

Governing governments or governments governing?

UNICEF's twofold approach to strengthen the level of protection by the Ethiopian government to protect children's rights during refugee crises



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Abstract

The level of influence of the United Nations Children's Fund (UNICEF) towards the Ethiopian government differs in their humanitarian and development interventions. Since both interventions aim at different achievements and approach the Ethiopian government in various ways, the influencing role of UNICEF remains a puzzle. The thesis argues that UNICEF's humanitarian approach aims to provide basic human rights and thereby influences the Ethiopian government via agenda-setting and the provision of knowledge and expertise, which in turn leads to the government's cooperation with UNICEF. Secondly, it argues that development interventions aim to make the refugee community resilient and influence the Ethiopian government by means of using the recognized knowledge of the community and by transferring UNICEF's knowledge to the government. This results in norm changing behaviour by the government, which in turn leads to changing national legislation and the development of government-led sustainable programmes.

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List of Abbreviations

AfL	Assessment for Learning
CRC	Convention on the Rights of the Child
DRM	Disaster Risk Management
GTP	Growth and Transformation Plan
HDRP	Humanitarian and Disaster Resilience Plan
HRP	Humanitarian Requirements Document
IOs	International organizations
NGOs	Non-governmental organizations
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

1. Introduction

“My first big mission for UNICEF in Ethiopia was just to attract attention, before it was too late, to conditions which threatened the whole country. My role was to inform the world, to make sure that the people of Ethiopia were not forgotten.” (Hepburn, 1988). This is a quote from Audrey Hepburn, a special ambassador for UNICEF. During her time as ambassador of UNICEF, Ethiopia suffered from droughts and civil strife. Audrey Hepburn illustrated Ethiopia’s need to receive help, especially regarding the rights of children, since UNICEF is one of the best known international organizations (IOs) that strives to protect the rights of children worldwide.

UNICEF tries to protect the rights of children via humanitarian and development interventions (UNICEF, 2019). In order to set down an unbiased position, definitions on these two approaches are derived from the existing literature. Humanitarian interventions are defined as short-term actions (Feinstein & Beck, 2006) that are made to influence states in addressing the basic rights and needs of their citizens and other persons under their jurisdiction (Helton, 2002, p. 131). Humanitarian aid is understood as working around governments (Macrae, 2012). Development interventions, on the other hand, aim to achieve long-term goals by focusing on sustainable interventions (Feinstein & Beck, 2006). These interventions support structures and systems and are enhanced through governments (Macrae, 2012).

One can notice that humanitarian and development interventions aim at different achievements and that the cooperation with the government differs in these two approaches. The question this research thus addresses: How do UNICEF’s approaches with regard to

cooperation with national governments influence the level of protection of the Ethiopian government to protect children's rights to education during refugee crises?

UNICEF claims to have the authority to influence decision-makers globally (UNICEF, 2012) and therefore, authority of IOs matters in this research. The academic debate regarding the authority of IOs can be found in the literature that describes the delegation of authority from states to agents, namely IOs (Nielson & Tierney, 2003, p. 242), and IOs as bureaucracies that are conferred authority because of their knowledge and expertise (Barnett & Finnemore, 2004). The authority of IOs gives them the ability to influence national governments by means of making rules, creating knowledge (Barnett & Finnemore, 1999), or setting the agenda (Pollack, 2003).

The research question as mentioned above fits into the academic debate regarding IO authority. UNICEF uses their knowledge and expertise to influence national governments. This gives UNICEF the authority to create knowledge on the side of the Ethiopian government by lobbying at ministries, but also on the side of the Ethiopian communities by means of changing rules and norms.

In addition to the fact that the research question fits into the academic debate, it is also valuable for the existing academic debate regarding IO authority. The different ways of UNICEF exercising authority are expected to lead to certain government behaviour. The academic relevance is, thus, that this research not only focuses on the different types of influence, but also on how the different ways of exercising authority of an IO lead to certain government behaviour.

One of the countries in which UNICEF uses humanitarian and development interventions as means to exercise authority is Ethiopia. Ethiopia can be described as a deviant case compared to other countries UNICEF operates in. Ethiopia can be seen as a model for other country offices of UNICEF (Solomon, 2017). This has to do with the fact that the government of Ethiopia shows leadership in developing growth and transformation in Ethiopia. The existing priorities of the government, as laid down in the current Growth and Transformation Plan (GTP II) (Solomon, 2017), match the work plans that UNICEF developed for Ethiopia, which illustrates that the development plans created by the Ethiopian government are consistent with UNICEF's plans. Comparing this development with other countries, it shows that Ethiopia is ahead of other countries, as is further explained in the methodology section.

UNICEF thus operates via humanitarian and development interventions and therefore, the research design that follows is the within case study analysis to compare UNICEF's influence during their humanitarian and development interventions on the level of protection by the Ethiopian government to protect children's rights to education during refugee crises.

Since UNICEF is the only agency of the United Nations (UN) that is specialized in the protection of children's rights, UNICEF is a unique organization among other international organizations. UNICEF works predominantly in the field and cooperates with host governments via a unique programme that is developed with the host government. Other international organizations can learn from this way of operating in developing countries, since it is an effective means to involve host governments into sustainable solutions to protect the rights of children.

UNICEF and host governments cooperate in various ways. I hypothesize that the different ways of how UNICEF influences the Ethiopian government causes variation in the protection

of refugee children by the government. I expect that the Ethiopian government mainly cooperates with UNICEF during humanitarian interventions. This includes government officials who follow trainings to obtain skills to provide education for refugee children and set up temporary education facilities.

I further expect that UNICEF's development interventions lead to the provision of sustainable activities by the Ethiopian government to protect refugee children's rights. These activities include strengthening child protection systems and monitoring systems to track the educational needs and achievements of refugee children in order to respond to possible risks and adapt to the needs of a changing society and establishing schools run by the government with education materials provided by the government.

Before turning to the empirical part of this research, it is necessary to elaborate on the existing literature regarding IO authority and identify to what extent this research contributes to this literature debate. Thereafter, the constructivist approach is applied in the theoretical framework in order to explain how IOs influence governments to protect children's rights and how governments respond to this influence. Subsequently, it is explained what kind of methodology is used, thereby focusing on process-tracing as a methodology of a within case study analysis. Then, the case study is presented and finally, a conclusion is drawn from the findings.

