Analysis: the Community Perspective

Check-list of Key Issues in a New Refugee Emergency:

A check list of key issues in a new refugee emergency would include pertinent questions about the following issues: [6]

- female-headed families
- single fathers

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[6] Note: obtaining accurate numerical information is often difficult and it is important not to waste a lot of time seeking precise figures unless it is clear that these are needed for particular purposes.

- separated children
- children with disabilities
- children of disabled, sick or elderly parents
- experiences of conflict and flight and how people are coping with these
- schooling issues: primary, secondary; the availability of teachers
- effects on family livelihood systems
- effects on adolescents
- health issues including: malnutrition; pregnant and lactating women
- the situation outside the camp
- other potential risks to children and adolescents

(This information is presented as a full check list in Handout SA H4.1):

Checklist of Key Issues in a Repatriation Situation

If the situation analysis was being carried out in a repatriation situation, a check list of key issues would include pertinent questions about the following issues (this information is presented as a full check list in Handout SA H4.2):

- preparing for the possibility of return
- quality of information given about the situation in the country of origin
- the process of return
- educational continuity
- potential for work
- dealing with a change of country and culture
- quality of life-style on returning
- issues that will be faced by separated children
- potential for renewed abandonment of certain children
- effect on children living outside the refugee camp
- danger of land mines, unexploded ordinance
- role for children in programmes of reintegration, reconciliation and peace building

2. Situation Analysis: the Wider Context

Check-List of Key Issues:

A check list of key issues would include pertinent questions about the following issues (this information is presented as a full check list in Handout SA H4.3):

- Country profile
- General current and potential situation of children
- The role of government
- National institutions and ministries
- National legislation and social welfare policy
- Traditional forms of care and protection of children
- Presence and capacity of international and national organisations
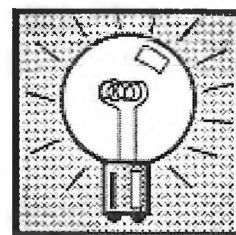
TRAINING MATERIALS FOR TOPIC 4

Exercise SA Ex4.1: The Content of Situation Analysis	Exercise which considers what to include when planning to write a situation analysis
Exercise SA Ex4.2: The Adequacy of Situation Analysis in Programme Planning	Participants analyse the quality of a given situation analysis and consider how it might be improved
Exercise SA Ex4.3: Assessing the Situation of Children	Participants reflect on how child development might be affected in refugee situations
Handout SA H4.1: Check List of Key Issues in a New Refugee Emergency – Community Perspective	
Handout SA H4.2: Check List of Key Issues in a Repatriation Situation – Community Perspective	
Handout SA H4.3: Check List of Key Issues: Situation Analysis in the Wider Context	

FURTHER SUGGESTIONS FOR TRAINING

Course participants can be invited to select a specific refugee situation known to them and, using one of the above "community perspective" check-lists and/or the "wider context" check-list, compile a written child-centred situation analysis. Ideally this would be done outside of the training course - possibly as a mid-course task - undertaken individually, in pairs or small groups. It is suggested that the group discussion which follows the compilation of the situation analysis should focus primarily on the problems and issues involved in doing it rather than the specific content.

Situation Analysis
Topic 5: An Introduction to
Observation Skills

KEY LEARNING POINTS

- *Observation is one of a range of qualitative methods which can be used for gathering information.*
- *People tend to see what they notice. What they notice will depend on their personality and experience.*
- *Some key issues are often invisible.*

Observation is one of a range of qualitative methods which can be used for gathering information. Qualitative methods and techniques are designed to build up a detailed picture from a relatively small sample: they tend to pose questions of: What? Who? How? When? and Why? rather than questions of How Many? How Frequently? etc. Qualitative information tends to unfold slowly: it can be analysed and interpreted as it is gathered, and the approach can be continuously modified in the light of the information that is gathered.

Key Issues in Developing Observation Skills

Observing is not a simple and objective exercise. Often we are bombarded with information, some of which we ignore, some we use and interpret in the light of past experiences - sometimes referred to as our "schemata" - in order to make decisions and predictions. But the process of selecting information is often unconscious and not entirely rational.

In a situation like a refugee camp, the observer is so bombarded with information through several senses that you cannot possibly take everything in. So people tend to select what they "notice" - but the basis on which this selection is made depends very much on the individual. Factors may include:-

- you tend to see what you expect to see

- your own role may bias your observations - a nutritionist will tend to see different things, as compared with a social worker or a water engineer

- initial impressions may serve to colour subsequent observations - often in the direction of tending to confirm rather than contradict those initial impressions

- stereotyping and prejudices may also affect what we see (e.g. all refugees are lazy)

- the presence of an "outsider" also may alter the behaviour of the people we are observing.

So it is important to have some ideas on what to look for - a checklist compiled in advance may be helpful - but it is important always to be on the look-out for the unexpected.

It is important to understand that some of the key issues will be relatively invisible - e.g. adolescents may be less visible than, for example, younger children, women less visible than men, educated people may project themselves more confidently than uneducated people. Important protection issues may not be visible or openly spoken about at all.

It is important to use multiple observation points: for example, only certain categories of people will probably not be visible at clinics, water points, food distribution centres etc.. It is vital to avoid making false assumptions based on particular observation points (e.g. only the men have health problems).

TRAINING MATERIALS FOR TOPIC 5

Exercise SA Ex5.1: Invisible Man	Exercise which illustrates to participants the subjective element of observation
Exercise SA Ex5.2: Observation of Photos and Video Materials	Exercise illustrates and analyses why different people see the same situation differently
Exercise SA Ex5.3: Questions and Answers	Groups of participants study visual materials and pose questions about what they see; other groups try to answer the questions.
Overhead SA Ov5.1: Invisible Man (1)	Visual image
Overhead SA Ov5.2: Invisible Man (2): revealed	Visual image

FURTHER SUGGESTIONS FOR TRAINING

Situation Analysis
Topic 6: An Introduction to Interviewing Skills
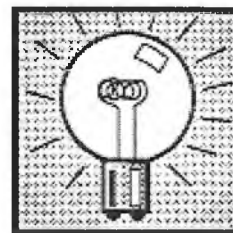
KEY LEARNING POINTS

- *Interviews are another important means of gathering qualitative information from the refugees.*

Interviewing is another important means of gathering qualitative information from the refugees. Interviews with either individuals or groups of refugees are an important source of information, though care has to be taken in generalising from a relatively small number of interviews. Interviews are an extremely valuable source of information about the refugees' history, their perceptions and opinions about current needs and problems, how the community functions, how different aspects of life are linked together, and so on. They may elicit useful information about people's activities and roles, and how these have changed as a result of the refugee situation. Interviews also reveal important information on refugees' priorities, and their ideas on how their problems, needs, capacities and resources can inform programme decisions. They may be particularly useful in finding out about specific issues such as the situation of separated children, for example, information about the circumstances of separation, the whereabouts of other family members, their current living situation and what kind of help they would like to receive.

> **An attitude of respect**, an explanation of the purpose of the interview and of who the interviewer is are all essential. Attentive listening and a demonstrated interest in what is being said will greatly facilitate the interview.

> Interviews are usually most purposeful if they are at least **semi-structured**. But even if the interviewer has a very precise schedule of questions, it is important to give the respondent(s) an opportunity to say anything they wish to. They may have vital and relevant information that you haven't asked about.

> **Open-ended questions** can be particularly helpful in enabling people to express themselves in their own way without being unduly influenced by what they perceive the interviewer expects to hear. Interviews which rely too much on closed and leading questions may produce inaccurate or biased information.

> Questions which raise personal issues should be asked with **sensitivity**, and only after the interviewee feels relaxed and at ease. It is important to understand what kind of issues might be inappropriate to ask within the particular culture.

Good listening is a necessary skill which requires attentiveness, an attitude of respect, an ability to shed pre-conceptions and prejudices and an ability to "read" non-verbal messages as well as to hear the spoken word. It requires empathy with the person, especially when emotions are being expressed. Good listening when interviewing through an interpreter is particularly difficult.

Good (but discrete) note taking is important, noting non-verbal behaviour where this might be significant

TRAINING MATERIALS FOR TOPIC 6

Exercise SA Ex 6.1: Role Play on Interviewing Skills	Participants are given the opportunity to practise and comment on each others' interviewing skills

FURTHER SUGGESTIONS FOR TRAINING

Situation Analysis
Topic 7: Eliciting Socio-Cultural Information
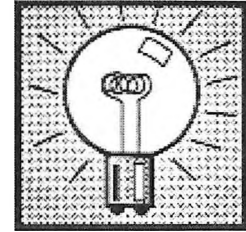
KEY LEARNING POINTS

- *It is very important to have a thorough understanding of the culture of the refugees with whom you are working.*
- *There are key points of information about refugees' culture which it is essential to understand. These points will be different in each new circumstance.*

What is Culture?

One definition:

The institutions, patterns, and mental attitudes that form the social life of the community.
This appears as Overhead SA Ov7.1.

Why is it Important to have a thorough Understanding of the Refugees' Culture?

- Culture helps to define how people deal with a wide range of issues and problems. An understanding of culture is therefore important in building on traditional problem-solving efforts and avoiding undermining them.

- Culture provides a structure within which children are reared and socialised. Again it is important to strengthen those aspects of culture which facilitate child development.

- Culture provides a range of familiar norms and practices which provide a sense of continuity, security and meaning. Re-establishing such norms and practices may help to provide children with a sense of continuity and meaning.

- Refugee flight and resettlement tends to disrupt values and behaviour patterns, undermining the sense of continuity and security which children need. This has been described as "cultural bereavement" and can have a profound effect on children's development. It is important to understand how values and behaviour have been changed and what needs to be done to enhance people's security and continuity.

- Incorrect knowledge of, or assumptions about, the refugees' culture, can lead to a wide range of inappropriate interventions. Participants may be able to think of illustrations.

- It is particularly important in situations where refugees are settled among the population of the host country to understand the ways in which the refugees' culture is different from that of the host country, in order to predict and respond to any conflicts which may arise.

- Particular forms of intervention need to be based on a very clear understanding of the refugees' culture - e.g. fostering, family tracing and reintegration, psycho-social interventions etc..

- Some traditional practices can change suddenly and rapidly, especially in the face of severe crisis. This may prompt ways of doing things which appear surprising to people who do have knowledge of the culture of the refugees.

What is it Necessary to Know about the Refugees' Culture?

Obviously the answer to this question depends on the particular situation. It may be helpful to get course participants to work on cultural information that is particularly important in particular situations: the following are examples, but course participants may wish to identify areas of particular relevance to their own work:

- Information required for building a broad understanding of family life and child-rearing practices.

- Socio-cultural information required for considering the establishment of a fostering programme for separated children (see Exercise SA Ex7.1).

- Socio-cultural information required for considering the psycho-social needs of children who have had traumatic experiences (see Exercise SA Ex7.2)

- Socio-cultural information required for considering how to set up community structures within the refugee camp (there is a relevant exercise in the ARC Module Community Mobilisation: Exercise CM Ex5.3).

TRAINING MATERIALS FOR TOPIC 7

|	
Exercise SA Ex7.1: The Importance of Socio-Cultural Information for Child Fostering	Participants identify socio-cultural information required when planning a child fostering programme
Exercise SA Ex7.2:The Importance of Socio-Cultural Understanding for Psycho-Social Interventions	Participants identify socio-cultural information required in planning psycho-social interventions
Overhead SA Ov7.1: What is Culture?	

FURTHER SUGGESTIONS FOR TRAINING

Brainstorm with participants "What is Culture". Show Overhead SA Ov7.1 and invite discussion on how to improve on this definition.

Brainstorm with participants "Why is it important to have a thorough understanding of the culture of the refugees with whom you are working?"

Situation Analysis
Topic 8: An Introduction to Simple Survey and Participatory Assessment Techniques
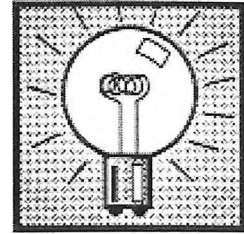
KEY LEARNING POINTS

- *There are advantages and disadvantages to using surveys to collect information.*
- *Survey design and statistical analysis require particular skills and expertise.*
- *Participatory Assessment Techniques differ from surveys in that they allow people themselves to raise questions rather than simply responding to pre-determined ones.*
- *The information in this topic about both surveys and participatory assessment techniques should be seen as an introduction to both methods only, and not a training tool in how to use them.*

What is a Survey?
A survey is a method of collecting a range of information, with an emphasis on **quantitative information** which can be analysed using statistical methods to give precise estimates (e.g. on the total number, age etc. of separated children within a particular refugee camp). **Qualitative information** (such as derived from interviews) will help to interpret quantitative information derived from surveys.

Quantitative information is vital when it is necessary to understand the scale of a particular problem in order to plan an appropriate response - e.g. how many children are malnourished, or how many children are living with unrelated carers.

Advantages of Surveys:

- they provide precise, statistical answers to carefully designed questions

- the accuracy of results can be verified by checking the methods and statistics that were used

- sampling can ensure that people are included from different locations (e.g. different villages or zones of a camp)

- the methods of analysis are clear and relatively quick

- the findings can give support to an argument by demonstrating the size and severity of a problem

- surveys allow comparisons to be made between different groups in the survey or with other surveys using similar methods

Disadvantages of Surveys:

- considerable resources are required to carry them out (personnel, transport, computers etc.)

- they can be time-consuming

- the collection of data can be intrusive and refugees can be suspicious - which may lead to unreliable results

- surveys only look at pre-determined variables. Important details or variations may be missed if they do not come into the preconceived model. Hence they need to be complemented with qualitative methods which allow refugees to articulate their own needs, concerns, ideas etc.

- survey design and statistical analysis require particular skills and expertise: when data collection and analysis methods are used incorrectly, the results may be invalid and lead to erroneous conclusions.

- surveys are only as good as the information contained within them. Care needs to be taken to allow for the possibility that people may not provide truthful answers. For example, a survey to quantify the incidence of unaccompanied children may under-estimate the true total if heads of households fear for the loss of ration cards if they reveal the presence of an unrelated child.

Carrying out a Survey

Survey Design:

- Formulate precisely the question(s) you want the survey to answer

- Select variables that will enable you to answer the question; a variable is any characteristic that can vary (e.g. age, number of years of schooling, physical height, preferred source of advice about health care)

- Design methods of collecting information about these variables; in most cases this will involve the design of a questionnaire which asks the same questions in the same way to a sample of people. The design of questionnaires is a skilled task. The questionnaire will usually need to be translated into the local language(s).

- Select a sample of the population which will be representative of the whole population (it is rarely feasible to survey the entire population): sampling can be:

- simple random sampling - each member of the target population is equally likely to be selected and where the selection of a particular member of the population has no effect on the other selections

- systematic sampling - e.g. choosing every fifth, or tenth member on a numbered list

- stratified random sampling - dividing the population into categories (strata), then select from each category using simple or systematic random sampling

- cluster sampling - restrict the sample to a limited number of geographical areas (clusters), and for each, select a sample by simple random sampling.

Data Collection:

- train people to collect data (enumerators) to ensure consistency and reliability, and deploy supervisors to ensure correct use of data collection methods

- carry out a pilot survey - this will help to identify difficulties or ambiguities, and amend the methods as necessary

- data is then collected and collated from the sample

Data Analysis:

Quantitative data is analysed by statistical methods to give:-

- averages (e.g. the average number of children per family)

- ratios (e.g. the proportion of the population suffering from malnutrition)

- the range between maximum and minimum levels (e.g. from no schooling to 12 years of schooling)

- a picture of whether apparent differences are statistically different (e.g. comparing whether the health status of single-parent families is different from that of children in two-parent families)

Using Refugee Registration Data

Refugee registrations can be used as a source of vital survey information, for example in identifying and quantifying numbers of vulnerable groups of refugees such as separated children, single-parent and child-headed households, people with disabilities etc..

What are Participatory Assessment Techniques?
These are techniques derived from a broad movement variously known by the terms Participatory Rural Appraisal (PRA), Rapid Rural Appraisal (RRA) and Participatory Learning and Action (PLA). The movement arose out of dissatisfaction with conventional approaches to research and assessment in the field of development, which often resulted in

the imposition of external ideas and solutions because the problem had not been well understood from the point of view of the intended beneficiaries. Among the main characteristics of the approach are the following:

Groups of people (usually referred to as partners rather than beneficiaries) come together with external people (agency representatives) in a joint exploration of areas of difficulty

In contrast to conventional methods in which the researcher identifies the questions in advance, PAT allow people themselves to raise the questions rather than simply responding to pre-determined ones. This results in people articulating and exploring issues of concern to them, rather than those perceived as important by outsiders.

The groups both generate and analyse the data in order to come to shared (hopefully consensus) decisions. Unlike conventional approaches to assessment in which refugees provide information but the analysis and planning is undertaken by agency staff, in PAT the analysis and planning is undertaken jointly. The process is generally considered empowering for people, and avoids the dangers of refugees providing answers they think the researchers want and expect.

