Promoting safety, resilience and social cohesion through and in education: a capacity development process in support of ministries of education

Overview: Incorporating safety, resilience and social cohesion in education sector planning

Draft

Booklet **1**

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ABOUT THE PROGRAMME

The basis for this series of booklets has arisen out of collaboration between the Protect Education in Insecurity and Conflict (PEIC) Programme, and UNESCO's International Institute for Educational Planning (IIEP) and International Bureau of Education (IBE). This collaboration and the overall framework build on the efforts and momentum of a wide range of stakeholders.

The overall purpose of the planning process outlined in these booklets is to strengthen education systems to better withstand shocks from disasters, insecurity or conflicts should they occur and to help prevent such problems. The aim of this programme therefore is to support Ministries of Education (MoEs), at central, provincial and district levels, to promote education systems that are safe, resilient and encourage social cohesion within education sector policies, plans and curricula. As recognized by the Education Cannot Wait campaign (which is within the UN Secretary General's Education First Initiative : 'No matter where a country is in its planning cycle there are opportunities to determine its priorities for conflict and disaster risk reduction and to integrate them into annual or sector plans'[1].

More specifically, the programme objectives are:

1. For a core team to catalyse collaboration between partners to consolidate approaches, materials and terminology on the topics of planning and curriculum to promote safety, resilience and social cohesion.

2. To strengthen a cadre of a) planning, research and training specialists in planning for conflict and disaster risk reduction through education (from ministries of education as well as international experts) and b) curriculum developers experienced in integrating cross-cutting issues into school programmes.

3. To strengthen national training capacities through institutional capacity development with selected training institutes and universities.

The programme offers the following materials and booklets for ministries to consult*:*

A. *An online resource database/website*-*this contains a consolidated set of resources on a range of related topics*

B. *Booklets and training materials on planning and curriculum to promote safety, resilience and social cohesion*

C. **Policy briefs** for senior decision-makers

D. *Case studies and practitioner examples* (these will be part of the online resource database)

E. *Development of monitoring tools and distance learning an innovative monitoring mechanism. This is a self-monitoring questionnaire for MoEs to determine the level of integration of conflict and disaster risk reduction in their current planning processes.*

The various booklets can be read independently, although for clarification of terminology and rationale for undertaking a process of promoting safety, resilience and social cohesion readers should refer to *Booklet 1: An overview of planning for safety, resilience and social cohesion*[2].

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[1] http://www.ineesite.org/uploads/files/resources/201209_GPE-UNGA_call-to-action_EN.pdf

[2] Safety in these materials denotes ensuring the protection and safety of learners, school personnel and facilities; by resilience we are primarily referring to the ability of education systems and learners to withstand, adapt to, and recover from shocks and stresses; and social cohesion includes promoting a sense of belonging, being accepted by others and having a desire to contribute to the common good. See Policy Booklet 1 for the complete definitions used in these booklets.

Booklet 1 – Overview
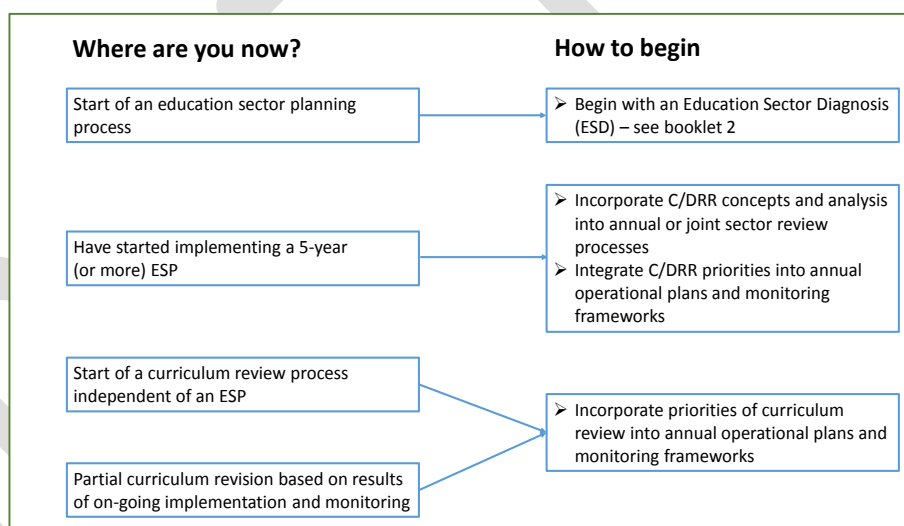
> **Take away points**
>
> - Increasingly crises and disasters in today's world point to the need for education sector plans to address issues related to the:
>   1. Safety and protection of learners, education personnel and assets;
>   2. Resilience of the education system and its ability to provide continuous education regardless of the context;
>   3. Promotion of social cohesion through equitable access to quality education.
> - Integrating safety, resilience and social cohesion in education sector plans will demonstrate the support of decision makers and help align resources with these priorities.