2. Literature Review

2.1. Importance of international organizations

International organizations are considered to be of great importance due to the process of globalization (Joachim, Reinalda, & Verbeek, 2008, p. 3). Complex and technical issues require national governments to cooperate with experts who enable the government to understand and respond to these issues (Haas, 1992, p. 13). The principal-agent theory describes the role of national governments as principles who delegate authority to an agent, which is perceived to be an international organization (Barnett & Finnemore, 1999, p. 705). The delegation of authority enables IOs to make and implement rules (Haftel & Thompson, 2006, p. 256). Since this research believes that IOs possess authority to influence national governments, the underlying factors that give an IO authority are briefly described.

2.2. International organizations as bureaucracies

IOs are given authority because of their bureaucratic character (Barnett & Finnemore, 2004, p. 16). International organizations perform their tasks as bureaucracies (Barnett & Finnemore, 2004, p. 16), meaning that IOs are independent from states with their own agenda (Barnett & Finnemore, 1999, p. 705). The bureaucratic character of IOs determines the behaviour of IOs towards other actors, such as national governments (Barnett & Finnemore, 2004, p. 16). In addition, IOs derive authority from delegation processes, because states delegate tasks to IOs on which states themselves have limited knowledge (Barnett & Finnemore, 2004, p. 22). This is linked to the second source of IO authority, namely their expertise. Expertise implies that IOs have specialized knowledge in a specific area (Barnett & Finnemore, 2004, p. 24). This brings us to the third source of IO authority, namely moral authority in which IOs represent the interests of the community (Barnett & Finnemore, 2004, p. 23).

Haftel and Thompson (2006) mention the independence of an IO that determines the authority of an IO. Independent IOs influence by means of initiating new ideas and influence negotiation agendas (Abbott & Snidal, 1998, p. 17).

2.3. Naming and shaming

The authority of IOs enables them to exert various types of influence to regulate and constitute the world (Barnett & Finnemore, 2004, p. 16). By recognizing that IOs have authority, it must be made clear how IOs use their authority to influence national governments to protect children's rights. IOs use various techniques to influence states (Katzenstein, 1996). Among these techniques are naming and shaming (Squatrino, Lundgren, & Sommerer, 2019, p. 358). This influencing tool was used by the United Nations Security Council in 1999 to protect the rights of children during conflicts (Nyamutata, 2013, p. 152). Naming is used to publicly punish a violating government by damaging its reputation (Squatrino, Lundgren, & Sommerer, 2019, p. 360). In this way, IOs influence states by creating transparency (Barnett & Finnemore, 2004, p. 6). Shaming aims to ensure compliance or socialization by a national government (Squatrino, Lundgren, & Sommerer, 2019, p. 359). Socialization is seen as a process of social learning in which norms are internalized and implemented in the domestic spheres (Checkel, 2005, p. 804), thereby communicating which behavior is appropriate and which is not (Risse & Sikkink, 1999). States are sensitive to shaming (Murdie & Davis, 2012, p. 1) as it can lead to decreased foreign direct investment due to a bad reputation (Barry, Clay, & Flynn, 2009, p. 533). The UN Secretary-General listed parties that are engaged in violating children's rights, such as sexual abusing children during conflicts (Sloth-Nielsen, 2019, p. 56). The Security Council requires violating parties, which include national governments, to write an action plan that outlines the steps leading to compliance with international law and protection of children in the future (Sloth-Nielsen,

2019, p. 56). The influence of an IO on the implementation of children's rights into domestic practices is visible in the fact that a party can only be removed from the list when the UN agrees upon successful implementation of the actions listed in the action plan (Sloth-Nielsen, 2019, p. 56). Moreover, the UN Security Resolution established the Security Council Working Group on Children and Armed Conflict in July 2005 in order to monitor the implementation of the action plans and give governments recommendations concerning measures to protect the rights of children in conflict situations (Nyamutata, 2013, p. 161).

2.4. Agenda-setting

Another means of an IO influencing the efforts of national governments is via agenda-setting (Pollack, 2003). By means of setting the agenda, IOs can determine which topics are to be discussed and which are not. This gives IOs influence over the efforts of governments to initiate and implement domestic policies (Barnett & Finnemore, 2004, p. 178).

Moreover, agenda setting can be identified as a process of issue definition (Daviter, 2007), and a process of shaping formal and informal plans (Plevin, 2019, p. 95). During the agenda setting phase, IOs use their technical knowledge to define issues and suggest alternative solutions (Reinalda & Verbeek, 1998). Decision makers deal with a broad scale of complex issues (Haas, 1992, p. 13). The complex interaction between these issues makes it difficult to initiate a policy and, eventually, implement the policy effectively. Due to a lack of knowledge about certain issues, governments might risk ignoring the interaction between issues or they do not reckon with future generations (Haas, 1992, p. 13). Since IO officials are members of epistemic communities (Haas 1992), it is appropriate to reference to these communities. Epistemic communities are knowledge-based experts who are able to frame complex and technical issues (Haas, 1992, p. 2) to influence the negotiation process (Haas, 1992, p. 5). They do this by means of providing new information or a different interpretation about an

issue (Dunlop, 2016, p. 276). IOs can use their knowledge to propose and frame new policies and in this way, teach governments how to respond effectively to future problems (Barnett & Finnemore, 2004, p. 180). Framing problems is used by IOs to address the underlying problems and bring these problems into the discussion during the agenda setting phase (Plevin, 2019, p. 95). New ideas can lead to new patterns of behaviour in the policy process (Haas, 1992, p. 3). Thus, IOs influence national governments by providing new knowledge that enables governments to effectively decide on policy formation.

An example of IOs influence on the agenda setting phase, thereby using their knowledge, is visible during the formulation of the content of the Convention on the rights of the Child (CRC) in 1978 where IOs negotiated with governments about the definition of children's rights (Holzscheiter, 2010, p. 146-147). The agenda setting phase is linked to the authority of IOs, because IOs derive their authority from their knowledge (Barnett & Finnemore, 2004). This knowledge was valuable to governments during the agenda setting phase, because governments wanted to strengthen existing legal instruments to protect children (Holzscheiter, 2010, p. 148), but they were insecure about the definition of a child, how a child should be protected, and which rights a child should be accorded (Holzscheiter, 2010, p. 152). Since the 1959 UN Declaration on the Rights of the Child, the image of a child has changed in a way that the 1979 Warsaw Conference allows a child under the age of eighteen to participate in "decisions about its physical and mental health" (Secretary General, 1979: para. 10). The Warsaw Conference emphasized the independent and responsible role of a child (Holzscheiter, 2010, p. 150). The knowledge that was brought in by international organizations empowered public authorities and states with knowledge about how states can protect the rights of children (Holzscheiter, 2010, p. 152). Initiating new ideas during the agenda setting phase shows the independency of IOs (Abbott & Snidal, 1998, p. 17) and this

determines the authority of IOs (Haftel & Thompson, 2006). The ability of IOs to change the definition of objects is one of the greatest sources of influence of an IO (Barnett & Finnemore, 1999, p. 710).