Extensive use is made of visual representations (diagrams, maps, drawings etc.) which help people to express new ideas, challenge ideas that are taken for granted and facilitate self-expression by people who may have limited skills in oral and literate forms of expression. The discussion which follows these forms of representation often enables people to generate creative ideas about the relevant issues and possible ways of responding to them

Participatory techniques can also generate quantitative information - e.g. by asking people to rank preferences and choices, drawing on their own categories and classifications. It is generally considered preferable, rather than using numerical symbols, to use locally available materials such as stones or beans.

Participatory techniques are often used in conjunction with other means of gathering data such as surveys, observation, interviews and focus groups.

Recent years have seen a number of experiments in using these techniques with children and adolescents: some forms of expression (drawing, mapping, miming, role-playing and drama etc.) are especially well-suited to children's liking of playful and participatory approaches, together with their shorter concentration span than adults'. (See references section.)

Some Ideas on Using Participatory Techniques with Refugees

The following is a small selection of ideas on how PATs might be used as part of a situation analysis strategy in a refugee context:-

- Work with a group of refugee women and girls to identify and analyse security issues by means of community maps and diagrams, and discussion.

- Work with refugees to visually represent the typical daily life and demands on the time of women: daily and/or seasonal calendars may be useful tools to use.

- The use of a range of techniques such as mapping, diagrams, role play, etc. to explore, illustrate and analyse the priority issues which adolescents face in refugee camps or returnee communities.

- The construction of "human ecology" charts to illustrate and analyse the availability of support systems for children and families. Comparative charts (e.g. comparing the village of origin/return and the refugee camp) may be helpful in seeing and analysing the changes which refugees experience

- The use of "spider diagrams" for adults or young people to depict particular health issues and hazards in their community. This involves a visual representation in which a round spider's body (in which a particular problem is identified), divided into different areas is surrounded with lines radiating outwards (the spider's legs) illustrating specific examples of health problems[7]:

A number of the techniques outlined above are described in the Toolkits Module. Others can be found in Participatory Learning and Action (see reading list). Another very useful source is a relatively new concept, initiated by ACTIONAID in 1986 called REFLECT (Regenerated Freirean Literacy Through Empowering Community Techniques) which contains a wealth of methodologies for communicating with local people.

TRAINING MATERIALS FOR TOPIC 8

| Exercise SA Ex8.1: Situation Analysis in a New Emergency Situation	A two stage case study. Stage 1 enables participants to consider the information required for the early stages of a refugee emergency. Stage 2 looks at the same situation six months on, and focuses on a number of issues related to education

FURTHER SUGGESTIONS FOR TRAINING

- Ask participants to prepare for this exercise by bringing to the workshop a set of refugee registrations (about 100 forms). Ask them to study the forms in order to identify the numbers of potentially vulnerable children under the following headings (or use others if they are more appropriate) :

  - separated children
  - single parent households
  - child headed household
  - people with disabilities

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[7] Derived from Baker, Rachel (1996): "PRA with Street Children in Nepal" in "PLA Notes" No 25, February 1996, London, IIED.

Situation Analysis
Topic 9: Ethical Analysis
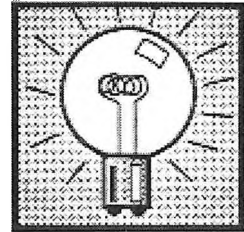
KEY LEARNING POINTS

- *A moral dilemma is essentially a no-win situation where any course of action will breach at least one moral principle.*
- *Tough choices differ from moral dilemmas in that there is potentially a right course of action.*
- *The principle of damage limitation can be important in both moral dilemmas and tough choices.*

Moral Dilemmas and Tough Choices

A **moral dilemma** is a situation in which any course of action breaches a moral principal. In other words it is a no-win situation which raises moral issues, though it is often preferable to avoid a sense of fatalism and view the decision as a challenge to find the least unacceptable of the two or more courses of action, or the best that can be achieved in a given set of circumstances.

Development and relief agencies have to face many ethical issues in their work. The greater the number and range of principles which they try to adhere to, the more dilemmas will be faced. Many dilemmas centre on conflicts between moral areas such as the following:

> The value of preserving human life

> The values encompassed by the notion of human rights

> Principles of justice, fairness and equality

> The value of staff safety and well-being

Many of the difficult moral decisions which have to be made by agencies reflect tension between these four areas.

Tough choices also involve difficult dilemmas, but are to be distinguished from true moral dilemmas by the presence of a potentially right course of action even though this may not be easy to arrive at. Tough choices are often decisions which rest on uncertain or incomplete evidence (the difficult decisions contained within Exercise SA Ex9.1 provide an example). These may hinge on competing programme objectives (e.g. when speaking out against human

rights abuses might result in the agency being unable to continue to provide a relief programme), or pose impossible choices (e.g. whom to feed among 100,000 starving people when you have food only for 10,000). Though tough choices are often extremely difficult to make, they are different from moral dilemmas in that they do not reflect the no-win choice between competing moral considerations.

Analysing Moral Dilemmas
Most organisations do have ideological standpoints, though these are not always stated very clearly. It is often when, within an agency, there is a lack of clarity about its ideology that moral dilemmas are particularly difficult to resolve.

The following concepts may help to enlighten the debate over moral dilemmas:
Duty-based versus goal-based ethics:

Duty-based ethics reflect the belief that some actions are simply good in themselves and that one has a duty to do them regardless of their consequences. For example, some doctors believe that prolonging physical life is a good thing, regardless of the quality of life.

Goal-based ethics reflect the belief that the morality of activities should be judged by their consequences - for example some doctors would argue that quality of life is more important than saving life *per se*.

Within the field of overseas development and relief, an example may illustrate this distinction. In the Rwandese refugee population in Zaire, some organisations would have argued that saving all and any lives is a valid and morally-acceptable position, while others believed that to sustain the lives of militias who may be planning to continue a campaign of genocidal killings is not morally acceptable. Those who took the latter stance would believe that it is important for agencies to consider the wider implications of their actions. Those who took the former stance would feel that it was not necessary for them to accept any moral responsibility for the longer-term implications of its activities. Neither of these positions is either "right" or "wrong", but it is important for agencies to decide whether its programmes are simply good in themselves or whether they are good only insofar as they produce good consequences within their wider context.

What factors determine an agency's moral responsibility in making decisions? An agency is normally **motivated** primarily by good intentions, but sometimes these are compromised - for example by the need for publicity of a particular type, or fund-raising. Political compromises sometimes have to be made: if taking a stand on certain principles risks resulting in the agency being expelled by the government, it may decide to modify that stand, on the basis that the capacity to remain in the country is more important than pursuing a particular agenda: equally, there may be some issues where little or no compromise can be contemplated.

Decisions are informed by **knowledge**: failure to gather the knowledge required for and relevant to a particular moral dilemma or tough choice may not be regarded as an acceptable reason for making a particular decision. They are also informed by the agency's **capacity** to see through a particular course of action: sometimes particular choices have to be made

because the agency lacks the capacity to carry out what might be a morally preferable alternative.

Two other factors are significant in an agency's moral decision-making. The notion of **deliberation** refers to the agency's responsibility to make a serious effort to carefully consider the moral and other aspects of the situation under consideration - a process which would include gathering and analysing information, consulting, debating and carefully weighing the various aspects of the problem. A second factor is that of **mitigation** - the steps that might be taken to act responsibly and to take all possible steps to minimise the negative consequences of a decision. The principle of damage limitation can be important in both moral dilemmas and tough choices.

TRAINING MATERIALS FOR TOPIC 9

Exercise SA Ex 9.2: Children's Rights in an Emergency	Enables participants to identify factors which facilitate or impede meeting children's rights within a familiar refugee situation
Exercise SA Ex 9.3: A Moral Dilemma	Enables participants to analyse a difficult moral dilemma
Exercise SA Ex 9.1: Complex Case Study	Participants are asked to study a complex case where Rwandan children are fostered in Zairian Families

FURTHER SUGGESTIONS FOR TRAINING

It may be helpful to get course participants to attempt to define their own agency's ideological stance using the framework contained in this Topic. They should particularly identify any ambiguities, inconsistencies and uncertainties in their agency's stance, and consider whether, as individuals, they feel comfortable with it. It may also be possible to identify a moral dilemma within the experience of the participants, and to analyse it using the framework contained within this Topic.

Situation Analysis:
Participant Groups
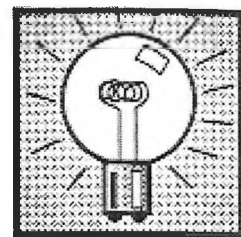
Different participants are likely to have different learning needs and priorities. We have divided participants into three broad groups: senior managers, programme officers and field staff.

Senior managers are those people who have key responsibility for an NGO's operations in a country or region or a UNHCR Section. They will have overall responsibility for strategy and resource allocation within the organisation's policy framework. Senior managers' needs are likely to be best served through briefings.

Programme staff comprise those members of NGOs who have responsibility for a particular aspect of their agency's work in a country or region or who, as UNHCR programme officers, have a responsibility for a particular function such as education or protection. Programme officers are those responsible for translating policy into practice and ensuring that programme budgets reflect the necessary resources to support good practice. Programme staff are likely to require a deeper understanding of specific issues and will need to consider programming and budgeting implications.

Field staff are those people working in the field who are responsible for implementing the programme activities. They often have considerable front-line experience. Field staff may value the opportunity to develop and practise new skills as well as develop their knowledge and understanding.

Training programmes should be designed with the responsibilities and learning needs of these different groups in mind. If possible, participants from different groups should be trained separately but if this is not possible, exercises and input should be selected which will meet the needs of all groups. It may be possible to use different small group exercises to address the needs of each type of participant.

The following table provides ideas for how to use the materials in this module with the three main participant groups.

Participants	Key Learning Points	Suggested Exercises	Participatory
Senior Managers	• Understanding the different factors which affect emergency populations	Exercise SA Ex2.1	
	• Considering the needs of adolescents in refugee situations	Exercise SA Ex3.1	
	• Reflection on how to plan to develop an appropriate situation analysis	Exercise SA Ex4.1	
	• Observation is subjective	Exercise SA Ex5.1	
	• People see the same situation differently	Exercise SA Ex5.2	
	• Identification of appropriate socio-cultural information is essential before any intervention	Exercise SA Ex7.2	
	• There is a huge range of practical problems and conflicting priorities when analysing a new emergency situation	Exercise SA Ex8.1	
	• in reviewing decisions made previously, an analysis of lessons learned in that phase is essential	Exercise SA Ex9.1	
	• Decision makers are sometimes faced with moral choice and tough dilemmas	Exercise SA Ex9.3	
Programme Staff	• Causes which result in displacement and emergency situations are inter-related	Exercise SA Ex1.1	
	• Understanding the different factors which affect emergency populations	Exercise SA Ex2.1	
	• Considering the needs of adolescents in refugee situations	Exercise SA Ex3.1	
	• Reflection on how to plan to develop an appropriate situation analysis	Exercise SA Ex4.1	
	• careful analysis of a previous situation analysis may	Exercise SA Ex4.2	

	improve the quality of the next one	
	• child development is affected in refugee situations	Exercise SA Ex4.3
	• Observation is subjective	Exercise SA Ex5.1
	• People see the same situation differently	Exercise SA Ex5.2
	• Observation skills can be improved	Exercise SA Ex5.3
	• There are a number of ways in which we can improve on our interviewing skills	Exercise SA Ex6.1
	• Identification of appropriate socio-cultural information is essential before any intervention	Exercise SA Ex7.1
	• Identification of appropriate socio-cultural information is essential before any intervention	Exercise SA Ex7.2
	• There is a huge range of practical problems and conflicting priorities when analysing a new emergency situation	Exercise SA Ex8.1
	• in reviewing decisions made previously, an analysis of lessons learned in that phase is essential	Exercise SA Ex9.1
	• Consideration of which child rights are not being met in refugee and emergency situations.	Exercise SA Ex9.2
	• Decision makers are sometimes faced with moral choice and tough dilemmas	Exercise SA Ex9.3
Field Staff	• Causes which result in displacement and emergency situations are inter-related	Exercise SA Ex1.1
	• Understanding the different factors which affect emergency populations	Exercise SA Ex2.1
	• Considering the needs of adolescents in refugee situations	Exercise SA Ex3.1
	• Reflection on how to plan to develop an appropriate	Exercise SA Ex4.1

situation analysis	
• child development is affected in refugee situations	Exercise SA Ex4.3
• Observation is subjective	Exercise SA Ex5.1
• People see the same situation differently	Exercise SA Ex5.2
• Observation skills can be improved	Exercise SA Ex5.3
• There are a number of ways in which we can improve on our interviewing skills	Exercise SA Ex6.1
• Identification of appropriate socio-cultural information is essential before any intervention	Exercise SA Ex7.1
• Identification of appropriate socio-cultural information is essential before any intervention	Exercise SA Ex7.2
• There is a huge range of practical problems and conflicting priorities when analysing a new emergency situation	Exercise SA Ex8.1
• in reviewing decisions made previously, an analysis of lessons learned in that phase is essential	Exercise SA Ex9.1
• Consideration of which child rights are not being met in refugee and emergency situations.	Exercise SA Ex9.2
• Decision makers are sometimes faced with moral choice and tough dilemmas	Exercise SA Ex9.3

Situation Analysis:
Sample Programmes
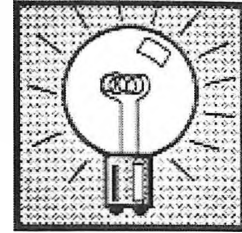
The following three sample programmes have been devised to provide examples of how the particular learning needs and requirements of the three broad participant groups can be addressed using materials drawn from the module.

The programmes are intended as guidance examples only. It is very important that the trainer should think carefully about the group of participants with whom he or she will be working and devise a programme that takes into account:

- the role and responsibilities of the participants;
- the learning needs of the participants;
- their existing level of knowledge;
- their interest in the subject;
- their willingness to share experience and admit to gaps in their knowledge / skills;
- current / local issues and priorities for the participants;
- the amount of time they have available;
- their position in their organisation;

Any training programme should be devised, if possible, in consultation with the intended participants. If it is not possible to consult with all participants (for example, by sending out an application form including questions about their expectations for the training), the trainer should try to speak to a sample of participants before making final decisions about the programme.

The facilitator should also consider:

- the range of Topics to be covered;
- the order in which Topics should be addressed;
- how to encourage the sharing of experience and information between participants;
- who will carry out the training;
- what methods will be most appropriate for the participants

More detail on the process of training can be found in the **ARC Toolkit**.

Remember to build in a workshop evaluation - you will find ideas for this in the **ARC Facilitator's Toolkit**

PROGRAMME 1: AWARENESS SESSION FOR SENIOR MANAGERS (3 HOURS)

This programme is aimed primarily at senior managers and officials of UN Agencies, NGOs and Government. It assumes that the officials and managers are attending this workshop in order to develop and improve the quality of Situation Analyses within their own areas of responsibility.

Learning Objectives

- To confirm participants' understanding of causes and contexts of emergency settlements.
- To consider the process of situation analysis and to examine participants' own roles in ensuring that key principles are upheld.
- To question participants' confidence in ensuring that issues of protection and assistance are being adequately addressed within their own areas of responsibility and to consider ways in which to improve upon present practices.
- To provide an opportunity to discuss moral choices and tough dilemmas that have to be faced in certain refugee situations, and to consider key priorities.

Preparation

The facilitator should prepare a comprehensive information pack for the senior managers that includes:

1. Copies of the relevant **Handouts** including the **Key Concepts**.
2. A copy of the **Reading List** and **Readings**.
3. Copies of relevant materials from the region / country / locality (e.g. research papers, monitoring reports)*.

If possible, this pack should be sent out in advance.

*   The facilitator should gather any locally relevant information on the Topics to be addressed in the training and identify individuals with specific expertise who could act as resource persons. All participants can be asked to bring along relevant material to display / share with others.

Facilitator's Notes

Introduction

5 mins	Introduce the relevant Key Concepts and the purpose of the briefing session.

Causes and Contexts of Emergency Situations

15 mins	Short presentation, based on Briefing Notes for Topics 1 and 2 to suit the level and interest of the participants.	Handouts SA H2.1, 2.2 and 2.3.

The Process of Situation Analysis

10 mins	Introduce Topic, using Briefing Notes and Overhead SA Ov3.1	SA Ov 3.1
30 mins	Distribute copies of Handout SA H3.1 and ask participants, in small groups, to consider these principles - preferably in reference to a situation known to them - and to analyse their own role in ensuring that these principles are upheld.	SA H3.1

The Content of a Child Centred Situation Analysis

15 mins	Short presentation on the importance of including both the community perspective as well as analysis of the wider context in preparing for a situation analysis. Use Briefing Notes from Topic 4.

| 45 mins | Discussion exercise: Use the Case Study - "What Happens if No Situation Analysis is Carried Out?"(Topic 3; p.16). Ask participants to consider the following question in small groups:

How confident are you that issues of assistance and protection are being adequately addressed within your own areas?
What measures could you take to ensure greater confidence in terms of providing protection and assistance to children and adolescents?