Introduction

The education system can play a vital role in promoting safety, resilience and social cohesion, particularly when these areas are addressed through education sector planning processes. Investments in safety, resilience and social cohesion do not always have to be costly, e.g. practicing safe evacuation from a school building in case of a fire or an event such as a typhoon, ensuring that the education system's data are safely backed up do not require many extra resources. When implemented, such measures can save lives as well as millions of dollars already invested in training teachers and constructing and equipping education facilities. Every ministry of education has an obligation to safeguard children and education personnel from disasters as well as from the harmful effects of conflict. These booklets provide guidance on how to address safety, resilience and social cohesion in all steps of the education sector planning processes.

This booklet is the first of a series of six booklets. It provides the context and background, the rationale as well as an overview of the phases of sector planning. Each of the subsequent booklets speaks in depth about one of the different phases of the planning process. Incorporating safety, resilience and social cohesion in education sector plans cannot wait and therefore can be done at any time – not only at the start of a medium-term sector planning process as shown in Figure 1.

Figure 1.1: Addressing safety, resilience and social cohesion in educational planning processes can occur at any time.

Where are you now?	How to begin
Start of an education sector planning process	➢ Begin with an Education Sector Diagnosis (ESD) – see booklet 2
Have started implementing a 5-year (or more) ESP	➢ Incorporate C/DRR concepts and analysis into annual or joint sector review processes ➢ Integrate C/DRR priorities into annual operational plans and monitoring frameworks
Start of a curriculum review process independent of an ESP	➢ Incorporate priorities of curriculum review into annual operational plans and monitoring frameworks
Partial curriculum revision based on results of on-going implementation and monitoring	

The first step of addressing safety, resilience and social cohesion is to examine how potential disasters and/or conflict may impact the education system. Once risks have been identified education ministries can determine their priorities related to safety, resilience and social cohesion. This is important for education sector planning in all countries regardless of income level because of the:

- o   Direct impact of climate change

- o   Direct impact of conflict and civil unrest

- o   Likelihood of refugees and displacement caused by climate change and conflict, whether these are internal to the country or because of events in a neighbouring country

Why address safety, resilience and social cohesion in education sector planning?[3]

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Box 1.1: Some key facts: social and economic impacts of disaster and conflict

<u>Social Impact</u>
- Every year 100 million children and young people are affected by disasters (UNISDR 2011).
- Fifty percent (28.5 million) of out of school children of primary school age live in conflict affected states; 55% of these are girls (UNESCO 2013: 1)
- Between 2005 and 2009, 50% of people affected by disasters lived in conflict affected fragile states (Harris, Keen and Mitchell 2013: vii)
- Tens of thousands of girls and boys find themselves fighting adult wars in at least 17 countries in different regions around the world (ILO).
- Although statistics on child abuse vary, many abuses occur in schools, whether through corporal punishment or gender based sexual violence (Leach, Dunne and Salvi 2014)
- The average length of time that a refugee or internally displaced person lives in displacement is close to 20 years, yet displacement is most often managed as a short-term humanitarian crisis (World Bank 2014: 151).