2.5. Contribution

This research makes a contribution to the literature on naming and shaming among international organizations. An extensive part of the literature on naming and shaming focuses on non-governmental organizations (NGOs) as actors who shame (Hafner-Burton, 2008; Murdie & Davis, 2012; Murdie & Peksen, 2013). This research elaborates on IOs as agents of naming and shaming and thus, this thesis contributes to a small part of the literature regarding naming and shaming (Kelley, 2012; Sharman, 2009).

Moreover, this research presents a new angle of approach regarding the naming and shaming literature, since it shows that an IO can use communities to publicly name human rights violations by educating communities. Teaching communities new norms enables them to recognize the poor level of child protection in their country and this creates transparency regarding the activities of the government among the population. In turn, communities can contribute to shaming by persuading the government to internalize norms into the domestic spheres. Communities can thereby compare its own government with foreign governments and can openly shame its government for human rights violations.

The constructivist theory believes in the ability of IOs to change norms and how this affects states (Finnemore & Sikkink, 1998, p. 894). Therefore, constructivism is used to explain how different ways of IOs exercising authority, influence national governments.

3. Theoretical Framework

I argue that humanitarian interventions, as one strategy of an IO exercising authority, influence governments by means of translating their knowledge and expertise of setting up basic services to the government who in turn respond by recognizing the need to provide for basic human rights and cooperating with IOs to provide these basic services.

I further argue that development interventions, as another strategy of an IO exercising authority, influence governments by means of using the judgements of the society and the knowledge of IOs to comply to international norms and protect the rights of children in national legislation and sustainable programmes.

3.1. Constructivism

Constructivists recognize that international organizations have gained a significant amount of influence on the behaviour of states (Finnemore & Sikkink, 1998). Specifically, scholars focus on how norms are developed by IOs and how these norms affect states (Finnemore & Sikkink, 1998, p. 894). A norm is considered to be behaviour that is accepted by the society and the society acts on it accordingly. In order to execute their role as ‘missionaries’, as IOs call themselves, they need certain levels of influence to shape the activities of states in protecting the rights of children during refugee crises. These sources of influence are the ‘rational-legal authority’ of IOs and the ‘knowledge and expertise’ that IOs possess (Barnett & Finnemore, 1999, p. 707). Both types of IO authority have different effects on the behaviour of states (Finnemore & Sikkink, 2001). Finnemore and Sikkink (1998) distinguished the effect that norms have on political change in three steps, namely norm emergence, norm cascade and internalization.

First of all, the rational-legal authority that IOs represent is a type of IO authority that is used to influence states (Barnett & Finnemore, 1999, p. 707). This source of influence consists of two elements, namely rationality and legality.

3.2. Legal aspect of rational-legal authority

The legal aspect means that the authority of an IO is secured in legal procedures and rules and this implies that the authority of IOs is based on impartial activities (Barnett & Finnemore, 1999, p. 707). The perceived impartiality of IOs influences the adherence of national governments to international agreements (Joachim, Reinalda, & Verbeek, 2008, p. 12). The more a government perceives an IO as impartial, the higher the chance that a government obliges to international commitments (Joachim, Reinalda, & Verbeek, 2008, p. 12).

3.3. Rational aspect of rational-legal authority

The rational aspect of rational-legal authority means that IOs use knowledge that is recognized by the society to make rules and determine how the goals of IOs are being followed (Barnett & Finnemore, 1999, p. 707). IOs claim that they know how to create the better life (Barnett & Finnemore, 1999, p. 713), which implies that IOs act according to the interests of the society.

The rational aspect of rational-legal authority enables IOs to exert influence and is therefore used to elaborately explain how IOs influence governments during humanitarian and development interventions and why rational-legal authority matters for the behaviour of governments.

3.4. Rational aspect of rational-legal authority during humanitarian interventions

During humanitarian interventions, IOs try to receive the support of states to embrace their norms (Finnemore & Sikkink, 1998, p. 895). IOs can do this by means of showing that something is wrong or inappropriate (Finnemore & Sikkink, 1998, p. 900). In the case of humanitarian assistance, IOs will show that the provision of basic services, such as nutrition and education, are poorly covered, and that these services should be seen as priorities during an emergency. According to Finnemore and Sikkink (1998), the way to discover what is inappropriate is to listen to the judgements of a society. Constructivism focuses on ideas and understandings that are widely shared and these ideas construct the interests and identities of actors (Adler, 1997). State identity, in turn, shapes preferences and activities of states (Finnemore & Sikkink, 2001, p. 398). Thus, the ideas of the society shape the identity of a government and this will translate to certain government behaviour. Therefore, it is important for an IO to persuade governments to embrace a norm, thereby using knowledge that is recognized by the society. The behaviour of the government may result in ‘norm emergence’ as the first stage of the evolution of norms (Finnemore & Sikkink, 1998).

Since IOs aim to shape the activities of states by developing, articulating and transmitting norms (Barnett & Finnemore, 1999, p. 713), the response of the government may result in setting the issue of children’s rights on the agenda (Joachim & Verbeek, 2004, p. 4). Government behaviour then consists of recognizing the need to change norms and does this by putting the rights of refugee children on the national government agenda (Finnemore & Sikkink, 1998, p. 900). Agenda-setting, however, does not ensure the protection of the rights of refugee children in the future. In order to effectively respond to future crises, governments must translate these norms into national legislation. This leads us to development interventions that IOs provide as well.