Plenary. Facilitator may choose to distribute copies of one or more of Handouts SA H4.1, 4.2 or 4.3 if they are helpful/relevant. | SA H4.1
SA H4.2
SA H4.3 |

Moral Dilemma

| 10 mins | Introduce the topic using Briefing Notes for Topic 9. | |
| 50 mins | Introduce and facilitate Exercise SA Ex9.3 | SA Ex9.3 |

Review and Conclusion

| 15 mins | Summarise the key issues for participants to take forward from the workshop.
Conduct brief review.
Close. | |

SAMPLE PROGRAMME 2: PROGRAMME ISSUES (HALF DAY)

This programme is aimed at programme staff from UN agencies and NGOs and those in government with responsibility for translating policy into practice and ensuring that programme budgets reflect the necessary resources to support good practice. This programme assumes that programme officers are attending this workshop with the intention of improving their understanding of and ability to use situation analysis within their own working situations.

Learning Objectives

- To confirm participants' understanding of causes and contexts of emergency settlements.
- To consider issues involved in planning and setting objectives in order to provide adequately for the protection and assistance of children and adolescents in refugee situations.
- To consider what should be included in situation analysis and to apply this to a known local situation.
- To consider and identify pertinent socio-cultural information in order to prepare for psycho-social intervention.
- To provide an opportunity to discuss moral choices and tough dilemmas that have to be faced in certain refugee situations, and to consider key priorities.

Preparation

The facilitator should prepare a comprehensive information pack for the programme staff that includes:

1. Copies of the relevant **Handouts** including the **Key Concepts**.
2. A copy of the **Reading List** and any relevant **Readings**.
3. Copies of relevant materials from the region / country / locality (e.g. research papers, monitoring reports)*.

If possible, this pack should be sent out in advance.

*   The facilitator should gather any locally relevant information on the Topics to be addressed in the training and identify individuals with specific expertise who could act as resource persons. All participants can be asked to bring along relevant material to display / share with others.

Facilitator's Notes

Introduction

| 5 mins | Introduce the relevant Key Concepts and the purpose of this workshop. | |

Causes and Contexts of Emergency Situations

| 15 mins | Short presentation, based on Briefing Notes for Topics 1 and 2 to suit the level and interest of the participants. Handouts to be used for later reference for the participants. | Handouts SA H2.1, 2.2 and 2.3. |

The Process of Situation Analysis

| 10 mins | Introduce Topic, using Briefing Notes for Topic 3 and Overhead SA Ov3.1. | |
| 45 mins | Introduce and facilitate Exercise SA Ex3.1 | Index cards or "post-its"
SA H3.1 |

The Content of a Child-centred Situation Analysis

| 10 mins | Short presentation on the importance of including both the community perspective as well as analysis of the wider context in preparing for a situation analysis. Use Briefing Notes from Topic 4. | |
| 45 mins | Introduce and facilitate Exercise SA Ex4.1 | |

Eliciting Socio-Cultural Information

| 45 mins | Introduce and facilitate *either* Exercise SA Ex7.1 *or* Exercise SA Ex7.2, depending on the needs/interests of the participant group. | |

Moral Dilemma

| 10 mins | Introduce the topic using Briefing Notes for Topic 9. | |
| 45 mins | Introduce and facilitate Exercise SA Ex9.3 | SA Ex9.3 |

Review and Conclusion

| 10 mins | Summarise the key issues for participants to take forward from the workshop. Conduct brief review. Close. | |

SAMPLE PROGRAMME 3: PRACTICE ISSUES (ONE DAY)

This programme is aimed at field staff from UN agencies, NGOs and Government working directly with refugees in and out of camps.

Learning Objectives

- To familiarise participants with the causes and contexts of emergency settlement and to relate this information to participants' own working situations.
- To provide an opportunity for participants to reflect on their own experience of the needs of refugee children and adolescents and to use this reflection to consider issues involved in responding to those needs.
- To develop an awareness of what should be included in the content of a situation analysis and to review the way in which known situations have been analysed in the past.
- To provide an opportunity to discuss moral choices and tough dilemmas that have to be faced in certain refugee situations and to consider key priorities.
- To provide an opportunity for participants to apply some new thinking to a complex participatory exercise which considers a number of issues relating to situation analysis.
- To enable participants to consider the most relevant lessons learned during the course of the workshop and to provide an opportunity for them to develop personal action plans for the future.

Preparation

The facilitator should prepare a comprehensive information pack for the field staff which includes:

1. Copies of the relevant **Handouts** including the **Key Concepts Handout**.
2. A copy of the **Reading List** and relevant **Readings**.
3. Copies of relevant materials from the region / country / locality (e.g. research papers, monitoring reports)*.

If possible, this pack should be sent out in advance.

*   The facilitator should gather any locally relevant information on the Topics to be addressed in the training and identify individuals with specific expertise who could act as resource persons. All participants can be asked to bring along relevant material to display / share with others.

Wherever possible, the facilitator should develop and use locally relevant examples and case material.

Facilitator's Notes

Introduction

| 10 mins | Introduce the relevant Key Concepts and the purpose of the workshop | |

Causes and Contexts of Emergency Situations

45 mins	Introduce the topic, using Briefing Notes for Topic 1	Participants' Notes SA Ex1.1
	Introduce and facilitate Exercise SA Ex1.1.	
30 mins	Using Briefing Notes for Topic 2 and Overhead SA Ov2.1, introduce the different contexts which may affect the settlement of a displaced or refugee population.	SA Ov2.1
	Discuss with the group which factors have been most influential in the placing of the refugee camp in which they are presently working.	

The Process of Situation Analysis

| 10 mins | Introduce Topic, using Briefing Notes for Topic 3 and Overhead SA Ov3.1. | |
| 45 mins | Introduce and facilitate Exercise SA Ex3.1 | Index cards or "post-its" SA H3.1 |

The Content of a Child-centred Situation Analysis

| 10 mins | Short presentation on the importance of including both the community perspective as well as analysis of the wider context in preparing for a situation analysis. Use Briefing Notes from Topic 4. Participants may appreciate copies of Handouts SA H4.1; 4.2; and 4.3 to take away with them. | |
| 45 mins | Introduce and facilitate Exercise SA Ex4.2 | |

Moral Dilemmas

| 10 mins | Introduce the topic using Briefing Notes for Topic 9. | |
| 45 mins | Introduce and facilitate Exercise SA Ex9.3 | SA Ex9.3 |

Applying Lessons Learned to a Complex Case Study
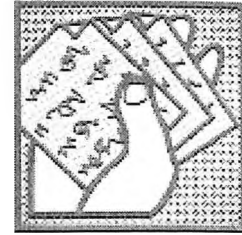
| 90 mins | Introduce Exercise SA Ex8.1. This is a long and complex exercise in two parts. Divide participants into small groups and facilitate Part One. Plenary. | Participants Notes SA Ex8.1 Copies of the CRC, SA H4.1, 4.2 and 4.3. |
| 90 mins | Exercise SA Ex8.1, Part Two | |

Action Planning and Review

| 35 mins | Participants to work in pairs. Provide a pro-forma for them to consider:
• which issues discussed during the course of the workshop have been most relevant to them in their work
• how they can apply what they have learned to their own working situation
• personal action plan and resource implications | pro-forma as described |
| 15 mins | Brief evaluation. | |

Situation Analysis
Handouts

Situation Analysis
Handout SA H2.1:
Contexts of Emergency Situations

There are numerous factors which affect emergency settlement populations. Displaced persons and refugees are rarely free agents who are able to choose where they will settle on an emergency basis. Host communities among whom they settle are frequently not consulted. Logistical, political and economic factors are often the deciding factors which direct the flow of emergency populations and prescribe the design and implementation of protection and assistance which agencies and organisations provide. The following are factors which may determine where settlement occurs.

Geographic
The geographic location of emergency populations may be in situ, in-country, or within the region of origin. When the population is a community trapped at home by conflict, settlement is in situ. Such emergency populations may include displacees as well as local residents. Cross-border operations and corridors of tranquillity or safe passage are established in order to provide humanitarian assistance to such populations in need of emergency relief. In Sudan, Lebanon, Kampuchea, El Salvador and other places assistance has been provided utilising these methods.

More recently, designated "safe havens" have been identified by the U. N. and international humanitarian assistance providers as a means of responding to the protection and assistance needs of emergency populations trapped at home.

Safe havens are not always safe. Four UN protected areas were set up in Croatia and six Muslim enclaves were designated as safe havens in Bosnia — Sarajevo, Tuzla, Zepa, Srebrenica, Gorazde and Bihac. The protection offered to these areas was extremely limited and the populations remained vulnerable to continued attacks. In fact, Zepa and Srebrenica fell to Bosnian Serb forces and thousands of people were uprooted.

While UN officials appealed to governments in the areas of protection and they were able to restrain abuses against civilians, when Zepa and Srebrenica fell thousands of non-combatant men and boys were murdered.

In 1993, UNHCR prevailed on the Croatian government to restart registering Muslim refugees, an initiative important to many who, lacking proper documentation, were subject to refoulement to Bosnia (Minear, et. al, 1994). Croatia, however, later revoked Bosnian Muslims' right to stay. Emergency populations residing in safe havens may be extremely vulnerable.

In-country emergency settlement is that which occurs within the country of origin. Internally displaced as a result of armed conflict, internal strife, systematic violations of human rights, natural or human-made disasters, or development projects, millions of people have been forced to flee their homes but remain within the territory of their own country. In contexts of conflict where border areas are contested and ruling powers are shifting what constitutes "in-country" is not always clear. In addition, many refugees and displaced persons move back and forth between their area of emergency settlement and their place of origin. In Sri Lanka, centres for displaced persons were set up, but people moved between these centres and their homes in conflict zones, seeking to retain their holdings and protect belongings.

Emergency settlement that involves movement **across an international border** generally occurs within a geographical region. When people are uprooted by actions of their government, when their governments are unable or unwilling to protect them, or when people are not able to find or access a place of refuge within their country of origin, they will cross international borders. Cross-border movement may involve less travel than some in-country movement. Again, uprooted populations that have crossed borders may move between their area of emergency settlement and their place of origin. Mozambican refugees in Malawi, Afghan refugees in Pakistan and Guatemalan refugees in Mexico would periodically cross back and forth into their countries for a variety of reasons: to look for firewood, check on their farms, continue the military conflict or assess whether it is safe to return.

The living situation for many refugees and displaced persons is constantly in flux. They may move from a settlement camp to a city and back again. They may rotate between an area where they have chosen to self-settle and a camp, or the members of a household may separate, some living in a camp, some in a city and others in a rural location of self-settlement. Such strategies may be adopted in order to maximise their chances for survival. A crucial aspect affecting the context of emergency settlement is the degree of coercion involved in the emergency populations' choice of settlement.

Another important factor is the density of uprooted persons relative to the host population. When refugees or displaced persons outnumber the hosts, the local impact is significant. Planning, resource mobilisation and management, as well as community relations require particular attention. If the number of uprooted persons is small, it may be possible to integrate them into the local population with limited local impact.

Economic
Economic conditions in the community of settlement are a significant factor influencing the process of settlement for emergency populations. When economic conditions are perceived as improving and resources are abundant, policies toward emergency settlement are usually more generous. When conditions are poor, unemployment is high or the economy is declining, hospitality is diminished and outsiders may become scapegoats.

In resource poor or developing countries, the needs of emergency populations may exacerbate existing conditions of poverty and contribute to social and political instability. African countries have had much more liberal policies towards refugees than many other countries and an African "tradition of hospitality" to serve uprooted persons of the same ethic origin from across the border has been relied upon to address the needs of many. Kibreab exposes the myth of this

tradition and identifies the difficulties that poor countries and their citizens face when an influx of emergency populations arrive. Many in African rural society are living in abject poverty; land scarcity is an increasing problem; and basic resources of water, sanitation, food and fuel are limited. Hospitality is a function of resource availability. While, initially, the presence of people who speak the same language and share common cultural traits may provide a "soft landing", such affinity cannot be relied upon in the long run to ameliorate the plight of emergency populations (Kibreab, 1985).

The availability of land and water are critical factors impacting the settlement of emergency populations. When land and water are not available, the displaced are more likely to be settled in camps, to settle on marginal lands or to settle on small plots of land where they cannot sustain themselves. In such circumstances, the uprooted are forced to find wage labour or rely upon assistance that is available. Land and water shortages may also encourage increased urban settlement where the displaced seek employment and alternative ways to support themselves. The anticipated availability of jobs is also an influencing factor which affects the settlement of the uprooted.

Emergency populations also comprise a wide range of skills. The occupations, experiences and skills of the inhabitants, in addition to the resources available and the circumstances in the place of settlement, can make a difference in the degree of dependency or self-reliance of the population. For example, refugees and displaced persons of urban origin are unlikely to thrive in organised smallholder agricultural settlements. When the place of settlement is one that provides opportunities and resources which match the skills and abilities of the uprooted population, they are more likely to be able to sustain themselves.

Political
Political factors which affect emergency settlement are multiple, varied and complex. Today's complex emergencies are characterised by conflict stemming from varied political factors and response to the emergencies must take into account the political dimensions of the situation. In addition to assessing the needs and resources of the emergency population, humanitarian assistance providers need to know who the actors are, who is in control of what areas, what kind of alliances may or may not exist and who is benefiting and losing as a result of relief efforts (Slim, 1995). The political dynamics operative in specific contexts will impact uprooted populations and emergency settlements and humanitarian assistance personnel must become more politically savvy in order to alleviate suffering and avoid being used by various parties in the conflict.

The extent to which a local or state governing authority or party faces political opposition will affect its attitude and response to emergency populations. In both multi-party states and governments of single-party rule, governments are more likely to adopt a restrictive hard line policy toward emergency populations than when they are more secure. Vulnerable governing authorities fear their local support will be eroded if they welcome outsiders and extend services to needy populations.

On the other hand, governments and communities that are more heterogeneous and have a history of immigration are more likely to respond to uprooted populations, providing emergency settlement.

The ethnic composition of a country or area of settlement and its relationship to political power will affect the treatment of refugees and displaced persons. For example, the admission of large numbers of Soviet Jews into the U. S. is influenced by the political influence of Jewish constituencies in the United States. The responses of local communities and governing authorities to internally displaced persons are similarly influenced.

Regional disparities and politics within and between countries also influence the attitudes and policies of receiving communities and countries towards emergency populations.

> Internal and external political factors contributed to an ambiguous response to Guatemalan refugees in the first couple years of their flight into Mexico. Critical of governmental repression in Guatemala and sympathetic to the plight of Guatemalan refugees, the Mexican government provided limited assistance and legal status to some refugees. Fearful that the influx of Guatemalan refugees into the state of Chiapas would exacerbate conditions of poverty and potential insurgency within Mexico, the government deported large numbers who sought protection and assistance (Ferris, 1993).

If a host government considers the emergency population to be a dissident faction which could destabilise relations between the host and sending countries or relations among people within the country, potentially expanding conflict and violence into the host region, the governing authorities are likely to require strict security and closed camps.

> Perceiving Salvadoran refugees as guerrillas and fearing that they would find fertile ground in Honduras, the Honduran government kept Salvadoran refugees in strictly controlled camps. Concerned about the refugees close proximity to the border and internal security, as well as their relations with El Salvador, the camps were kept under close military surveillance. Nicaraguan refugees, on the other hand, were given much more freedom because they were not feared and the Honduran government actually supported their efforts to oppose the Sandinista government (Ferris, 1993).

Social
Several social factors influence emergency settlement patterns, including the ethnic identity of the uprooted persons and the host populations, the social organisation of the uprooted, the timing of their flight, and their skills and experience. Uprooted persons will tend to go to areas where they have family members or areas of the same ethnic group.

When people move in advance of the crisis of a disaster, they often move as individuals or households and tend to self-settle with relatives, on small land-holdings or in urban areas where they can support themselves or rely upon the initial support of relatives. Those who move in smaller units tend to have more flexibility and, therefore, options for settlement.

When refugees move in response to a crisis they are more likely to be vulnerable and part of a larger flow of refugees. They may have lost their resources and suffered violence, conflict and the loss of loved ones. When the numbers are large, a mass program of relief will be needed and money will end up in camps and settlements. If the mass movement of uprooted persons consists of people from the same community or area of origin, they may have some social leadership structures and relationships that they can continue to rely upon. If the population is one that has been divided, the unique vulnerabilities, skills and resources of the people will have to be assessed and some additional temporary support services may be essential. If the population is one that has expanded as they moved from their area of origin to their place of settlement, community formation and leadership development may require support.

Topographic, environmental and climatic factors
In addition to the economic, political and social factors which effect the settlement of emergency populations, settlements may be differentiated by physical environment. The terrain may be mountainous, hilly or flat. Agricultural resources must be considered: forested area, pastureland, cropland, soil type and vegetation. Proximity to water is a critical factor. Climactic variations effect housing and livelihood options. Environmental degradation has serious impacts. Proximity to transport routes and communication links is also critical in terms of providing necessary supplies to any settlement and assuring that the displacees have access to services, employment and other resources.

Site selection is limited by availability of land. Settlement land should be exempt from the right of ownership or use by other people. When uprooted people are settled on land to which others have legal claim, conflicts with the local population may arise and the livelihood of all may be threatened. In addition, sites should be located a safe distance away from any military targets and a safe distance away from their country of origin in order to prevent hostile attacks either against the refugees or against the country of origin. It may be that land shortages limit the availability of land to marginal holdings of questionable habitation. Such sites require additional outside assistance. Minimum physical and planning standards must be met when establishing sites for emergency populations.