3.5. Rational aspect of rational-legal authority during development interventions

When emergency response to a refugee crisis is progressing successfully, the necessity for long-term solutions comes up. Since humanitarian interventions show the emergence of governments embracing norms developed by IOs, development interventions go a step further. As mentioned earlier, the second stage in the 'life-cycle' of norms is norm cascade. International socialization is the driving factor behind the process of norm cascade (Finnemore & Sikkink, 1998, p. 902). During norm cascade, states care about their reputation towards other states, also known as international legitimation (Finnemore & Sikkink, 1998, p. 903). IOs influence states in adhering to international norms (Claude, 1966). International legitimation may imply that states value their international reputation and do not consider the domestic perceptions of their own citizens. However, international legitimation is associated with domestic legitimacy that is held by its domestic citizens (Finnemore & Sikkink, 1998, p. 903). This means that the domestic society judges their government compared to international governments (Finnemore & Sikkink, 1998, p. 903). IOs can thus use the recognized knowledge of the society to enforce governments to comply to international norms. Compliance to international norms may lead to the fact that other states think well of the state that complies. This, in turn, affects the domestic legitimacy in that the society positively judges their own government and obeys to its rules and laws (Finnemore & Sikkink, 1998, p. 903). The domestic legitimacy can be seen as an incentive for states to conform with rules and norms (Barnett & Finnemore, 2004, p. 7). As Finnemore and Sikkink (1998) argue, international organizations are agents of socialization by forcing governments to adopt new policies and laws. Development interventions aim to ensure sustainable interventions and this can be ensured through adopting laws by national governments.

3.6. Knowledge and expertise during humanitarian interventions

The second source of IO authority is the knowledge and expertise that IOs possess (Barnett & Finnemore, 1999, p. 707), because they devote their time to specific issues (Joachim & Verbeek, 2004, p. 6). This makes IOs 'unique', since they possess information that is not held by others (Barnett & Finnemore, 1999, p. 708). This is visible in the cooperation between IOs and governments during humanitarian interventions. IOs can use their knowledge and expertise by classifying actions (Barnett & Finnemore, 1999, p. 710). Humanitarian interventions are considered to be the provision of basic needs, such as food, health and education. Humanitarian interventions must be distinguished from other categories of interventions, such as development interventions, because the beginning of a crisis requires physical and material assistance, and is not limited to legal protection (Barnett & Finnemore, 2004, p. 82). IOs therefore use their knowledge and expertise to classify humanitarian interventions and influence the decisions of governments to provide this assistance. Since IOs have expertise in setting up basic emergency services, IOs can teach governments how to effectively set up emergency aid. In turn, the behaviour of governments can be expressed in the cooperation with IOs in setting up education facilities, providing food and ensuring clean water.

3.7. Knowledge and expertise during development interventions

IOs use their authority in much broader areas, such as influencing governments to constitute the world (Barnett & Finnemore, 2004, p. 7). IOs then use their knowledge to define a meaning, create new interests and define norms of behaviour (Barnett & Finnemore, 2004, p. 7). IOs try to create new interests for governments in terms of focussing on longer-term solutions to prevent crises in the future. IOs are empowered to define a problem, what problem it is and who is responsible for providing solutions (Barnett & Finnemore, 2004, p.

7). During development interventions, IOs try to increase the role of governments in order to ensure that the activities are sustainable and will continue when IOs do not operate any longer in the country. Moreover, the final stage in the norm 'life cycle', as Finnemore and Sikkink (1998) call it, is internalization. This stage marks the acceptance of norms by actors and ensures automatic conformance with norms, because the norm is taken for granted (Finnemore & Sikkink, 1998, p. 904). The norm is no longer questioned and thus, the behaviour of governments can be explained as translating the norm into national legislation. In this way, norms are enshrined in legislation and this implies that norms are internalized into the domestic system.

4. Operationalization of the independent and the dependent variables

4.1. Independent variable: humanitarian interventions

In order to understand the existence or absence of the independent and the dependent variables, the operationalization of both variables is required. The independent variables are the two approaches of UNICEF, namely humanitarian and development interventions. Humanitarian interventions are operationalized as the cooperation with intergovernmental organizations and non-governmental organizations and the federal Ethiopian government. Furthermore, humanitarian interventions exist when access to temporary education facilities and short-term trainings is ensured. In addition, the use of education specialists who are seconded by UNICEF prove that humanitarian interventions occur.

4.2. Independent variable: development interventions

Development interventions are operationalized as strengthening systems and structures. Moreover, involving the community in education projects, ensures the sustainability of education facilities.

4.3. Dependent variable: low level of child refugee protection

The dependent variables are the levels of child refugee protection by the Ethiopian government. These two levels are low level and high level of protection.

Low level of child refugee protection is operationalized as the provision of access to education only, without prioritizing the quality of education.

Furthermore, the fact that refugee children are excluded from the national education system, causing a lack of qualified teachers, overcrowded class sizes and lack of quality education, represents the low level of child refugee protection.

4.4. Dependent variable: high level of child refugee protection

High level of child refugee protection is operationalized as the integration of refugee communities with host communities, which means that refugee children are included into the national education system. The integration of refugees with host communities ensures the improvement of quality education, which is also an indicator for high level of protection. In addition, capturing the rights of refugee children into national legislation is seen as a high level of child protection, such as the provision of a legal identity for refugee children to attend schools.

Furthermore, the fact that the government takes leadership, which can be seen by means of running schools and taking over the Assessment for Learning (AfL) operations, thereby providing textbooks and other education resources, indicates that the Ethiopian government provides high level of protection.

The above-mentioned indicators for a high level of child refugee protection do not have to be present at the same time. The Ethiopian government is working on its leadership within the AfL program, so this outcome will follow in the future. The government, however, already shows a high level of refugee child protection by integrating the refugee education system in the national education system, thereby guaranteeing the quality of education.

5. Data and Methods

5.1. Sources

For this research, I used primary and secondary sources to answer the research question.

Primary sources consist of reports from UNICEF that explained UNICEF's strategy in providing humanitarian and development aid in Ethiopia. Other primary sources consist of Ethiopian laws that were provided by the government. This enables the researcher to demonstrate changes in state behaviour. Secondary sources include academic journals, books and handbooks. These sources were gathered using the snowball technique. This enables the researcher to trace all relevant literature regarding the influence of IOs on the national government to protect children's rights systematically.

5.2. Interview

In addition, I made a non-standardized expert survey as a means of data collection. I sent the survey to an expert from UNICEF who worked in Ethiopia. Before I sent the survey, I asked for the consent of the interviewee to mention her name in my thesis. I also gave her the possibility to do the survey anonymously.

As for the format, I used email interviews with open questions (Halperin & Heath, 2017, p. 296) and sent it to the expert. I thus prepared the questions beforehand, which may imply the use of structured interviews, but this type of interviews usually does not contain open questions. Therefore, I used the format of email interviews as a way of collecting data (Halperin & Heath, 2017, p. 296). The researcher then sends the interview questions via email and the interviewee returns the questions as soon as he or she filled in the questions (Halperin & Heath, 2017, p. 296).

The use of email interviews may encourage interviewees to give open reactions and turn into directions that may be avoided when speaking face-to-face (Halperin & Heath, 2017, p. 296).

A disadvantage, on the other hand, is that it takes more effort on the side of the respondent, since he or she has to take the time to read and answer the questions (Halperin & Heath, 2017, p. 296).

This method of data generation is suited for the empirical analysis, since it provides the ability to investigate the level of influence that UNICEF has on the Ethiopian government. However, using reports that are written by UNICEF or using documents written by the Ethiopian government can create biases and may result in a research that is not objective. In order to reduce the chance of biases in my research, I also used documents provided by other international organizations that focus on the protection of children's rights, such as the United Nations High Commissioner for Refugees (UNHCR). By using external sources, I can test the influence of UNICEF on the Ethiopian government in an objective way. I recognized the influence of other international organizations and acknowledged that UNICEF did not act alone on the protection of children's rights in Ethiopia.

5.3. Research design

The research design I choose is the within case study design. I did a within case comparison in which I compared UNICEF's influence on the government of Ethiopia during humanitarian interventions and during development interventions. UNICEF is active in a huge number of countries worldwide. It is, however, impossible to highlight every single case, but the universe of cases require some explanation regarding the deviancy of Ethiopia compared to other countries. The deviancy of Ethiopia has to do with the dependent variable, namely the level of protection by the Ethiopian government to protect children's rights. Ethiopia can be seen as a model for other country offices of UNICEF (Solomon, 2017). The Ethiopian government shows leadership in establishing growth and transformation in Ethiopia by

linking the annual work plans that the government signed with UNICEF with the already existing priorities of the Ethiopian government (Solomon, 2017). In other cases, such as Sudan, the government is committed to implement policies and programs regarding children's protection and development, but the leading role of the Sudanese government is not visible yet (UNICEF, n.d.). In the case of Angola, for example, UNICEF and the government of Angola are in the process of drafting annual work plans, which will allow the establishment of joint actions for the protection of children (Agencia Angola Press, 2019). The fact that the Ethiopian government has already made a policy (the Growth and Transformation Plan), not only shows the recognition and the willingness of the government, but it also demonstrates the strength to act and the leadership of the Ethiopian government to achieve the protection of children's rights.

5.4. Process tracing

Process tracing is a method for a within case analysis and is used to trace causal mechanisms (Beach & Pedersen, 2013, p. 2). Process tracing in this research is used to link the influence of UNICEF to the level of protection by the Ethiopian government. It is, for example, explained that trainings provided by UNICEF contribute to an increasing knowledge on the side of the Ethiopian government and that UNICEF developed recognition by the government, thereby developing a program that is led by UNICEF and the government of Ethiopia.

5.5. Generalizability

A limitation of using case studies can be that results are not generalizable to other situations beyond the case study, because of a small-N (Gerring, 2007, p. 43). This case study, however, is applicable to other countries as well, because UNICEF operates in countries with similar

contexts. A huge number of countries deal with common problems of refugee crises, displaced children and natural hazards.

It is also more generally applicable to interventions by IOs and states during human rights crises.

6. In-depth case study

Before conducting the in-depth case study on the varying influence of UNICEF in the cooperation with the Ethiopian government and the behaviour of the Ethiopian government, the domestic situation in Ethiopia is briefly explained.

6.1. Situation in Ethiopia

Ethiopia suffers from inter-ethnic conflicts which are caused by, among others, disagreements about the possession of land, water resources, and access to state resources (Aalen, 2002, p. 70). Clashes between ethnic groups started in 1995 between the Gedeo, based in Southern Nations, Nationalities, and Peoples' Region and the Oromo, the largest ethnic group in Ethiopia in the West Guji zone (Kinfemichael, 2014, p. 60). In 2018, these conflicts became even heavier and led to the displacement of more than 1.5 million people in Ethiopia, nearly all of them within the country (UNHCR, 2019). When the current Prime Minister, Abiy Ahmed, was elected in April 2018, optimism rose in Ethiopia, due to the fact that Abiy Ahmed put an end to the ongoing conflict with neighbouring country Eritrea (BBC, 2019). Despite positive developments in the country, fighting between ethnic groups continued.

In addition to the crisis of displacement domestically, Ethiopia is a country that hosts populations of foreign refugees from Somalia, Eritrea, and Sudan (UNICEF, Situation report June 2014). Moreover, Ethiopia suffers from natural disasters, such as floods and droughts, causing a huge number of people leaving their homes (Ministry of Finance Ethiopia and UNICEF Ethiopia, 2019).

6.2. The role of UNICEF in Ethiopia

UNICEF has a long history of cooperation with Ethiopia (UNICEF, n.d.). Ethiopia ratified the CRC in 1991 (Cuninghame, Adefrsew, Martinez, & Rayment, 2018, p. 12) and UNICEF

supports the Ethiopian government to protect displaced children and refugee children (UNICEF, n.d.). UNICEF has a mandate to protect the rights of all children (UNICEF, n.d.) and influences national governments to ensure the protection of emergency needs. The beginning of 2014 marks a sudden influx of refugees coming to Ethiopia (UNICEF, Situation report March 2014). UNICEF responded to this humanitarian crisis by providing emergency needs (food, medicines and education materials) to refugee children as well as to Ethiopian children who were displaced due to ethnical conflicts (UNICEF, Situation report March 2014). Although humanitarian interventions continue to provide the needs of children in refugee crises, long-term development interventions emerge as well as part of UNICEF's strategy by strengthening systems and structures (UNICEF, 2019). Alexandra Westerbeek, a former chief in communication, advocacy and partnerships in Ethiopia, explains that the cooperation between UNICEF and the Ethiopian government is based on a five-year plan, including both humanitarian and development interventions (A. Westerbeek, personal communication, December 23, 2019). UNICEF thus also influences the Ethiopian government to ensure that children's rights are protected in the future.

UNICEF protects children's rights in various sectors. The following case study highlights one particular sector that involves children's rights, namely the education sector.

6.3. Education during humanitarian interventions

The education sector is a highly important sector for the protection of children's rights, since education is intertwined with other rights, such as reducing poverty, promoting sustainable economic growth and increasing health conditions (UNICEF, 2019). The right to education is a basic human right (UNICEF, 2019, p. 12) and must therefore be provided during humanitarian interventions. During humanitarian interventions in Ethiopia, UNICEF focuses

on short-term actions, such as the provision of temporary learning facilities, emergency education supplies and training of teachers by education specialists (UNICEF, Situation report April 2014). This aid is led by UNICEF and Save the Children (UNICEF, Situation report June 2014). The contribution of the Ethiopian government during humanitarian interventions is thus not visible, since UNICEF provides for the education supplies. This is confirmed by Westerbeek who states that the Ethiopian government does not want to focus on emergencies and humanitarian response (A. Westerbeek, personal communication, December 23, 2019). Instead, the government wants to focus on building resilience and reducing risks that come with disasters (A. Westerbeek, personal communication, December 23, 2019).