Sometimes political factors override the consideration of logistical factors. For example, in Kenya, Somali refugee camps on the coast, which have been relatively easy to service were moved to the interior where they were much more difficult to service. The relocation was motivated by several political concerns: to encourage the Somalis to repatriate, to move them away from populated areas where they have become engaged in business, and because the coastal camps were located on valuable land. Care should be taken to minimise such political concerns when they threaten the livelihood, safety or security of the emergency population.

Situation Analysis
Handout SA H2.2:
Classification of the Emergency Population

Providers of humanitarian assistance and protection have moved beyond strict adherence to legal categories and principles when serving emergency populations. The following classification includes legally recognised categories of uprooted persons; others who are recognised and provided assistance, though no legal status has been ascribed to them; as well as those who fend for themselves, without the benefit of legal status, protection or assistance from international providers.

The following classification is generally based on the perspective of governments and inter-governmental institutions and organisations. The complex and interrelated causes of displacement are not evident, nor are the needs of those involved apparent. The categories may be helpful in order to identify some of the different issues that uprooted persons face and the support that they need. However, the contextual differences and complexities involved must be analysed in order to evaluate comparative need, prioritise and plan assistance responses, and implement durable solutions.

Internally Displaced Persons
People who, as a result of armed conflict, internal strife, systematic violations of human rights, natural or human-made disasters, or development projects, have been forced to flee their homes but remain within the territory of their own country are considered internally displaced persons. Increasingly, international institutions and organisations are called upon to protect and assist internally displaced persons; however, much less institutionalised support is available.

Externally Displaced Persons
People who, as a result of armed conflict, internal strife, systematic violations of human rights, natural or human-made disasters, or development projects, have been forced to flee their homes and have crossed an international border, but who are not legally recognised as refugees are externally displaced persons. Many people within this category are not included in the mandates of the UN and other providers of humanitarian assistance although they may be assisted by them.

De facto refugees are a sub-category of externally displaced persons. They are persons not recognised as refugees within the meaning of Article 1 of the 1951 UN Convention relating to the Status of Refugees, and who for reasons recognised as valid (especially war and generalised violence), are not willing to return to the country of nationality or, if they have no nationality, to the country of the habitual residence. They are externally displaced persons who are generally treated as refugees but lack the formal designation.

Refugees

Convention refugees, within the meaning of the 1951 UN Convention relating to the Status of Refugees, are people whom governments have determined that "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, are outside the country of [their] nationality and [are] unable or, owing to such fear, unwilling to avail [themselves] of the protection of that country, or who, not having a nationality and being outside the country of [their] former habitual residence, [are] unwilling to return to it." Recognising that many externally displaced persons are not covered by this definition, 42 African and 10 Latin American governments signed regional instruments which expand this definition.

Mandate refugees are people recognised by the High Commissioner for Refugees according to the 1951 UN Convention relating to the Status of Refugees which specifies the following inclusion elements: well-founded fear; persecution; reasons of race, religion, nationality, membership of a particular social group, or political opinion; and outside the country of origin.

Refugees "Sur Place" are persons who were not refugees when they left their country, but who have become refugees due to developments in their country of origin or because of their actions outside of the country.

Asylum seekers

People who cross borders and appeal for refugee status on grounds of fear of persecution for political, ethnic or religious reasons or membership in a particular social group are asylum seekers. Decisions on asylum status are made by governments based on their interpretation of the refugee definition contained in the 1951 UN Convention relating to the Status of Refugees and its 1967 Protocol for those countries that have signed the protocol.

Returnees

Refugees and displaced persons who return to their homelands or communities of origin are returnees. Their return may be voluntary or involuntary.

Non-combatants

Non-combatants are civilians trapped in their habitual location or place of residence by war or civil conflict and who have lost access to the elements essential to survival, such as security, food, water, land, shelter, or health care. Sometimes the distinction between combatants and non-combatants is not clear. In many conflicts (Cambodia, Mozambique and Sudan), young boys are forced into military service or resistance movements by conscription or desperation as a way of protecting themselves or providing for their families. In other situations community members are forced to participate in violence against others by the militia who move through an area.
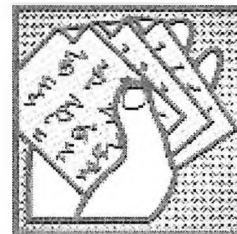
There is danger in classifying uprooted populations, because it tends to establish presumptions regarding the scope of need or a hierarchy of entitlement, with convention refugees at the top. There are established international structures to assist certain categories of emergency populations. Assistance providers, however, fail to reach the majority of uprooted populations, many of whom are in desperate need of protection and/or assistance. Though internally displaced persons currently outnumber refugees, much less institutional support is available to these people. The causes and consequences of their displacement may be identical and the

differential treatment in humanitarian assistance provided may be unjustifiable. Recognition of such differentiation in assistance may warrant a re-evaluation of the system of response and assistance. Perhaps the major difficulty in reaching international agreement about assistance to the internally displaced is the issue of national sovereignty. If a government does not recognise the needs of the displaced or does not want an international presence in a combat zone, it is difficult for the United Nations or for NGOs to provide assistance.

Situation Analysis
Handout SA H2.3:
Social Attributes of Emergency
Settlement Populations
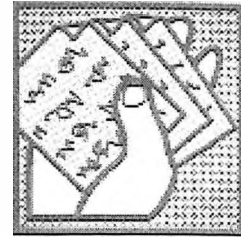
Though uprooted persons may be categorised by one of the classifications in handout # 1, they have particular personal and social characteristics which affect their status and experience as part of an emergency population. All people have social roles and relationships in their communities and their assistance and protection needs vary depending on that role and the circumstances of their displacement, as well as changes in social structures and relations that the emergency may have created.

The social and economic characteristics of an emergency settlement population should be assessed in order to identify their needs and resources. Households are often selected as units of analysis in order to make such determinations. In such examinations it is essential to recognise gender and generational roles within households as well as the power relations within and between households. Household characteristics that are important to consider are: family type, household size, age and sex composition, skills, education and class.

Gender and age differentially affect household members and one cannot assume that households are socio-economic units whose members strive for a common end (Geisler, 1993 equitably sharing their resources and incomes. The social relations of gender and age and the concomitant inequalities in access to land, production and income must be recognised. Humanitarian assistance programs must be designed to integrate women and acknowledge the differences between men's and women's economic and social roles in ways that support the development of everyone's capacities if humanitarian protection and assistance is to benefit all members of an emergency population.

In an emergency population, the vulnerable are those who are more exposed to violence and exploitation, as well as those who are unable to cope with risk, shocks and stress of disaster. Some people are more vulnerable than others and may require additional assistance. Often they are the same people who would be considered vulnerable under normal circumstances—women, children and the elderly; those who are sick, injured, or physically or mentally challenged; and those who are socially disadvantaged or excluded from the wider community of which they are a part. For those people who have been exposed to atrocities and widespread violence, the trauma and grief experienced may be incapacitating or lead to a breakdown in social norms. In every uprooted community, vulnerable groups and their particular needs must be identified if they are to be included in the provision of protection and humanitarian assistance.

Situation Analysis
Handout SA H3.1:
Important Principles in Conducting
Situation Analysis

Whose Responsibility is Situation Analysis?

Everyone involved with the refugee situation has a potential role to play in situation analysis. Community Services Officers in UNHCR sometimes play a co-ordinating and facilitating role, but it is vital that all sectors contribute to it. Important information will also come from a wide variety of sources outside of UNHCR: host government and government in the country of origin, NGOs, other inter-governmental organisations, local people in the host country, and of course the refugees themselves.

Important Principles in Conducting a Situation Analysis

Situation analysis requires the collection of good and reliable information. In an emergency, it is not possible plan programmes on the basis of complete or entirely accurate information, but the following will help to increase the reliability of information-gathering:
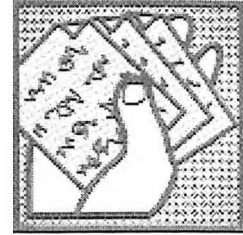
- Information-gathering needs to be **systematic** - the attempt to develop understandings by examining a situation fully and not from a single, personal viewpoint

- A mixture of **quantitative and qualitative** information-gathering is usually required.

- It is important to **avoid making assumptions** without carefully checking them out: for example, observing a preponderance of men waiting to be seen at a clinic may not indicate that men's health is better than women's

- Information can be **cross-checked** (sometimes referred to as triangulation) by collecting information in different ways, for example:

  - by using **different tools and techniques**
  - by using **information from different sources**

- By self-consciously **identifying possible sources of bias and error,** their effects can be minimised

- It is important to guard against the possibility of refugees giving **inaccurate information**: for example, the fact of an unrelated child having been taken into the family may be concealed because of fears that his/her ration card might be withheld. Political considerations may also result in people giving false information.

- Making the process of assessment **transparent** (i.e. sharing your observations, perceptions and understandings) with the refugees helps to avoid the dangers of missing certain key items of information, and of misinterpretation of the data.

- Certain **ethical principles** should be upheld. These include:

    - obtaining parental or family consent before interviewing children

    - preserving confidentiality of personal or sensitive information

    - taking care not to raise people's expectations unrealistically that assessment will result in particular benefits to them

Situation Analysis
Handout SA H4.1:
Check list of Key Issues in a New
Refugee Emergency – Community
Context

How many[8] **female-headed families** are there, and what particular problems are they facing?

How many **single fathers** caring for children and what particular problems are they facing - especially if they have young babies?

How are "separated children" defined within the community? How many **separated children** living with related families, with unrelated families or living on their own or in groups? What are their ages? How adequate are their current care arrangements? What were the typical causes of their separation? What steps need to be taken to begin a programme to trace their families?

How many **children with disabilities** are there? What kind of disabilities are to be found? What are the typical attitudes towards disability within this society and what is their impact?

How many **children of disabled, sick or elderly parents** are their? What are their particular problems?

How have people been affected by their **experiences of conflict and flight**? Have parents or children witnessed, or been victims of violence, including rape? How are people **coping** with these issues?

How many children require **primary school facilities**? What are their previous experiences of education?

How many **teachers** are there among the refugee population?

How many young people require **secondary education**? What is the impact of the lack of educational provision?

What effect has the emergency had on **family livelihood systems**? What are the economic pressures on families? What is the result - e.g. pressure on adults and

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[8] Note: obtaining accurate numerical information is often difficult and it is important not to waste a lot of time seeking precise figures unless it is clear that these are needed for particular purposes.

young people to find work - what and where might they find work? What is the effect of children's work on their development?

How are **adolescents**, in general, faring? What particular issues do they face - e.g. sexual issues, danger of recruitment into armed services, boredom, depression etc.?

What is the incidence of **child malnutrition**? To what extent do camp conditions contribute to this - e.g. nature and quality of food, demands on mothers' time, cultural factors (e.g. favouring of boys at times of food scarcity)?

How many **pregnant and lactating women** are they and what are their particular needs?

Are there refugee families living **outside of the camp situation**? What are their particular needs and resources and what particular issues do they present in terms of protection and assistance, access to services etc.?

Are there any particular factors potentially placing children and adolescents at **further risk** - e.g. of sexual violence or recruitment into armed services.

Situation Analysis
Handout SA H4.2:
Check list of Key Issues in a
Repatriation Situation - Community
Perspective
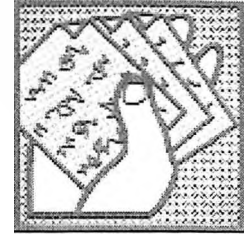
How are children, adolescents and families being **prepared for the possibility of return**? Do adolescents have any **choice** and are they able to express their preferences?

Are refugee families given **accurate information** about the situation in their country of origin, safe areas of return, possibilities of survival means, shelter etc.?

Will the **process of return** expose children and adolescents to any security issues - e.g. sexual violence, recruitment into armed services etc.? Have steps been taken to prevent separations during return? Have the particular needs of malnourished children, pregnant and lactating women etc.?

Will children and adolescents be able to experience a reasonable degree of **educational continuity** in terms of access to schools, curriculum, teaching quality etc.?

How will the **work aspirations** of adolescents be affected by return? How will the pattern of availability of work and vocation training change as a result? What are the likely implications if adolescents cannot find appropriate work?

Will children and adolescents (especially those born in a refugee situation) be returning to an **unfamiliar country and culture** with potential problems with language, cultural practices, behavioural norms etc.?

Will young people be able to experience a **similar (or improved) lifestyle** on return? Is there a mismatch - e.g. between the experience of "urban" refugee camp life and a more rural situation on repatriation? If so, how will this affect young people of different ages and genders?

What issues will be faced by **separated children**? How will the prospects for family tracing be affected by return? What issues will children living with unrelated carers face - e.g. access to land?

What is the **risk of renewed abandonment** of children upon return because of such factors as lack of survival means, shelter etc.?

How will refugee **children living outside of refugee camp** situations be affected by the moves for people to be repatriated?

Are children likely to be exposed to the **dangers of land-mines or unexploded ordinance**? Has a programme of land-mine education been planned?

Are young people given the opportunity to take part in programmes designed to facilitate **reintegration, reconciliation and peace-building**? Are they seen as significant **actors** in these processes?

Situation Analysis
Handout SA H4.3:
Situation Analysis: the Wider
Context
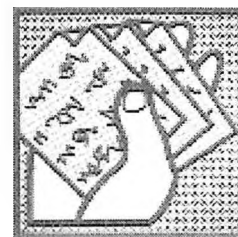
Check-List of Key Issues:

Country profile - political and security situation in the country of origin

- political and security situation in the refugee-hosting country

This includes background to the current situation and the factors creating/influencing this situation.

General current and potential situation of children: how have the events above affected children so far and what are likely developments? What is already known about separated children - numbers, ages, gender, circumstances of separation etc.?

The role of government: is there a legitimate government in power? Is the current government able to take a lead role in co-ordinating activities with children and should immediate steps be taken to strengthen their capacity? Is there a rebel group or militia with whom contact could should be made?

National institutions and ministries: which ministries have responsibility for children's welfare and what is their current capacity?. What national institutions exist with responsibility for children and what is their current capacity? What is the relationship between all the above?

National legislation and social welfare policy: has the government ratified the UN Convention on the Rights of the Child. To what extent is it being implemented? Which government department/ministry is responsible for refugee/returnee children and what is its capacity to do so appropriately? It is important to understand legislation affecting children in both the refugee-hosting country and the country of origin/return.

Traditional forms of care and protection of children. What normally happens to children with no family or living in difficult circumstances, how are "traditional " methods of care and protection organised and by whom? What is the concept of "family" and attitude towards fostering and adoption? If there have been crises in the past how did people manage to provide for the needs of unaccompanied and vulnerable children? What has been done by the community as a response to the current crisis and what should be done to support this?

Presence and capacity of international and national organisations -

United nations agencies

International Committee of the Red Cross

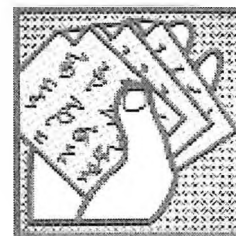International Federation of Red Cross and Red Crescent Societies

International non-governmental organisations

National non governmental organisations

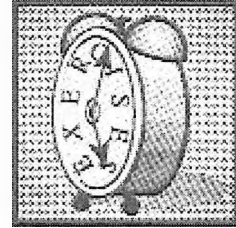Religious organisations

Situation Analysis Exercises

Situation Analysis
Exercise SA Ex1.1:
Causes of Emergency Settlement
(Facilitator's Notes)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVES

1. To develop an awareness of the inter-relation of causes which result in displacement and emergency settlement in a particular group of people;
2. To use this awareness to prioritise the most pressing needs of this group

TIMEFRAME

45 mins

METHOD

Divide participants into small groups. Members of each group must be working in the same refugee situation. Introduce the topic of different inter-relating causes which might lead to displacement and emergency settlement.

Distribute copies of Participants notes for this exercise and ask participants to consider the questions in their small groups. Allow 30 minutes for this work.

Plenary: this can either be conducted as a whole group exercise or the facilitator might consider that it is more effective to sit with each group in turn and share their thoughts.
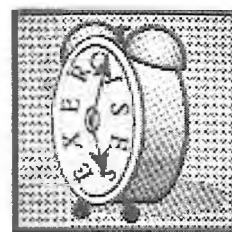
RESOURCES

Participants' Notes SA Ex1.1
Paper and pens

Situation Analysis
Exercise SA Ex1.1:
Causes of Emergency Settlement
(Participants' Notes)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVES

1. To develop an awareness of the inter-relation of causes which result in displacement and emergency settlement in a particular group of people;
2. To use this awareness to prioritise the most pressing needs of this group

TIMEFRAME

45 mins

METHOD

Working in small groups, read the following text and consider the situation in which you are working, in the light of it.