In 2017, however, it is noticed that the Ethiopian government leads the humanitarian response (UNICEF, Situation report May 2017). This shows a different type of government behaviour than in the beginning of the refugee crisis in 2014, because during that time, UNICEF led the activities in the education sector. At the same time, cooperation with UNICEF regarding education continues (Government of Ethiopia, 2017). In the Humanitarian Requirements Document (HRP) of 2017, it is visible that the government provides short-term, temporary solutions, such as the establishment of temporary learning centres (Government of Ethiopia, 2017, p. 22). This prioritization by the government of 'basic' education facilities shows a low level of protection. The changing behaviour of the Ethiopian government can be attributed to the fact that UNICEF influenced the government by teaching the importance of temporary learning facilities.

Furthermore, the Ministry of Education, together with UNICEF, provides nutrition and water, sanitation and hygiene facilities in order to motivate parents to send their children to school (Government of Ethiopia, 2017, p. 22). These provisions are clearly humanitarian interventions and aim to get children into schools. The response of the government is thus the

provision of access to school, without taking into account the quality of education, which shows a low level of child refugee protection.

Another factor that illustrates the limited response of the Ethiopian government regarding education is the fact that learning materials, such as textbooks, black boards and teachers' kits, are provided by UNICEF during humanitarian interventions and not by the federal government (UNICEF, Situation report September 2015). Parents are unable to pay for learning materials and this causes a huge rate of absenteeism among refugee communities (Government of Ethiopia, 2017, p. 21). Furthermore, the lack of water facilities and school feeding programs is another driving factor behind the absenteeism in schools. The government's inability to provide for educational facilities, including education materials and nutrition and hygiene, may lead to certain behaviour by the community that education is not seen as a priority. Lack of awareness among parents regarding the benefits of education, which is caused by a lack of knowledge, is the most important factor for low enrolment in education in Ethiopia (Ministry of Education and UNICEF, 2012, p. 47).

School feeding and sanitation facilities that are provided within the education system are incentives for parents to send their children to school (Government of Ethiopia, 2017, p. 22). In order to provide these basic services for children, UNICEF raised awareness among the Ethiopian government for the provision of water in education facilities (UNICEF, Situation report June 2016). UNICEF did this by means of financing the development of water and sanitation services in schools (UNICEF, Situation report June 2016). The fact that UNICEF chose to influence the Ethiopian government by means of financial support may imply that the provision of water facilities in schools required immediate response in order to stimulate the enrolment of children in education. The connection between the provision of safe drinking water and hygiene in schools and the enrolment rate can be made based on experience.

UNICEF has the experience of providing humanitarian interventions regarding education facilities and therefore links the improvement of water facilities with a higher enrolment rate. The Ethiopian government started to recognize the positive contribution of school meals (UNICEF, Situation report June 2016), and this recognition also needs to develop for the case of water services. The behaviour of the Ethiopian government can thus be explained as norm emergence, because the government needs to recognize that the provision of access to education involves more than only the construction of schools.

The changing behaviour of the Ethiopian government can be seen in the replacement of the Humanitarian Requirements Document by the Humanitarian and Disaster Resilience Plan (HDRP) (A. Westerbeek, personal communication, December 23, 2019). This step represents the aim of the government to focus on long-term development, thereby linking its humanitarian response to development programmes (A. Westerbeek, personal communication, December 23, 2019).

6.4. Education during development interventions

As mentioned earlier, development interventions are defined as interventions that are enhanced through national governments (Macrae, 2012). This is visible in the strategy of UNICEF when providing development interventions. In terms of the education sector, UNICEF worked on an integrated multi-sectoral approach that links education with other child protection services, such as health (UNICEF, 2018, p. 1). The programme that UNICEF initiated is called 'Building self-reliance for refugees and vulnerable host communities by improved sustainable basic social service delivery' (UNICEF, 2018, p. 12). Within this programme, UNICEF organized workshops for, among others, the Ethiopian Ministry of Education to develop the integration of refugee schools into the national education system

(UNESCO International Institute for Educational Planning, 2018). The Ethiopian government responded to UNICEF's advocacy by establishing a new refugee law that aims to include refugees into national systems, like the education and health systems (UNHCR, 2019). The changing refugee law tries to ensure that refugees become self-reliant, which is exactly what UNICEF taught the government during their workshops (UNHCR, 2019). The new refugee law consisted of an amendment, Vital Events Registration and National Identity Card proclamation, 2017, art. 2 (1) (Federal Democratic Republic of Ethiopia, 2012), to an existing law, Registration of Vital Events and National Identity Card Proclamation, 2012, art. 3(1), which gives refugee children the possibility to register their birth (UNHCR, 2018, p. 7) and gain access to primary education (Cunningham, Adefrsew, Martinez, & Rayment, 2018, p. 91). Together with UNHCR and the government, UNICEF contributed to the development of this amendment (UNHCR, 2018, p. 7). UNICEF, in particular, influenced the government by means of teaching the government new norms, meaning that the government had to recognize that the Ethiopian refugee community could be transformed by changing the education system. The government of Ethiopia, in turn, ensured a high level of child protection, because the legal identity of refugee children is ensured in national legislation, thereby guaranteeing that refugee children can attend school and build on their future.

Moreover, UNICEF used the knowledge of the Ethiopian society during development interventions to change social norms and thereby influences the Ethiopian government. In their Education Strategy of 2019-2030, UNICEF states that it generates community demand through campaigns and trainings at the country-level (UNICEF, 2019, p. 41). One example of a teacher training, that is led by UNICEF and the Ministry of Education, is the Assessment for Learning (UNICEF Ethiopia, 2019). The need to address the poor provision of education facilities and the lack of quality in education in refugee camps came from the community

itself (Westfall, 2018). An Ethiopian student and a refugee from South Sudan who stayed in Ethiopia addressed the inequalities they saw, such as unskilled teachers, overcrowded classes and the non-accessibility of national education services (Westfall, 2018). It is not difficult to notice these differences and thus, this knowledge is recognized by the Ethiopian community and the community clearly asks for improvements. UNICEF used this recognized knowledge to influence the Ethiopian government and developed the Assessment for Learning together with the Ethiopian Ministry of Education (UNICEF Ethiopia, 2019). The programme prioritizes the quality of education, meaning that there is a shift from access to education to access to learning (UNICEF Ethiopia, 2019). The government's response consists of changing education structures in order for teachers to receive information on student's learning through continuous assessment approaches (UNICEF Ethiopia, 2019). It also includes providing teachers with teaching material, modules to teach students and trainings in teaching and assessment techniques (UNICEF Ethiopia, 2019).

In addition, UNICEF and the Ministry of Education are planning to reach sustainability by 2020, meaning that the Ethiopian government takes over the entire AfL operations (UNICEF Ethiopia, 2019), which shows a high level of child refugee protection. This indicates that the expected behaviour of the government during development interventions is to eventually become the main provider of teaching resources and is responsible for evaluating AfL operations to measure the impact of the activities and ensure that communities stay involved.

Finally, the government delegated the task to UNICEF to create a strategy for the OneWASH program (Godfrey, 2016). The OneWASH program was meant to provide safe drinking water in schools (Federal Ministry of Education, 2015, p. 67). This illustrates the high level of protection on the side of the Ethiopian government to ensure safe drinking water in schools and shows the recognition of the government that water and sanitation facilities contribute to

healthy and accessible school environments. Once the government recognizes the need for improved water and sanitation facilities in schools, it accepts that norms must be changed and allows for the integration of these norms into the education system.

The standards for water and sanitation facilities in schools are made conforming the OneWASH strategy (Federal Ministry of Education, 2015, p. 67). Since UNICEF developed the strategy for the OneWASH program, it implies that UNICEF's influence on the Ethiopian government can be described as providing knowledge and expertise, thereby framing the issue of water usage in schools in such a way that the government implements the strategy according to UNICEF's interpretation.

7. Conclusion

It can be concluded that UNICEF influences the Ethiopian government to protect children's rights to education by using their humanitarian and development approach. During humanitarian interventions, UNICEF influenced the Ethiopian government by using their knowledge and expertise to show how to provide for temporary learning facilities and education materials. UNICEF's influence resulted in recognition by the Ethiopian government to protect the rights of refugee children in the beginning of a refugee crisis. The government responded by providing a low level of protection of refugee children, because the government ensured access to basic and short-term education facilities and did not focus on the quality of education.

During development interventions, UNICEF influenced the Ethiopian government by means of using their knowledge to teach the Ethiopian government new forms of behaviour. UNICEF thereby focussed on the sustainability of the refugee community, which shows that UNICEF focuses on development interventions. Therefore, UNICEF used the community itself to influence the Ethiopian government. UNICEF did this by using campaigns and trainings, meaning that UNICEF increased the knowledge of the community to develop community demand. The government responded by integrating the refugee education system in the national education system, which requires a change in the education system and ensures the protection of refugee children in the long-term. This shows a high level of protection on the side of the Ethiopian government.

The case of UNICEF teaches us that IOs can exert different ways of authority alongside each other. One way (humanitarian interventions) does not have to exclude the other way (development interventions) of exercising authority. The literature on IO authority tells us that

IOs have the ability to make decisions independent of the control of member states (Barnett & Finnemore, 1999, p. 705). UNICEF, however, operates in countries, thereby using their development interventions to exert authority. This research demonstrates that development interventions are meant to reduce the dependency of national governments on international actors. The case of UNICEF thus teaches us that exercising authority by IOs can mean that IOs take decisions and thereby cooperate with member states instead of making the decisions independent of member states.

The findings carry implications for future research on how IOs exert authority. First of all, further research is necessary on whether or not the authority of international organisations is decreasing or increasing nowadays, as the world stage changes in a rapid pace. This includes investigating the rising influence of dominant powers, such as the United States, China and Russia, on the one hand and the increasingly interdependent world that requires expert-based knowledge on the other hand.

Secondly, policymakers must realize that international organizations may have different interpretations of what specialized and reliable knowledge is for the creation of policies.

This study also deals with some limitations. First of all, the outcomes on the dependent variable as described in the analysis cannot be attributed to UNICEF's influence alone. Additional factors, such as other IOs and NGOs, the composition of the Ethiopian parliament or the economic stability of Ethiopia, could have played a role as well in the response of the Ethiopian government.

Secondly, the limited number of interviews did not support the thesis with different points of view regarding the topic. Therefore, the parts in the analysis that were based on the interview

can create a biased position towards UNICEF, but this is straightened by using external resources that support the conclusion regarding UNICEF's contribution.

“People in Ethiopia, the Sudan, etc., don't know Audrey Hepburn, but they recognize the name UNICEF. When they see UNICEF, their faces light up, because they know that something is happening.” (Hepburn, 2017). This quote shows the importance of the contribution by UNICEF to promote the protection of children's rights in Ethiopia. This thesis shows that the Ethiopian government recognizes this importance and is willing and able to take over UNICEF's activities.

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Appendix - Email interview

Respondent: Alexandra Westerbeek – Former Chief at UNICEF in communication, advocacy and partnerships in Ethiopia.

The purpose of the thesis is to investigate how UNICEF uses different strategies to influence the national government of Ethiopia to protect children's rights during refugee crises. As UNICEF focuses on various aspects of child protection, this thesis limits the sector regarding child protection to education.

The strategies of UNICEF are defined in this thesis as humanitarian and development interventions, as is also mentioned on the website of UNICEF that the organization operates via humanitarian and development interventions. Humanitarian interventions are defined as short-term actions that focus on providing basic rights (nutrition, health, WASH, education). In terms of the protection of the right to education, humanitarian interventions aim to provide temporary education facilities and use education specialists seconded by UNICEF. Humanitarian aid is perceived to be given outside state structures or in cooperation with the federal government.

Development interventions, on the other hand, aim to achieve long-term goals by focusing on sustainable interventions that allow for a continuing effect of the actions. These interventions support structures and systems and use the involvement of the communities to ensure sustainable interventions. Development interventions eventually aim to let the Ethiopian government lead the programmes regarding children's education in the future.

Since humanitarian and development interventions aim at different achievements, this thesis investigates how UNICEF influences the Ethiopian government during these two interventions to protect the rights of children to education.

1. UNICEF states that it operates through humanitarian and development interventions. What does UNICEF focus on during humanitarian interventions when protecting the right to education during refugee crises?

Primary education access. Structures (tents, structures and classrooms) teacher training (capacity development, no formal teacher training), school materials. (for both teaching and learning – like school in a box). In some cases, like in Ethiopia peace education and sports for development and psychosocial support activities.