"Causes of Emergency Settlement[9]

The forces creating emergency populations are interrelated and often inseparable from one another. Economic and environmental conditions are usually linked to political policies and practice. Economic factors often influence environmental circumstances. Sometimes the forces which cause disasters are immediate and violent. In other situations the disaster may be the result of ongoing low-intensity conflict, steadily declining economic conditions or low grade political repression or neglect. The variety of forces which displace populations traumatise people in different ways and create different needs. When establishing priorities and providing protection and assistance it is essential that the responses are based on needs. Understanding the various causes of emergency settlement, some of which command more attention than others, can positively contribute to the design of appropriate humanitarian assistance responses.

[9] For the purposes of this module, issues relating to environmental and human-made disasters are not included

Most emergency migrations are involuntary; people are forced to move in response to various dynamics which are operative in their place of origin. In many situations economic issues predominate. In other situations, political, religious, racial, ethnic and other social dynamics prevail".

- Consider the variety of forces that have led to the displacement of the people that you are working with, and how these forces are inter-related (for example: a sustained conflict situation might lead to an erosion or collapse of the local or national economy)

You may like to present the results of your discussion in diagrammatic form.

- How have these forces affected the people with whom you are now working? Make a list of their most urgent physical and psychological needs

Situation Analysis Exercise SA Ex2.1: Analysing Factors which Affect Emergency Settlement Populations (*Facilitator's Notes*)
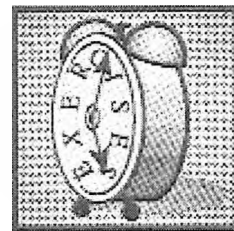
TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

1. To facilitate participants' understanding of the different factors which affect emergency populations.
2. To provide a framework by which participants can analyse the context(s) of the refugee situation in which they are presently working.

TIMEFRAME

60 mins

METHOD

Using Overhead SA Ov2.1 and briefing notes for this topic, introduce the different contexts which may affect the settlement of a displaced or refugee population.

Distribute Handout SA H2.1 to all participants and give them time to read it carefully.

Participants to work in pairs or threes. Each small group should be comprised of participants who are working in the same camp or settlement.

Provide each group with flip chart paper and ask them to consider the settlement that they are currently working in under the following headings:

Geographical factors
Economic factors
Political factors
Social factors
Topographical factors
Other factors

Participants may find it helpful to make a list under each heading. Allow 15 -30 minutes.

Ask them to discuss in the same small groups which factors they consider to have been most influential in the decision to set up the settlement in that particular position.

Plenary. In this session the facilitator should get feedback from different groups and will be able to demonstrate the complex nature of finding and agreeing a settlement site.
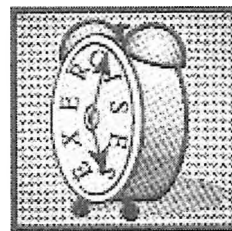
RESOURCES

Overhead SA Ov2.1
Handout SA H2.1
Flip chart paper and pens.

Situation Analysis
Exercise SA Ex3.1:
Planning on the Basis of Understanding the Needs of Refugee Adolescents and Children (*Facilitator's Notes*)

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

This exercise is most appropriate when participants share knowledge of the same refugee situation.

OBJECTIVES

1. To provide an opportunity for participants to reflect on their own collective experience of the needs of refugee children and adolescents.
2. To facilitate the consideration of the issues involved in planning and setting objectives in response to these needs.

TIMEFRAME

50 -60 mins

METHOD

Give each participant three blank cards or "post-its" on which they write the main problem areas relating to children in the refugee situation known to them - using 2 or 3 key words for each issue, one issue to a card. Collect the cards and, with the help of the whole group, group them according to different groups of issues (e.g. health, unaccompanied children etc.). Ask the group to identify any significant gaps in this range of issues. (Facilitators might like to refer to the Refugee Children's Guidelines and possibly the UN Convention on the Rights of the Child in order to identify these potential gaps).

Divide participants into small groups, and each group is then asked to take one particular area for more detailed discussion, using the following framework:

What needs are being met, and by what means/activities?

Within the particular area which the group is examining, what needs of refugee children and adolescents are not being adequately met by the present response?

What other activities are needed in order to ensure a satisfactory response?

What are the constraints and obstacles that prevent such activities from being undertaken?

Each person within the group is then asked to identify what activities he or she could take, within his/her existing role, so as to improve the response for children.

Plenary: each group provides a brief report back on the main issues discussed, and then discusses how to follow up on gaps which have been identified. It is suggested that the following might be explored in this part of the exercise:

How adequate is the existing information on refugee children. What further situation analysis is needed, how might it be undertaken, and by whom?

What objectives can be identified for responding to some of these gaps?

What priority should be given to each objective, and why?

How can progress in achieving them be monitored and evaluated?

Distribute copies of handout SA H3.1
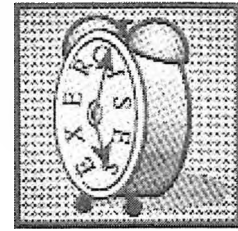
RESOURCES

Index cards or "post-its".
Handout SA H3.1.

Situation Analysis
Exercise SA Ex4.1:
The Content of Situation Analysis
(*Facilitator's Notes*)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVES

1. To provide an opportunity for participants to consider how to plan for writing a situation analysis in a particular situation.
2. To share the results of these considerations and thus benefit from the expertise of the group.

TIMEFRAME

45 mins

METHOD

The facilitator will need to have prepared a profile of a refugee situation in order to work with participants on this exercise. The profile can be real or imaginary depending on the numbers and experience of the participants in the group. Participants to work in small groups. Ask participants to plan how they would conduct a situation analysis. They would need to identify how the information will be gathered: i.e. identify sources of information, and techniques and methods of gathering it, areas of difficulty, and so on, using the check-lists (Handouts SA H4.1,4.2 and 4.3) as a means of structuring their thinking.
Plenary: each group will give a short presentation. Facilitator to draw together the key points emerging from each group presentation and provide this information either on flip chart or as handouts to be given to the participants at the end of the course.
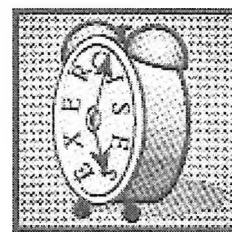
RESOURCES

Handouts SA H4.1, 4.2 and 4.3
Flip chart paper and pens

Situation Analysis
Exercise SA Ex4.2:
The Adequacy of Situation
Analysis in Programme Planning

TARGET AUDIENCE

Senior Managers; Programme Staff.

OBJECTIVES

1. To consider the quality of the situation analysis in a known and ongoing programme.
2. To reflect on how it might be improved.

TIMEFRAME

60 mins

METHOD

This exercise requires some preliminary work to be done by the participants who have agreed to be the "presenters".

Participants work in small groups. Participants are asked to examine a programme in which one of them is currently involved: this person is asked to describe the programme and its rationale in some detail. He/she is then asked to explain the information on which the planning of the programme was based. (It will be important for some preparation to be undertaken prior to using this exercise in order to provide the material coherently, including some written information if appropriate).

The task of the group is to reflect on the quality and adequacy of the situation analysis (it may not have been called such!) which was involved in the planning of the programme:

With the benefits of hindsight, was all the relevant data available?
What was missing?
What proved to be inaccurate?
How might additional information have been gathered, and by whom?
What lessons can be learned from this experience in terms of situation analysis?
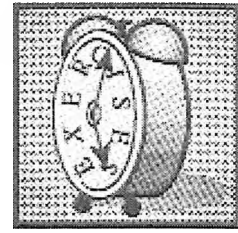
Short plenary

RESOURCES

Presentations prepared by the participants who have agreed to be presenters.

Situation Analysis
Exercise SA Ex4.3:
Assessing the Situation of Children
(*Facilitator's Notes*)

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVE

1. To encourage participants to reflect on the ways in which child development has been affected in situations with which they are familiar.
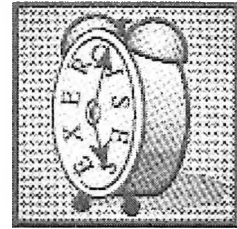
TIMEFRAME

45 mins

METHOD

In small groups (or individually) ask course participants to consider a particular emergency situation known to them and answer the following questions:

- How are children and adolescents of different ages affected by these experiences? It may be helpful to provide age-banded groups such as 0 - 2, 2 - 5, 5 - 10, 10 - 12, 12 - 16 or whatever suits the particular circumstances.

- How will these effects be manifested behaviourally?

- What kind of reactions to the situation will be relatively difficult to observe?

- To what extent does the children's current situation either facilitate or impede the children's continuing development?

- What kind of external resources would help to facilitate their continuing development?

- Assess the capacity of existing community and external resources to respond to the most urgent needs you have identified.

- What kind of collaboration, capacity-building and co-ordination will be needed to ensure that these resources are deployed so as to have maximum impact?

Short plenary.

Situation Analysis Exercise SA Ex5.1: The Invisible Man
(Facilitator's Notes)

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

1. To demonstrate the subjective element of observation
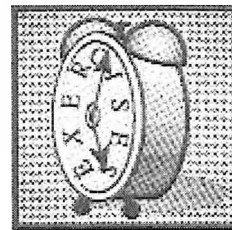
TIMEFRAME

15 mins

METHOD

Show the participants Overhead SA Ov5.1, "The Invisible Man" and ask if they can see a man with a beard. Previous experiences of seeing white, bearded men may help participants to "see" the man in this picture - this previous experience is part of their/our schemata.
Show the participants Overhead SA Ov5.2. This second overhead provides the experience which may enable people to "see" an otherwise invisible face.

RESOURCES

Overheads SA Ov5.1 and 5.2.

Situation Analysis
Exercise SA   Ex:5.2:
Observation of Photos and Video
Materials
(Facilitator's Notes)

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVE

1. To illustrate and analyse why different people "see" the same situation differently

TIMEFRAME

45 mins

METHOD

Show a short video clip or photograph of a refugee situation and ask participants to note down the three most significant things which they observe - then compare the results.
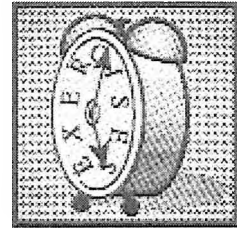Plenary: ask the group to consider why people see different things.

RESOURCES

Relevant video footage
Relevant photos
VCR

Situation Analysis
Exercise SA Ex5.3:
Questions and Answers
(Facilitator's Notes)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVE

1. To develop participants' observation skills.

TIMEFRAME

30 mins

METHOD

Participants work in groups of four, each group with a picture illustrating a familiar refugee situation. Within each four, each pair examines the picture together and devises a small set of questions about it (e.g. "What is this person doing?" , "What is the building in the background?", " Why have people gathered outside the UNHCR compound?" etc.) along with their own answers to those questions. Then within each four, the pairs exchange pictures and the questions devised, which they then have to answer. The answers to the questions are then discussed within the fours, and there is discussion about the factors which lead people to answer the same questions differently.
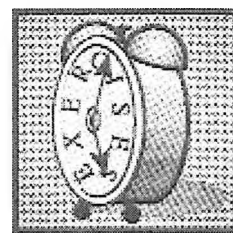
Short plenary.

RESOURCES

Relevant photos
Paper and pens

Situation Analysis
Exercise SA Ex6.1:
Role Play: Interviewing Skills
(Facilitator's Notes)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVE

1. To practise and gain feed-back on basic interviewing skills.

TIMEFRAME

60 mins

METHOD

Divide participants into groups of threes. Introduce the concept of "Triads" (for more information, see Toolkits for ARC Facilitators).

Each triad identifies a real-life situation in which interviewing is to be used as a means of gathering qualitative information, and then decide on a role for the interviewer. The interviewee should be a refugee who is seen as a useful informant in conducting a situation analysis (e.g. teenage girl whose has become separated from her parents and who is living with relatives) and the purpose of the interview (e.g. to elicit information to facilitate supporting current care arrangements and family tracing) should be agreed in advance.

Decide who is going to role play the interviewer, interviewee and observer. Allow a few minutes for the two role-players to "get into role" and then role play the interview. It is important to agree the time allowed for the interview. The observer's task is to observe the interview, to stop the role play at the appointed time, help the two people to "get out of role" and provide feedback: the interviewee should be given an opportunity to express how the interview went and how he/she felt about it, and there is then a period of discussion within the triads. Each triad is asked to bring a specified number of issues emerging from this exercise to the plenary discussion.

Checklist for trainers:
Some of the following issues may emerge from the exercise; if preferred, this check-list can be given to the observers in advance (but not to the role players):

How was the interview started, and how did the interviewer help to put the interviewee at ease?

Comment on the posture of the interviewer - what impact did it have on the interview?

Did the interviewer **demonstrate** good listening and attentiveness?

Did the interviewer use mainly open or closed questions? Were these appropriate?

Did the interviewer ask "leading questions" - i.e. questions which imply a particular answer (e.g. "You are feeling sad, aren't you?"). If so, what were the implications of this?

Was the interviewer's choice of words appropriate?

What did the interviewer communicate non-verbally?

Were difficult or sensitive issues dealt with appropriately? If so, how?

How structured was the interview? Did the interview have the opportunity to express his/her own concerns?

Was the interview appropriately paced - e.g. was it rushed, or too leisurely?
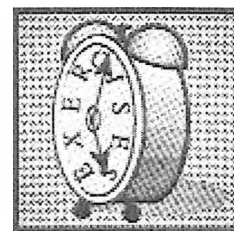
How was the interview concluded?

Situation Analysis
Exercise SA Ex7.1:
The Importance of Socio-Cultural
Information for Child Fostering
(Facilitator's Notes)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVE

1. To enable participants to identify socio-cultural information required in considering planning a child fostering programme.
2. To identify appropriate sources of such information.

TIMEFRAME

60 mins

METHOD

Participants to work in small groups. Give each group a copy of the participants' notes for this exercise. They will read the following information and instructions:
Participants are invited to consider the following scenario and then determine what socio-cultural information is required.

Scenario: A large influx of refugees into a neighbouring country in Africa contains a large number of children who are separated from their families, either because of the death of parents or separation from them during the chaos of fighting and flight. Some have been spontaneously absorbed into other families (some related, others unrelated to the child), some adolescents have formed themselves into groups and other children have been found wandering around the camp looking lost. In order to begin to plan care arrangements for unaccompanied children, and in order to decide what to do about children who have been spontaneously fostered, you need to find out about the relevant cultural norms and practices. What do you need to know about? How will you find this information?

Allow 30 mins for this exercise.
Plenary: Use flip chart to summarise the key issues that emerge from this discussion. The following questions and points should be used by the facilitator to guide the plenary session:

- Who traditionally cares for the child when the mother dies? when the father dies? when both die?
- Under what circumstances - if any - are children cared for by unrelated carers?
- Under what circumstances are children taken into institutions and how acceptable is institutional care seen to be in this culture?
- What are the cultural expectations about the quality of care for unrelated children - i.e. are they treated the same as children of the family? Does the idea of care in this context refer to "care for the whole child" or just physical care? What are the risks of abuse? Or differential treatment such as restricted access to food, clothes, schooling etc.? Are the work obligations any different for an unrelated child? These may be very difficult questions to find out about: there may be a useful parallel in the characteristic relationship between a child and a step-parent. These issues raise ethical issues regarding what is an acceptable level of care. Who determines what is acceptable?
- How might a lost parent be understood within this culture? E.g. might there be a presumption of death?
- What are the norms regarding caring for children from different clanship or tribal groups?
- What are the norms regarding caring for children of a different religious persuasion?
- How might the inheritance rights of a child be altered by fostering? From whom would he/she inherit land or property?
- What are the norms regarding the name of a fostered child?
- What are the potential sources of support/supervision/monitoring of a fostered child - e.g. existing community leaders, elders, teachers, women's organisations, welfare agencies etc.? Does the culture allow for a child to express his/her opinion freely to an outside person? What is the likelihood of abuse or exploitation being concealed?
- Are there any customs regarding children living together in groups in this culture?

- Possible sources of information:
  Refugees themselves (probably the most important and most accessible)
  University departments of anthropology
  Governments
  NGOs,
  UNHCR

Note: some of the above points may need to be disaggregated by age and gender.
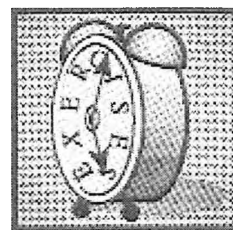
RESOURCES

Participants' Notes SA Ex7.1

Situation Analysis
Exercise SA Ex7.1:
The Importance of Socio-Cultural
Information for Child Fostering
(*Participants' Notes*)

TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVE

1. To enable participants to identify socio-cultural information required in considering planning a child fostering programme.
2. To identify appropriate sources of such information.
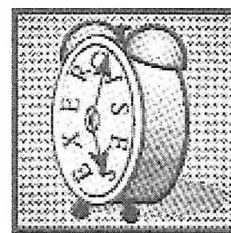
TIMEFRAME

60 mins

METHOD

Participants are invited to consider the following scenario and then determine what socio-cultural information is required.

Scenario: A large influx of refugees into a neighbouring country in Africa contains a large number of children who are separated from their families, either because of the death of parents or separation from them during the chaos of fighting and flight. Some have been spontaneously absorbed into other families (some related, others unrelated to the child), some adolescents have formed themselves into groups and other children have been found wandering around the camp looking lost. In order to begin to plan care arrangements for unaccompanied children, and in order to decide what to do about children who have been spontaneously fostered, you need to find out about the relevant cultural norms and practices. What do you need to know about? How will you find this information?