For example, through construction of temporary primary school classrooms in refugee camps of Gambella and Benishangul-Gumuz regions, children accessed educational services. Construction was also initiated for primary school classrooms, and some secondary school classrooms and four host-refugee inclusive secondary schools. Primary schools in refugee camps participated in the national school standard assessment conducted by regional education bureaus to integrate refugee schools into the national education system. An assessment of education quality in refugee schools against a pre-defined set of indicators (26 I think) informs the development of school improvement plans and the inclusion of refugee education priorities in woreda education plans. These investments increase the consistency and effectiveness of refugee education and regional coordination, thus accelerating Comprehensive Refugee Response Framework implementation.

2. What does UNICEF focus on during development interventions when protecting the right to education during refugee crises?

Not sure I understand the question. We work with both refugee and host communities as to avoid issues between the 2 groups. In addition, there are many humanitarian

needs related to internal conflict / civil strife / droughts / floods etc. UNICEF supports the education cluster to conduct education needs assessment when and where required.

3. How does UNICEF cooperate with the Ethiopian government when UNICEF provides humanitarian interventions regarding education?

UNICEF has a cooperation agreement with the GoE for usually 5 years (depending the UNDAF cycle) and develops yearly work plans with the government. When it comes to refugees, UNHCR is the lead agency. OCHA is the coordinating body when it comes to humanitarian issues (like drought, floods etc). When it comes to education, the 5-year plan includes both development and humanitarian. The UNICEF Ethiopia Learning and Development programme contributes to achievements in the national Education Sector Development Plan V (2015-2020), which articulated the strategies by which the country will achieve SDG target 4.1 (all children learning) and 4.2 (early childhood education, ECE).

4. How does UNICEF's role towards the Ethiopian government differ during their humanitarian and development interventions?

Prompted by global efforts and commitments to address structural causes of crises following the 2016 World Humanitarian Summit, the context in Ethiopia was increasingly defined by development programming and financing with a view to reduce humanitarian needs, risks and vulnerabilities. For example, in 2018, the country's national planning document for the annual humanitarian response, the Humanitarian Requirements Document, was replaced by the Humanitarian and Disaster Resilience Plan (HDRP). This represented a step towards a multi-year planning framework which links humanitarian response with longer-term prevention,

recovery and systems strengthening. UNICEF Ethiopia contributed to the HDRP and its mid-year revision and supported the development of eight regional Emergency Preparedness Response Plans and the National Flood Contingency Plan. UNICEF Ethiopia's strong field presence allowed for intimate knowledge and response that considered regional diversity. The increasing humanitarian needs warrants a shift in humanitarian programming with a stronger focus on conflict preventive and sensitive approaches, prioritizing advocacy and capacity building efforts.

5. What does UNICEF try to achieve at the federal Ethiopian government when providing humanitarian interventions?

The humanitarian response in Ethiopia is led by the National Disaster Risk Management Commission (NDRMC) through the federal and regional Disaster Risk Management Technical Working Groups (DRMTWGs). UNOCHA coordinates the humanitarian response of UN agencies and NGOs in support of the Government-led humanitarian response. The Government as well as the sectoral clusters prioritize the emergency response based on targeted hotspot *woredas* (districts) and the Humanitarian Response Plan (HRP).

UNICEF leads the Nutrition and WASH Clusters, co-leads the Education Cluster with Save the Children and co-leads the Child Protection and Gender-Based Violence Area of Responsibility (AoR) with UNFPA. UNICEF is also providing coordination support to regional coordination hubs in Oromia and Somali regions and at the sub-regional level in Emergency Operations Centres (EOCs) in West Guji, Gedeo and Nekemte. UNICEF participates in the in-country interagency PSEA Task Force.

6. What does UNICEF try to achieve at the federal Ethiopian government when providing development interventions?

Each country office, including Ethiopia carries out UNICEF's mission through a unique programme of cooperation developed with the host government. This five-year programme focuses on practical ways to realize the rights of children and women. Their needs are analysed in a situation report produced at the beginning of the programme cycle.

Your question really depends on the year / planning cycle. I suggest you have a look at the following for the most recent CPD: https://www.unicef.org/about/execboard/files/2016-PL2-Ethiopia_CPD-ODS-EN.pdf

7. As mentioned in a UNICEF report, UNICEF developed the Assessment for Learning in order to equip teachers with skills and resources to implement continuous assessment techniques to improve the quality of teaching. Since UNICEF developed this teacher training program and leads the program together with the Ministry of Education, how did UNICEF influence the Ministry of Education to take part in this program?

It is part of our Country Programme Document (see link Q 6) which is signed off by GoE and UNICEF. UNICEF is invited by the GoE to assist the government meet its national plan of action.

- 8. UNICEF focuses on the provision of knowledge to the communities in Ethiopia via trainings of teachers and awareness-raising workshops among parents. How does UNICEF use the knowledge of the communities to influence the Ethiopian government to protect the rights of refugee children regarding education?**

Evidence based data is key for upstream policy advocacy. Data is an issue in Ethiopia, but we do have quantitative and qualitative data, including KAP studies and education assessments as well as the regular education and DHS studies etc.

- 9. To the implementation or amendment of which Ethiopian laws or policies regarding children's education has UNICEF actively contributed? How did UNICEF contribute to the establishment or amendment of this law or policy?**

UNICEF is not like an NGO. We are invited by the GoE. We have regular meetings (planning, progress, review) with ministries and ministers, JS etc. We are there to support to GoE with policy, laws and budgets.

- 10. What is the attitude of the Ethiopian government towards the aid that UNICEF provides?**

See also questions 4. Ethiopia does not want to focus on emergencies and humanitarian response. Disaster risk reduction and resilience building are preferred. Once again, all 'aid' provided to the GoE has been discussed with the Government. It is important to note however that conflict- and drought-induced displacements overstretches the humanitarian response capacity in Ethiopia, further limiting the capacity of implementing partners and affecting the service delivery of UNICEF Ethiopia's regular programming. Thus, UNICEF Ethiopia works closely with the Government to develop resilient, risk-informed approaches to improve their

preparedness to respond at scale and with quality. The need for cross-sectoral integration is repeatedly highlighted due to structural weaknesses exposed in established systems in various sectors. This required high-level advocacy, adapted service models for remote populations, integrated commodity supply chains, flexible staff deployment and surge budgets, and emergency preparedness planning. In particular, UNICEF highlighted the impact of humanitarian crises on children, with key messages disseminated through social and mainstream media and donor visits, resulting in needed funding for humanitarian response.