Situation Analysis Exercise SA Ex7.2: The Importance of Socio-Cultural Understanding for Psycho-Social Intervention *(Facilitator's Notes)*

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

1. To enable participants to identify socio-cultural information required in considering planning psycho-social interventions for young people who have been psychologically affected by their experiences of war and flight.
2. To identify appropriate sources of such information.

TIMEFRAME

60 mins

METHOD

Participants to work in small groups. Give each group a copy of the participants' notes for this exercise. They will read the following information and instructions:

"Participants are invited to consider the following scenario and then determine what socio-cultural information is required.

Scenario: A large population have fled after a severe outbreak of genocidal killings. Many people, including children, have witnessed people being killed, often brutally, by people from within their own communities. People fled without being able to identify or bury bodies. In the refugee camp, people are tending to withdraw into their immediate circle of relatives and close friends, and mistrust, suspicions and tension are widespread. Many people referred to the health clinic have disorders which seem to have psychological origins. A significant minority of people have suffered injuries.

In order to plan appropriate psycho-social interventions, you need to have a thorough grasp of the culture from which the refugees come. In small groups, work out what information you need. How will you find this information?"

Allow 30 minutes for this.

Plenary: Use flip chart to summarise the key issues that emerge from this discussion. The following questions and points should be used by the facilitator to guide the plenary session:

- What is the history of previous genocide and conflict? How do people understand their history and what is its relevance now?
- How is evil conceptualised - through the "common sense" of the culture in its myths, stories, proverbs, daily speech; by adults, both lay and professionals; in religion and in philosophy?
- How is violence handled - in thought, in manners, institutionally? What is the culturally acceptable response to other people's evil actions - e.g. revenge, evasion, appeasement, recourse to the community's system of justice, appeal to others etc.?
- Notions of responsibility for actions, of self and others, in the long or short term. The concept of guilt, notions of fate (e.g. God's will, Satan's tricks, personal destiny or society's impositions).
- The conceptualisation of suffering, pain and death: the valuation of life.
- The meaning of blood spilt. The significance of burial (and not being able to bury the dead), of burning, drowning, of the corpse being whole etc..
- The meanings attached to being a casualty of war - e.g. the stigma of disability or deformity, the experience of being widowed or orphaned, raped, imprisoned or exiled.
- How is children's distress dealt with - e.g. helping children to forget, encouragement or discouragement to talk about past events, the harm or benefit which may be derived from crying etc.? Who are the most significant supportive adults - parents, grandparents, teachers, religious leaders etc.?
- Actual and potential sources of healing, comfort and support - e.g. religious beliefs and practices, the role of traditional healers, ceremonies for the dead, the potential role of community leaders, elders, teachers etc..
- What are the traditional forms of self-expression which may be helpful and relevant - e.g. story-telling, recounting dreams, drawing, singing and dancing etc.?

- Possible sources of information:
    Refugees themselves (probably the most important and most accessible)
    University departments of anthropology
    Governments
    NGOs
    UNHCR

Note: some of the above points may need to be disaggregated by age and gender.
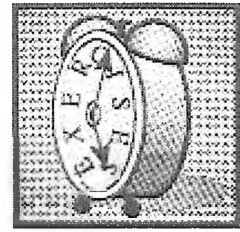
RESOURCES
Participants' Notes SA Ex7.2

Situation Analysis
Exercise SA Ex7.2:
The Importance of Socio-Cultural Understanding for Psycho-Social Intervention *(Participants' Notes)*

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

1. To enable participants to identify socio-cultural information required in considering planning psycho-social interventions for young people who have been psychologically affected by their experiences of war and flight.
2. To identify appropriate sources of such information.

TIMEFRAME

60 mins

METHOD

Participants are invited to consider the following scenario and then determine what socio-cultural information is required.

Scenario: A large population have fled after a severe outbreak of genocidal killings. Many people, including children, have witnessed people being killed, often brutally, by people from within their own communities. People fled without being able to identify or bury bodies. In the refugee camp, people are tending to withdraw into their immediate circle of relatives and close friends, and mistrust, suspicions and tension are widespread. Many people referred to the health clinic have disorders which seem to have psychological origins. A significant minority of people have suffered injuries.

In order to plan appropriate psycho-social interventions, you need to have a thorough grasp of the culture from which the refugees come. In small groups, work out what information you need. How will you find this information?

Situation Analysis
Exercise SA Ex8.1:
Situation Analysis in a New
Emergency Situation
(Facilitator's Notes)
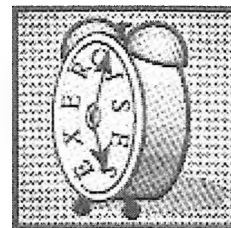
TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

Objectives for Part 1:

1. To enable participants to consider the information required for a situation analysis in the early stage of a refugee emergency, and possible strategies for gathering that information.

2. To sensitise participants to the need to understand how the refugee population perceives its own problems, issues and priorities.

3. To handle the dilemma of how to systematically collect information in order to undertake a situation analysis while at the same time being faced with many demands for urgent action.

Objectives for Part 2:

4. To consider some of the possible problems and issues involved in establishing educational provision in the camps and how contentious issues (often of a political or religious nature) might be dealt with.

5. To consider the long-term impact on children and adolescents of decisions which do not adequately meet their needs.

TIMEFRAME

2 - 3 hours

(EXERCISE SA EX8.1, FACILITATOR'S NOTES, CONTINUED)

METHOD

This is a two stage case study exercise which is based on a fictitious situation. Part 1 can be used as an exercise on its own by using the group task and questions at the end of Part 1. Alternatively, this can be followed by introducing Part 2 of the Case Study together with the second group task and set of questions.

The place names used are fictitious: it may be important to check that these names do not have inappropriate meanings in the languages with which course participants are familiar.

Notes for Trainers/Group Facilitators

Part 1 of this exercise raises many of the issues and dilemmas which are faced at the early stage of a refugee emergency in undertaking a systematic child-centred situation analysis. The following are some of the key points which should emerge from the discussion:

- Some information from the refugees - including registration data - may be distorted: for example, families may not declare an unrelated child because of fears that no ration card will be provided. Other types of question may raise expectations among the refugees which may be difficult to fulfil. How can sufficient trust be generated in order to elicit accurate information?

- The importance of - and difficulties in - inter-sectoral co-operation and sharing of information

- The dangers of inappropriate responses (the home for "unaccompanied" children) actually making matters worse (in this case by accelerating the trend of families abandoning their children)

- Issues around socio-cultural information: possible sources of information might include university departments of anthropology, UNHCR documentation, government sources and, of course, the refugees themselves. Importance of understanding why some specific issues are of such high concern to the refugees.

- How the various assessment techniques introduced in this Module might be used and combined to provide a systematic but rapid assessment of the situation of children and families. Using different but complementary methods. Deploying refugees to undertake some assessment tasks - but consider what investment of time would be needed to train them so as to ensure reliability.

- Issues of assessing problems which are difficult for people to talk about: how to respond to evidence of considerable psychological distress etc.

(EXERCISE SA EX8.1, FACILITATOR'S NOTES, CONTINUED)

Part 2 of the Case Study raises a range of additional issues which include the following:

- Balancing the need to develop educational facilities quickly against the long-term interests of children.

- Linking the education provided (language, curriculum, local vs refugee teachers etc.) with the anticipated durable solution and the need for a long-term perspective.

- Gender issues in educational provision. Refer to the CRC, Article 2.

- The issue of young people having to work to support the family economy: how might education adapt to the need for some young people to undertake paid work?

- Schooling is important not just for its own sake but also because it provides a structure for young people who are otherwise bored and vulnerable to other areas of difficulty. It is in this context that high priority may need to be given to secondary and vocational education.

- Appeal might be made to the CRC, Articles 29c and 30

Note: many other issues will probably emerge from the exercise. It is important to understand that there are no "right" answers - the value of the exercise is in getting participants to handle a complex situation and identify some of the principal problems and dilemmas involved in conducting a situation analysis.

RESOURCES

Handouts SA H4.1, 4.2 and 4.3 may be used as a means of structuring thinking about issues to be taken into consideration;
Reference copies of the CRC.

Situation Analysis Exercise SA Ex8.1: Situation Analysis in a New Emergency Situation - Case Study Part One
(Participants' Notes)
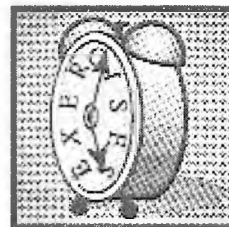
TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

METHOD

Read the following case study and consider the questions and tasks at the end of the case study:

The situation in Pepi had been deteriorating over a number of years: the country had been ruled by the Wari Party since independence, who had adopted increasingly repressive measures in the face of the growing support of the Bopi party, many of whose members had been driven into the neighbouring country of Ganya. A sudden coup, staged by the Bopi, party was accompanied by a massive invasion of exiled supporters, apparently with the unofficial backing of the Ganya government. After a couple of days' fighting the Wari party government fell. Reports of a systematic hunting down and killing of former government ministers and their families started coming in. Former government officials and intellectuals, perceived as sympathetic to the ousted government, were summarily killed. Soon the killings were not only confined to these groups but, to all who were suspected of either being sympathisers or collaborators. In a matter of days thousands were fleeing into Zapa.

Wari Party officials always felt that it was because of their stand that the country won its independence. To find themselves living in exile after what they perceived as their right to wield power was a bitter blow. The host country of Zapa was predominantly Arab speaking and the religion was mainly Islamic. Both countries have signed the UN Convention on the Rights of the Child. The people of Pepi are composed of a number of tribes with clan sub-divisions: villages in the countryside reflect some of these subdivisions.

Sophie, a Community Services Officer had recently attended UNHCR's basic training for new recruits to the Emergency Standby Team. She was contacted by UNHCR to form part of the Emergency Team (ERT) to be deployed in Zapa. The situation was deemed so acute that there was no time for her to travel via headquarters. All processing and briefing was done by fax and telephone and within 72 hours she was to report to UNHCR Branch Office in Zapa. The Emergency Refugee Team members were coming from different countries, she was the third team member to arrive. When she arrived the Site Planning Officer and the Protection Officer from Geneva had arrived the day before and were already at the border. The Field Officer at the Field Office near the border was the designated team leader. Sophie was

immediately dispatched to the border on the next UN plane available and was instructed to catch up with the team leader and the other members at the border reception centre.

On arrival at the border post she met with a scene swarming with a sea of people, some with a few possessions on their backs or heads, and some with practically nothing except what they stood in. Estimates given were that about a 1000 refugees were crossing the borders every day. The team leader informed her that at this initial stage she would have to help in registering the new arrivals. There were already a number of both international and local NGOs at the border. Some were helping register the new arrivals and some were directing them to temporary shelters. In spite of this input the situation was very chaotic with many refugees getting through without proper registration. Sophie observed that there were many children and young people among the refugees: some seemed to consist of groups of young people or children keeping together; some were with elderly people and some with families.

Those coming in the company of families stated on registration that they were from the same family. Often the groups of young people would say they were siblings.

Sophie's terms of reference included making a needs assessment in co-operation with the other sectors. They were to jointly draw up an action plan. In addition, she was to identify implementing partners for community services, lay foundations for refugee involvement through identifying, supporting and organising refugee community structures, identify and recruit refugee and local workers as well as to initiate capacity building. She was also to identify vulnerable groups, giving particular attention to unaccompanied minors and setting up a tracing programme for family reunion. The initial assignment was to be accomplished within 3 months.

Within a week of her arrival the medical and logistics experts complemented the ERT. The Team Leader informed the team that, conditions permitting, the team would meet every morning to discuss the current situation and to formulate joint action plans. Sophie was anxious to have these meetings take place to enable the team to make concerted plans. She was particularly eager to co-operate with the protection and health officers.

In reality, however, the team was lucky if all team members could meet at one and the same place once a week. In this chaotic situation, at this initial stage, pressing issues were cropping up every day. It soon became evident that the site with the temporary shelters was on land, though not in use, belonging to the local villagers who were objecting in its use by the refugees. It was therefore urgent to relocate the refugees to other suitable sites as soon as possible. The site planner, who combined his duties with those of the water expert, identified together with the local authorities three sites where camps could be established. The new camp sites identified were situated near a rivulet used by the local villagers. The villagers were now sharing it with the refugees. Not only was this causing friction between the locals and the refugees but it was soon apparent that the stream was getting polluted and could not satisfy everyone's needs for water. Soon reports were coming in of an outbreak of diarrhoea among children - large numbers were reported dying every day but no one had any exact statistics. The immediate identification of an implementing partner in health was urgent.

From among those that had been helping at the border post, a food distribution NGO and a camp management NGO were identified: the rest of the ERT could start concentrating on their respective tasks. There was a need of people to help organise the food distribution and to systematise the registration of families. There was also a need to identify and document vulnerable groups: especially unaccompanied minors. Groups of male former secondary

school students had come forward and offered their services in any way necessary. Sophie felt that it was urgent that she attended to the question of unaccompanied minors. Her observations at the reception centre had raised a number of questions. Some of these questions had to do with the number of children who were in the company of other children, groups of adolescent boys keeping together, families who had a number of children of about the same age.

Sophie decided to make a transect survey walk through the three camps. She selected three volunteer male students to take with her - one from each of the three camps. She reckoned that as a start this would give her a rough idea about the situation and the needs of the refugees.

During these transect walks she made random interviews with different refugees, and there were indications that there were many single women headed households. Some of these were headed by young girls still in their teens. She was told that in each camp estimates were that the unaccompanied minors accounted for about 20% of children under 14 years. There were even single males with young babies to care for. While Sophie was concentrating her efforts on the transect walks she discovered that in camp 2 a local NGO had put up a centre where twenty children reported to be unaccompanied were already installed. The NGO had not consulted with UNHCR before doing this. This was against UNHCR policy. The NGO defended itself by saying that somebody had to address the needs of these children and UNHCR did not seem able to act fast enough.

Some of the women interviewed seemed reluctant to talk to Sophie, this was especially so with some young girls who just sat staring into space and when addressed answered in one syllable words. Not only was it the young girls who were not forthcoming but some young men, aged about 16-18 years, would refuse to talk to her. This behaviour puzzled her. She tried to find out from her helpers why this was so but got vague answers back.

The refugees had spontaneously organised committees to deal with problems they perceived as important, like the water situation. Leaders of this committee had approached the health officer, the site planner and Sophie separately and told them that there was a well known water diviner among the refugees and they were strongly recommending that he be consulted to divine if there was water that could be drilled from under the surface. Some one mentioned this in one of the sporadic team meetings but more as a joke.

Although new refugees were still arriving, after a month the numbers had decreased to about 100-200 coming in every day. All registration of the refugees was now taken over by the local NGO with students and former teachers helping. Soon after the registration was systematised it was noticed that there was an increasing number of minors who were not attached to any family and were living rough. There were reports of food raids on the villages around the camps. Some families seemed to be collecting surprisingly large amounts of rations. The helpers reported that they suspected that some of the families had double ration cards. There were rumours that some of the children reported to be unaccompanied had in fact relatives in the camps. Sophie noticed that some of the old people had difficulty in getting to the distribution centre because of the distance from their homes.

The camp management had tried to group people in zones corresponding more or less to their original villages. They were however facing some problems with some of the refugees and

children who had already been displaced in their country of origin. Many were refusing to name their original villages or it was later discovered that some had given false information.

Sophie encouraged the starting of committees for the various tasks to be tackled. She noticed that the elders were half-hearted in expanding both the scope of the committees they themselves had started or starting new ones. In most of the already existing committees discussion centred around the water situation, on livestock lost and the urgent need to have it replaced.

The elders appealed to Sophie to take up these questions with UNHCR. She was puzzled by why the stock question was so important when there were other urgent needs. She kept on hearing that expanding the scope of these committees was more or less futile as long as the people did not have livestock.

Sophie found herself relying more and more on the students' committees. They, on the other hand, did not seem to attach too much importance to the issue of stock but had formed committees to deal with issues like unaccompanied minors and opportunities for schooling and recreation.

The Group's Task - Part 1:

On the basis of the information, discuss the following questions:

- What are the main priority issues facing different groups within the refugee community - e.g. leaders, children, youth, parents, single adults etc.?
- What information is needed in order to compile a child-centred situation analysis?
- How can this information be gathered (different methods and techniques) in a context in which the CSO has many competing demands on her time? What might assist her?
- How can the different sectors co-ordinate and complement each other in collecting the information ?
- How can the refugees be involved in this process?
- How can the need for immediate action be combined with the need to take time to collect good information ?
- How can you analyse information which may be incomplete (and potentially inaccurate) in order to make immediate decisions?

Produce an action plan on flip-charts which clearly identify the major tasks to be undertaken, the techniques to be used and ideas on who might carry out these tasks.
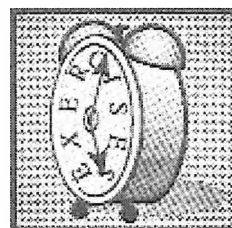
Situation Analysis
Exercise SA Ex8.1:
Situation Analysis in a New Emergency
Situation - Case Study Part Two: 6
Months Later *(Participants' Notes)*

TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

METHOD

In your groups, read the second section of the case study and consider the questions and tasks that follow it:

After 6 months the situation of the Pepi refugees had somewhat normalised. The camps had now a stable organisational structure. People were more or less grouped according to the areas they came from. The young people who had taken the initiative to deal with schooling and the issue of unaccompanied children through forming committees had now handed over these issues to committees led by traditional leaders. The youth were however also represented in these committees. The youths were now concentrating on running a recreation committee.

There had been reports of sexual harassment allegedly perpetrated by some of the youth who were bored with nothing to do. The unattached children living rough were becoming an issue of concern, not only because of the reported food raids on the neighbouring villages but also because everybody felt that the children were getting out of hand. The school committee identified some teachers and former high school students who had already started collecting children and organised some non-formal schooling. The committee wanted the children's schooling to be formalised. A delegation met with UNHCR community services and presented a plan which included assistance with school books used in Pepi, papers and pens. Shelters for the school activities would be built by the community. They also wanted a few books printed which had been brought by some of the refugees.

The Field Office presented the host government with the refugees' proposal. The local authorities were opposed to refugees continuing educational activities based on the Pepi school curriculum. The host country was predominantly Arab speaking and the religion was mainly Islamic. The only education curriculum that was to be allowed was that of the host country. Besides, religious instruction at schools, if not Islamic, was not allowed. UNHCR and the refugee representatives opposed this proposal on the grounds that they did not have Arabic speaking teachers, and also that on eventual repatriation back to Pepi they would have no use for the proposed education. The host government offered to enrol refugee children in the local schools already existing in the surroundings villages. UNHCR in turn was asked to provide funds for paying the extra teachers and for additional school buildings.

Because of financial constraints within UNHCR it was not possible to meet the requirements of paying teacher's salaries and providing additional classroom buildings. Assistance offered was only in the form of educational equipment and materials. After many discussions and negotiations UNHCR promised to review the issue of contribution to teachers' salaries after consultations with headquarters. It was agreed that the refugee children could start schooling locally while the negotiations were going on. The schooling offered the refugees was only at the primary school level. These arrangements left the secondary school students with neither opportunities of further education nor a chance of acting as substitute teachers.

The youth recreation committee came up with the idea that they would start recreational activities for all children and youth interested in participating. Apart from football teams created it soon became apparent that the so-called recreational activities were encompassing teaching the refugee languages and even other subjects using the Pepi curriculum.

Not many children enrolled in the local schools. The parents preferred to send them to the recreational activities. There were even rumours that it was not safe to send young girls to the local schools, as there had been reports that some girls who had been out to collect fire wood outside the camp had been molested. The refugees blamed the locals for these incidents, while the locals put the blame on the refugee youth. Some of the older boys soon dropped out and were instead engaged in doing casual labouring work in the neighbouring villages. The recreational activities provided the only opportunities for girls to attend some structured activities since they did not participate in playing football and no other play activity was provided.

The activities of the recreational groups soon attracted the attention of the local authorities. UNHCR was told in no uncertain terms that they were to forbid these activities except football, immediately, otherwise the whole education programme for the refugees would have to stop. An International NGO that UNHCR was in the process of negotiating with, about starting a vocational skills training programme in the camps, was told that it would no longer be permitted to operate among refugees in the country.

Group Task 2:
On the basis of the information provided, consider the following questions:

How would you evaluate UNHCR's responses to the need for education in these camps?

How can you, as the UNHCR CSO, move forward in developing appropriate educational provision for the refugees, incorporating a long-term perspective on the needs of children and adolescents?

More specifically:

• how will you balance UNHCR's policies and the wishes of the refugees with the demands of the host country government?

• how will you ensure access to education by girls?

- how important is post-primary education, what provision will you plan for and what constraints and issues are you likely to face?

- how will you deal with issues of curriculum, language and religious education?

- what arguments and pressure can be brought to bear on the host government?

Situation Analysis
Exercise SA Ex9.1:
Complex Case Study: Rwandese
Children Fostered in Zairian Families
(Facilitator's Notes)
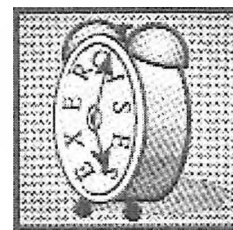
TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVES

1. To encourage participants to identify issues which must be taken into account in reviewing decision making in this case study.
2. To consider key aspects of each issue identified.
3. To consider what other information is necessary to effectively review the decisions taken.
4. To reach a consensus decision on action to be taken and to consider the problems encountered when consensus cannot be reached.
5. To consider what lessons have been learned about Situation Analysis and planning for separated children at the early stages of a refugee emergency.

TIMEFRAME

2 -3 hours

METHOD

Introduction
This is a complex case study of a real-life situation which raises major dilemmas about how to pursue the best interests of a large group of potentially vulnerable children. In turn these dilemmas raise issues about the nature and reliability (and possibly contradictions) of information, and about the importance of decisions taking account of the long-term needs of children and adolescents. The objectives of the exercise are therefore to enable course participants to grapple with such dilemmas in the context of a highly complicated situation.

The information provided in this case study is derived entirely from UNHCR reports. Because the situation was so complex, it may well be that some people had different understandings about some facets of the situation. Given that the situation was well-publicised and that some course participants may have some knowledge of the situation, it is important for the sake of the exercise that the facts are accepted as given in the case study,

and that participants do not get side-tracked by debating the veracity of the information given!

Trainers may like to devise alternative ways of using this exercise: for example, one way would be to set up a "gold-fish bowl" debate between various key parties in this situation, with other members of the course observing. Another variant would be to set up a role play exercise, allocating people to role play key parties in the situation.

(Exercise SA Ex9.1 Facilitator's Notes continued)

These notes are designed as a check list for facilitators in encouraging participants to identify the principal issues to emerge from the exercise.

It is important to remember that not only is there no "right" answer, but also, for the purposes of this exercise, the process of handling of the information and issues involved is more important than the outcome.

One tendency - in exercises like this as well as in real-life situations - is to put off the decision on the basis that not enough information is available. A delayed decision may simply be a decision in favour of the status quo. If any groups decide that they can only come to a conclusion if more information is available, they should be required to state very precisely what further information they want, how they would obtain it, and what exactly will they use this information for?

It is important for participants to carefully consider the reliability of the information they are given. It may be helpful, for example, to consider what questions they would need to pose in order to be able to assess the reliability and validity of the survey. What techniques might be used to cross-check information?

Whatever approach is taken the following is an attempt to identify some of the principal issues which should emerge from the exercise - though this list is not necessarily exhaustive. These notes are drawn partly from an article by Daniel Steinbock[10] to which reference should be made for fuller discussion.

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[10] Steinbock, Daniel J (1996): "Unaccompanied Refugee Children in Host Country Foster Families" in International Journal of Refugee Law, Vol. 8 No. 1/2.

(EXERCISE SA EX9.1 FACILITATOR'S NOTES CONTINUED)

Advantages of Continuing Placement with Foster Families in Zaire

Advantages	Possible Discussion Points
• Continuity of care	• How important is this in cultures where multiple attachment figures are the norm? Is membership of wider culture and society more important than continuity of family care?
• Benefits of avoiding institutional care in Rwanda	• Still some possibility of finding foster homes in Rwanda
• Foster carers were unpaid, self-motivated volunteers - hence altruistic motives may be valued	• This fact may mean that foster carers are motivated by other factors such as the need for children to work
• The political situation in Rwanda is unstable	• The political situation in Zaire is also unstable and uncertain
• It will be difficult to offer individual children adequate psychological preparation for leaving the families and moving to Rwanda	

Advantages of Repatriation to Rwanda

Advantages:	Possible Discussion Points
• The Government of Rwanda is said to be committed to caring for its own children	• What does this mean in practice?
• Return to Rwanda will facilitate family tracing work	• Can family tracing proceed while the children remain in foster homes? What are the implications of this?

- Although institutional care is likely to be required in the first instance, fostering will be pursued if at all possible. Fostering possibilities may not have been exhausted.

- Possibility of children being stigmatised both as refugees and because of their racial group if they remain in Zaire.

- The legal status of fostered children in Zaire is uncertain – doubts about the rights of inheritance and education.

- The child's right to a name may not be upheld in Zaire. The loss of a child's name may have serious consequences for family tracing work.

- The foster families were not professionally assessed prior to placement - hence there is no guarantee about their motives and quality of care

- The Zairian government's commitment to these children is questionable.

- There is a perceived danger of the children being exploited within their foster homes. There are other examples in Africa of foster children being treated less well than children being born within the family. Possibilities of discrimination in relation to access to food, education etc., increased demands of their labour; and the possibility of sexual abuse cannot be ruled out.

- The situation at present is that it is proving difficult to recruit enough foster homes to meet current demand. Foster homes for older children are especially difficult to find

- Children may be exposed to increased ethnic violence in Rwanda

- These concerns are unsubstantiated and are unquantifiable

- It will be extremely difficult to provide any sustainable and reliable form of monitoring and supervision for these children.

Some General Questions to Pose

- Are the respective needs of boys and girls identical in this situation?

- What effects does the age of the child have on the decision?

- Some of these children will have been exposed to violence. What are the effects of a decision to remain in Zaire, or to transfer to Rwanda, in terms of children's capacity for psycho-social recovery? Consider, for example, the implications of a child living in a foster family of a different ethnic group.

- What Articles in the UN Convention on the Rights of the Child are relevant to the decision? -

- The principle of the child's best interests
- The right to non-discrimination
- The right to a name and nationality and preservation of identity
- The right to live with parents and to family union
- the right to participate in decisions
- The right to protection from abuse, neglect and exploitation
- The right of children in substitute care to a periodic review

- What are the priority issues? Can you identify some basic principles to guide your thinking and discussion?

RESOURCES:

Participants' Notes for this exercise

Situation Analysis
Exercise SA Ex9.1:
Complex case study: Rwandese
Children Fostered by Zairian Families
(Participants' Notes)
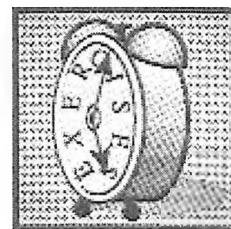
TARGET AUDIENCE

Senior Managers; Programme Staff; Field Staff.

OBJECTIVE

1. To encourage participants to identify issues which must be taken into account in reviewing decision making in this case study.
2. To consider key aspects of each issue identified.
3. To consider what other information is necessary to effectively review the decisions taken.
4. To reach a consensus decision on action to be taken and to consider the problems encountered when consensus cannot be reached.
5. To consider what lessons have been learned about Situation Analysis and planning for separated children at the early stages of a refugee emergency.

TIMEFRAME

2 -3 hours

(SA Ex9.1 Participants' Notes, cont.)

Method

Read the following case study and address the questions at the end of the text

1. Background

Following the genocide in Rwanda in 1994 there was a huge exodus of refugees into neighbouring countries. The Rwandese refugee population contained a larger population of separated children than any other emergency in UNHCR's experience - estimated at 200,000[11] in July 1994. Many of these children were spontaneously fostered by other refugee families, while others lived in children's centres established by various agencies.

Between March and May, 1995, UNHCR and an international NGO developed a formal response to the needs of these children. This programme arose out of a social welfare framework, where the best interest of the child was the priority. Decisions about whether or not to separate the child from the family were made on a case-by-case basis. The programme additionally tried to support identification, tracing and reunification, as well as the health of these children - all within the context, whenever possible, of maintaining child-family attachments.

This 'individual' perspective, however, failed to adequately take into account the situation in Zaire at that time. Owing to poverty and desperation, it was suggested that some refugee children were being seen as economic resources for foster families. Some families expected payment by the international community. In addition, refugee children lived in villages that were increasingly exploding into inter-ethnic violence.

A serious escalation of violence occurred in September 1996 when Zairian soldiers and Hutu militia organisations targeted the descendants of Tutsi who emigrated to Zaire some generations previously. The mainly Hutu refugees from Rwanda were also targeted by soldiers of the Alliance of Democratic Forces for the Liberation of Congo-Zaire and Tutsi rebels. Other Zairians were also victimised by soldiers and militia from these various factions during a period of extreme instability in which killing, rape and plunder were widespread.

After the violence escalated in the region, the NGO staff in Goma lost all contact with its field staff monitoring the children. When Kabila's troops (ADFLZ) invaded the region, UNHCR lost all track of these children, some of whom were presumed dead, while others are thought to have become street children. During the chaos of this period, it is thought that many other children became separated from their families during a period when communities became scattered, and some of these children joined local families.

At the end of 1996, it was estimated that approximately 5,000 unaccompanied children were living outside of the camps within local families who had spontaneously fostered them. Of these children, some had been living with their foster families since 1994, while others had been taken in more recently as a result of the fighting and general instability in Zaire. In

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[11] It is important to remember that such estimates are not always reliable

addition, an unknown number of separated children were presumed to be hiding with other groups of refugees elsewhere in DRC.

When large-scale repatriation of the Rwandese refugees occurred in late 1996/early 1997, a decision had to be made regarding these children. Some within UNHCR argued that, in the interests of maintaining stability and security, they should remain where they were with their foster families: others argued that they were exposed to various risks which were difficult to quantify, but which included risk of exploitation by foster parents, the possibility of ethnic conflict and the extreme difficulties in monitoring these placements given the politically unstable situation in DRC. The long-term sustainability of provisions for monitoring and supporting them presented a further difficulty.

In December 1996, the decision was taken in principle that all Rwandese refugees, including the separated children, should be repatriated, including those for whom no tracing activities had been started. However, in Rwanda it was not possible to provide foster homes as the "market" in potential foster homes had already been flooded by the number of children requiring substitute family care. It would therefore be necessary to place them in institutional care pending case-by-case decisions on family tracing and fostering. During 1997, institutions within Rwanda were reported to be "full to overflowing", and the government was putting pressure to close transit centres which were accommodating people unable to return to their original homes. Returning separated children were accommodated, in the first instance, in transit centres (separate sections being provided for these children), but were then moved to centres within their Prefecture of origin (where this is known) as a means of expediting family tracing work. As far as possible, children were placed in groups of not more then 15 - 20 so as to facilitate to the extent possible a personal style of care by care-givers drawn from the local community. Many of these children had health problems, and many were showing signs of distress.

Figures provided somewhat later (June 1997) showed that there were 12,000 children awaiting tracing, half of them living in institutions and half in foster homes. Tracing activities were faced not only with the pressure of numbers of separated children, but by security problems which prevented access to some communities. At that time there were estimated to be about 400,000 children living apart from their families.

The position of the government of Rwanda was that all Rwandese people should be repatriated, including separated children, and there was a government commitment to help these separated children to integrate into society. However, some people did express concern about the return of older children who had been witness to or participants in ethnic violence. The situation in Rwanda was generally stable but some outbreaks of ethnic violence were occurring. It was difficult to predict the full implications of large numbers of Hutu refugees returning to their country.

Work was continuing in the DRC by UNHCR and various NGOs to search for and identify all fostered Rwandese children, and to work to implement the decision to repatriate them. This work was hampered by problems of access, especially during the rainy season. Work was being done with local authorities, village leaders, churches and schools to identify these children, support them and their foster families, discuss and prepare for and expedite repatriation.

At various points during 1997, doubts were being expressed, in different quarters, about the wisdom of returning all of these separated children to Rwanda: chiefly the concerns expressed were as follows:

- Some children were fostered at such an early age that nothing was known of their parents, so that family tracing was most unlikely to be effective. There were growing concerns about the increasing number of young children living in Rwanda in an institutional situation with few prospects of being reunited with their own family or placed with a foster home.

- Especially for younger children, there are potentially serious consequences of terminating secure attachments with their foster families - especially if these children are then to be institutionalised.

- Some foster children - and some foster parents - were refusing to comply with the policy of return.

- Some of the more recently-separated children had been placed by foster parents by their own parents with strict instructions that they were not to leave for Rwanda until the parent sent word.

- The concerns about fostered children being exploited or mistreated were being challenged by some people.

- Some children were afraid to return because of bad memories, experience of violence and a more general fear of the unknown.

- Some parents were believed still to have parents in the DRC

- Considerable practical difficulties were being experienced in offering adequate consultation with individual children and families, counselling and preparation for potential return.

In this context, a review of the decision to repatriate all of these fostered children is undertaken.

2. Group Tasks

You are asked, first, to identify the various issues which UNHCR must take into account in reviewing the decision: it is suggested that you should do this by way of a brainstorm. It may be useful to use the UN Convention on the Rights of the Child as a reference document.

Second, discuss each of these issues in turn, making a note of the key aspects of each issue. Two additional pieces of information are available and are attached. If you feel that any additional information is necessary in order to review the decision, try to identify **precisely** what is required and how it would be obtained. Use a "Dilemma Board" as a means of structuring your thinking about the various options which might be considered, the

"dilemma" being how to pursue the best interests of the children (or the least damaging course of action) within the context of meeting their long-term developmental needs.

Third, the group should then try to reach a consensus decision on what action should be taken, making a careful note of any disagreements that cannot be resolved by consensus.

Finally, looking back over this situation, identify what lessons can be learned about situation analysis and planning for separated children at earlier stages in the refugee emergency. With the benefits of hindsight, what should have been done differently?

Statement made by the Mayor of Kisangani in the DRC

The Mayor, who is a lawyer, made the following statement about the Rwandese children fostered with Congolese families:-

> "In principle, refugee children are free to stay with their host families if this is in the best interests of the child. The concept of foster families is very common in the DRC and is normally applied on a de facto basis, in particular in rural areas. In urban centres legal adoption procedures are established and regulated by the Code de Famille which came into force in 1987. In the case of unaccompanied minors the interests of the child are represented by a "Juge des Enfants" and the "Tribunal de Paix" who, on behalf of the child, can express his/her consensus with the adoption. In the case of a de facto and a legal adoption, the unaccompanied children enjoy (in practice or in law) the same position as natural children - i.e. they are fully entitled to inherit at the same level as a natural child and automatically gain the nationality of their parents. In most cases, legal adoption procedures are not used, especially in the rural areas.

> If a family takes care of such a child, it is by love. A child accepted by a village is not in danger. The traditional administration in the village also follows up the foster family. An informal adoption is quite normal.

> The best interest of a child should be established on a case by case basis. Repatriation should not take place if the children are too small to tell their name, or their commune of origin, and if they are well taken care of by a family in Congo. Any forced separation from the foster family should be avoided. Congolese society, with its more than 300 ethnic groups, is a tolerant one: a large number of Rwandan Hutus have already been integrated without any difficulties over the past decades."

Some of the Results From A Survey Undertaken on A Sample of Refugee Children in Congolese Foster Families.

40.2% of the sample had to do more domestic labour than other children in the family.

62% indicated that they lived in the same conditions as other children in the family

86% said they were accepted by the community

77.6% said that they lived in an "average condition" as compared with other children in the family.

13.2% said that they lived in "good condition" - attended school and had the same amount of work as other children in the family.

9.2% said they lived in "bad condition" - no school and more domestic work and labour than other children in the family.

The survey was carried out by social assistants and it was acknowledged that there may be an element of subjectivity in the findings.

The sample comprised 223 girls and 133 boys in north and south Kivu.

Situation Analysis
Exercise SA Ex9.2:
Meeting Children's Rights in
Refugee Situations
(Facilitator's Notes)
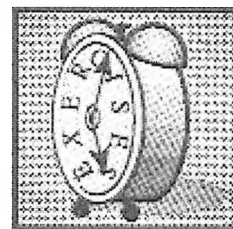
TARGET AUDIENCE

Programme Staff; Field Staff.

OBJECTIVES

1. To enable participants to identify, within a familiar refugee population, factors which facilitate or impede the meeting of children's rights.
2. To consider the issues involved in developing a strategy to meet those needs.

TIMEFRAME

45 mins

METHOD

Ask a course participant to provide a 5 - 10 minute oral description of a particular refugee community (camp, section of a camp, scattered rural or urban population). An alternative would be to ask for a written description to be provided in advance of the course.

Using the CRC as a reference document, ask the group to identify:-

- which children's rights are being adequately met?

- which children's rights are being partly met?

- which children's needs are not being met?

Ask the group then to identify a small number (say, 3 or 4) of rights which demand priority action and to devise a strategy for responding to these rights. The strategy must include:-

- the structures required to ensure co-ordination among the various activities/ programmes

- strategies for the active participation of refugees (including children and adolescents where relevant)

NB the exercise will require the course participant presenting the information to continue to provide information and respond to requests for clarifications. If the exercise is done in small groups, each group would need to work on a situation provided by a group member.

This exercise will be useful for enabling people to become familiar with the CRC and who need to "handle" the Convention in a practical way. It would be necessary to have copies of the Convention (or summaries) available for all participants.

RESOURCES

Copies of the CRC

Situation Analysis
Exercise SA Ex9.3:
A Moral Dilemma
(Facilitator's notes)
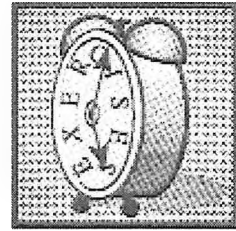
TARGET AUDIENCE

Senior managers, Programme and Field staff.

OBJECTIVES

1. To enable participants to analyse a difficult moral dilemma

TIMEFRAME

40 minutes small group discussion
20 minutes reviewing key points in plenary group

METHOD

Divide the participants into small groups. Give each participant a copy of the case study and questions and ask them to work through the exercise.

RESOURCES
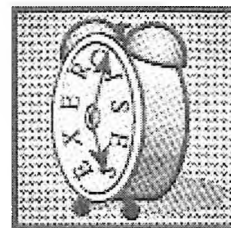
Copies of the Case Study for each participant
Flip chart paper and pens.

Situation Analysis
Exercise SA Ex9.3:
A Moral Dilemma
(Participants' notes)

TARGET AUDIENCE

Senior managers, Programme and Field staff.

OBJECTIVES

To enable participants to analyse a difficult moral dilemma

TIMEFRAME

40 minutes small group discussion
20 minutes reviewing key points in plenary group

METHOD

Read the following text and address the questions that follow:

A children's rights agency is working in a country recovering from a long and bitter civil war, and is now ruled by an increasingly strict Islamic government. The agency has been running a land mine education programme in state schools for approximately two years, reaching a total of some 50,000 children. The programme has been working well, is appreciated by the children, by the schools and (apparently) by the government. Many of the staff implementing the programme are women.

The programme's future is thrown into question by a government decision to restrict girls' access to schools and to implement a policy of employing only male teachers. They are told that the programme can only continue if implemented by male staff, and the programme will no longer be able to reach girls.

The moral dilemma is whether to continue the programme, in its severely curtailed form (and to exclude girls, and female staff, from it), or to discontinue it altogether, or to find some other way of implementing a programme of land mine education.

The following information may be relevant in discussing the dilemma:

The agency has a children's rights orientation with a particular commitment to gender issues. Working to secure the access to education of girls is reflected in many programmes. There is a strong commitment to saving lives, but quality of life for children is also seen to be of central importance.

The agency has a strong concern for its work-force.

The agency has a strong commitment to respect for the law and for local customs and traditions: at the same time, it continues to promote principles (such as gender equality in education) which, in this country, conflict with the Government's principles.

The agency is aware that its presence in the country is somewhat tenuous and is anxious to avoid the possibility of expulsion by the government.

The government is quite impervious to arguments in favour of access to education by girls. However, they base their policies on Islamic principles and respect organisations which adhere to their own moral principles even if these differ from their own.

The large majority of land mine victims are boys. However, many of the most at-risk children live in rural areas where access to school is severely limited for both genders.

The group task is to discuss the dilemma and formulate some conclusions. It is suggested that you use the following framework for your analysis of the dilemma:

> Consider the following categories of moral issue:
>
> The value of preserving human life
>
> The values encompassed by the notion of human rights
>
> Principles of justice, fairness and equality
>
> The value of staff well-being
>
> Duty-based versus goal based ethics: is the provision of girls' education, for example, a good thing in its own right, or because it has particular outcomes? Is speaking out against gender discrimination a good thing in its own right, or only on the basis that it might have positive consequences?
>
> What factors might serve to motivate the agency's best intentions for its intended target-group?
>
> Is it possible that additional knowledge is needed to inform the decision on the way forward? If so, what information?
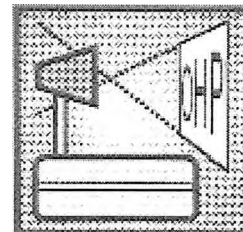>
> How important is to assess the agency's capacity to see through the likely consequences of various possible courses of action?

What deliberations are necessary in order for a decision to be made?

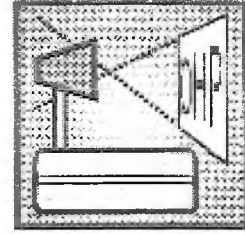What steps can be taken in mitigation - i.e. to avoid the worst consequences of whatever decision is made?

You are invited to arrive at a particular course of action and to support it with ethical arguments. You may find it helpful to use a dilemma board as a tool for identifying and analysing options (refer to ARC Facilitator's Toolkit for a description of this method). Remember that there are no right answers! In the plenary session after the small group discussion, you are asked to feed back on the key points to emerge from your deliberations.
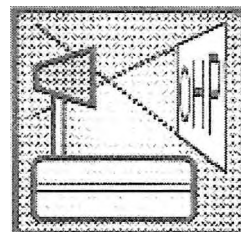
Situation Analysis
Overheads

Situation Analysis
Overhead SA Ov1.1:
Political Situations which Cause
Displacement

The dynamics of political situations which occasion displacement and emergency populations are:

- civil conflict and war

- mass expulsions and forced displacements

- state repression

- human rights violations

- abuse of minorities

Situation Analysis
Overhead SA Ov2.1:
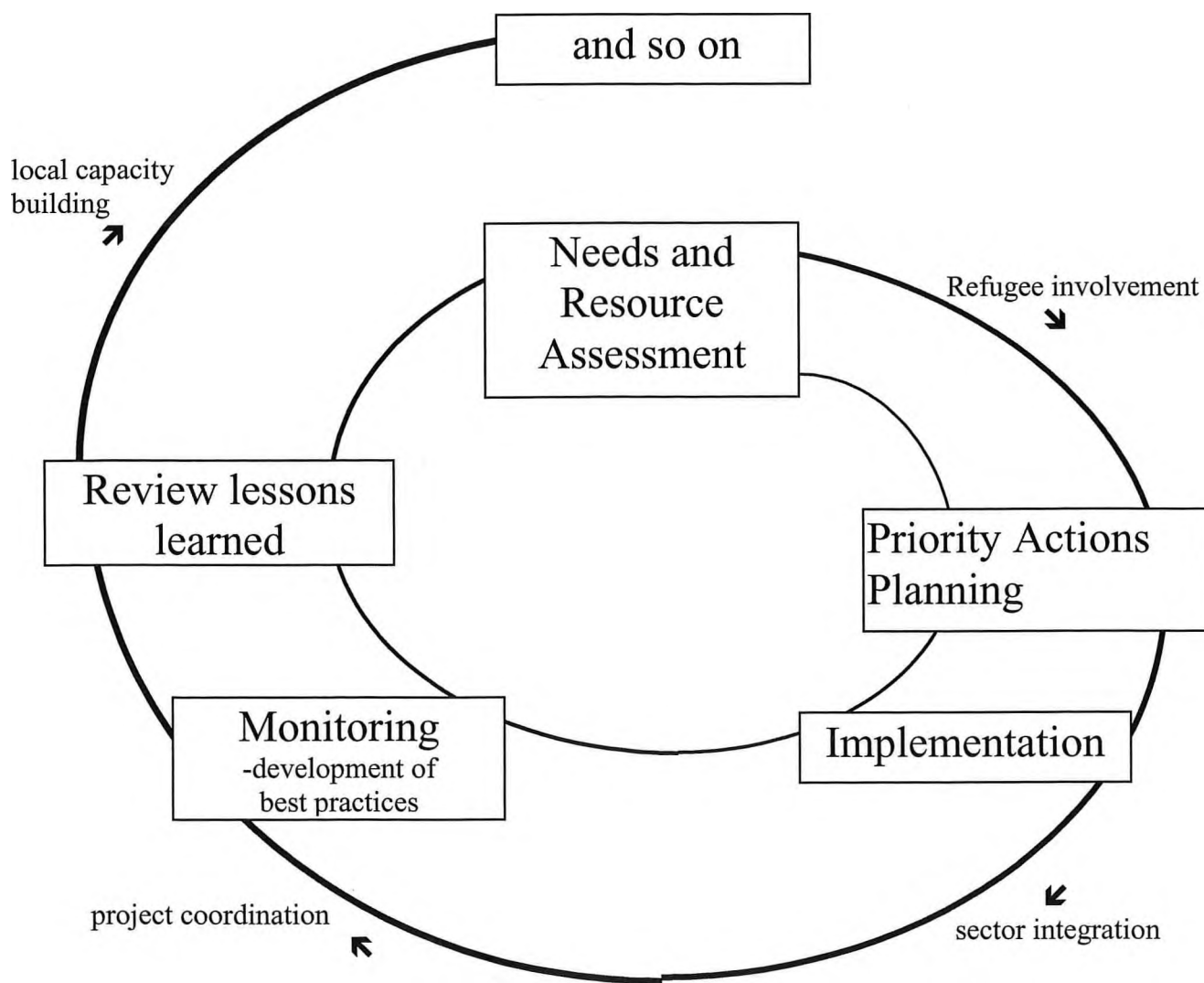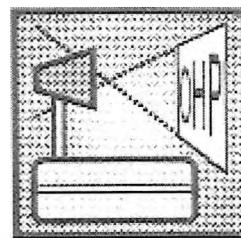Contexts of Emergency Settlement

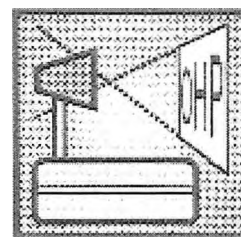## Factors which affect emergency settlement populations include:

- **Geographic factors**

- **Economic factors**

- **Political factors**

- **Social factors**

- **Topographic, environmental and climatic factors**

Situation Analysis
Overhead SA Ov3.1: The Process
of Situation Analysis

and so on

local capacity
building

Needs and
Resource
Assessment

Refugee involvement

Review lessons
learned

Priority Actions
Planning

Monitoring
-development of
best practices

Implementation

project coordination

sector integration

Situation Analysis
Overhead SA Ov3.2: Importance
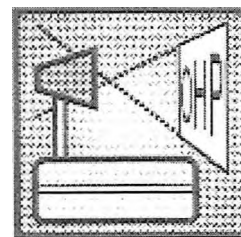of Situation Analysis at Certain
Strategic Phases

Situation analysis will be particularly important at various strategic stages:

for example:-

- **towards the end of the emergency phase**

- **when large-scale repatriation is being considered**

- **when there is a new influx of refugees or major programme changes**

- **when it becomes clear that refugees are likely to spend an extended period of time in the camp.**
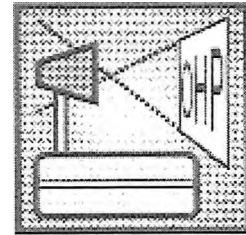
Situation Analysis
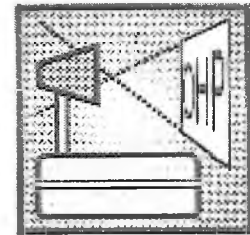# Overhead SA Ov5.1:
The Invisible man (1)

(From Abercrombie, MLJ (1960: "The Anatomy of Judgement", Harmonsworth, Penguin

Situation Analysis
Overhead SA Ov5.2:
The Invisible Man (2): Revealed

Situation Analysis
Overhead SA Ov7.1:
What is Culture?

# Culture consists of the institutions, patterns, and mental attitudes that form the social life of the community

From Sanders, I (1966) : "Community: an Introduction to a Social System", NY, Ronald Press

Situation Analysis
Reading List

UNHCR:(1997): "Initial Assessment in Emergency Situations".

Jareg. E and P (1994): "Reaching Children Through Dialogue", Oslo, Redd Barna, particularly chapters 2 and 4.

UNHCR (1994): "Refugee Children: Guidelines on Protection and Care", chapter 3.

Gosling, L and Edwards, M (1995): "Toolkits: A Practical Guide to Assessment, Monitoring, Review and Evaluation", London, SCF, especially chapter 9 and "Tool 2: Surveys".

"Nichols, Paul (1991): "Social Survey Methods: a Fieldguide for Development Workers", Development Guidelines No 6, Oxford, Oxfam.

"PLA Notes No. 24 - Critical Reflections from Practice", October 1995, London, IIED.

"PLA Notes No 25 - Includes Special Issue on Children's Participation", February 1996, London, IIED

Tolfree, David and Woodhead, M (1998) - Forthcoming booklet on participative research methods with working children, Stockholm, Radda Barnen.

Pretty, JN, Ghuijt, I, Scoones, I and Thompson, J (1995): "A Trainer's Guide for Participatory Learning and Action", London, IIED.

Johnson, V, Hill, J and Ivan-Smith, E (undated): "Listening to Smaller Voices: Children in an Environment of Change", London, ACTIONAID.

Redd Barna, Uganda and IIED (1994): "It is the Young Trees that Make a Thick Forest", Kampala (Redd Barna) and London (IIED). Slim, Hugo (1997): "Doing the Right Thing: Relief Agencies, Moral Dilemmas and Moral Responsibility in Political Emergencies and War". Studies on Emergencies and Disaster Relief No.6 Uppsala Nordiska Afrikaininstitutet.

REFLECT - The Reflect Mother Manual, Actionaid

Situation Analysis:
Useful Addresses & Contacts
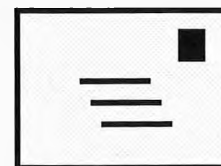
Use the blank pro-formas in this section for the names and addresses of your contacts and organisations.

Name	
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OHCHR

UNHCR
The UN Refugee Agency

unicef

Save the Children

For more information about ARC please contact:

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david@savethechildren.ch