<u>Economic Impact</u>
- Disasters have cost the world more than US$1 trillion since 2000 (INEE Education Cannot Wait 2013).
- With a 10% cut in military spending globally 9.5 million more children could go to school (UNESCO 2011: 2).
- If the world had been just 25% more peaceful in 2010 the global economy would have gained over US$2 trillion (Institute for Economics and Peace).
- Less than 1.4% of humanitarian aid goes to education (UNESCO 2013: 1).
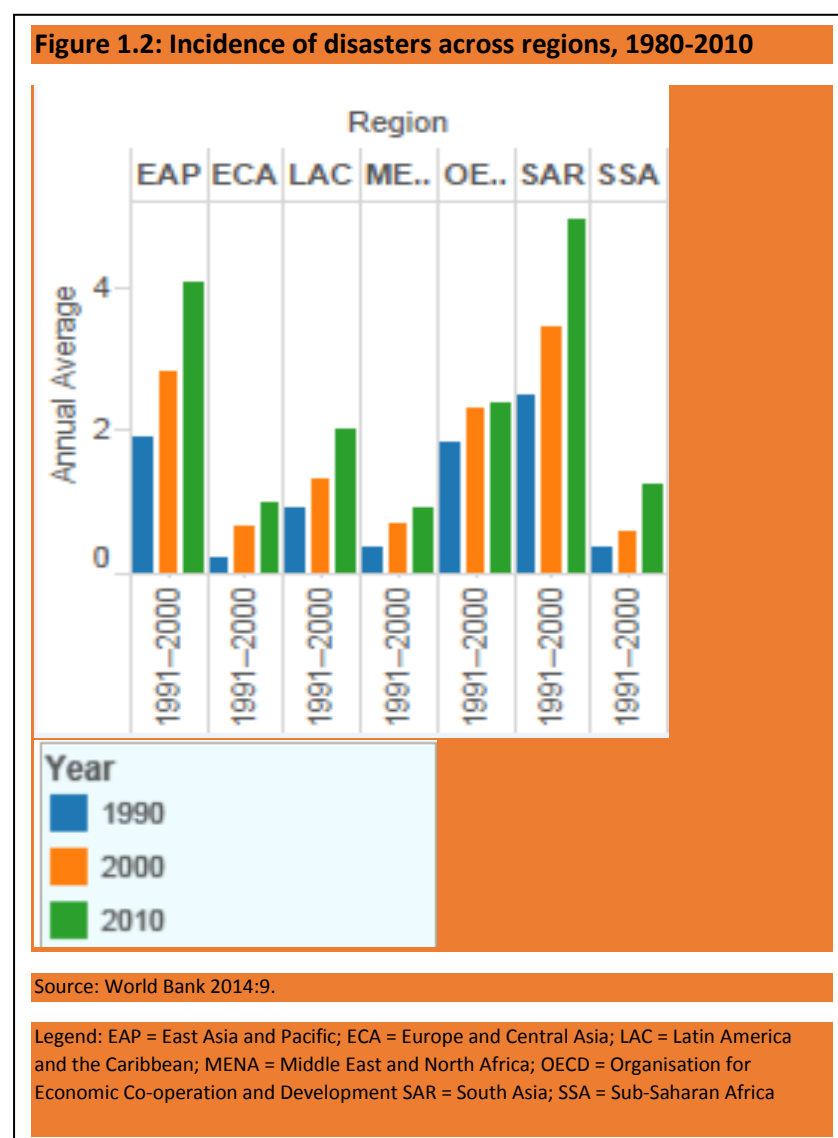
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The key facts in Box 1 illustrate the critical need to integrate safety, resilience and social cohesion into traditional educational planning processes. Countries have invested millions of dollars in education systems – for schools, other education institutions, teacher salaries and training, equipment and learning materials – only to see those investments devastated by disaster or conflict, or stretched beyond capacity by an influx of IDPs or refugees. As 50% of the world's out-of-school children live in conflict-affected states and "no single country affected by conflict has achieved any of the Millennium Development Goals" (World Bank, 2013), there is a dire need to act urgently.

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[3] This section is adapted from IIEP (2012). *Introduction to conflict and disaster risk reduction (C/DRR) and education sector planning.* Module 1 of the IIEP Distance Course *Educational Planning for Conflict and Disaster Risk Reduction*. Paris: UNESCO IIEP. http://cvi.iiep.unesco.org/mod/resource/view.php?id=3731 (requires login)

The impact of disasters and conflict on populations and education systems

The impact of disasters

The incidences of disasters resulting from natural hazards have been increasing in all regions of the world over the last three decades (see Figure 1.2).

Figure 1.2: Incidence of disasters across regions, 1980-2010

Source: World Bank 2014:9.

Legend: EAP = East Asia and Pacific; ECA = Europe and Central Asia; LAC = Latin America and the Caribbean; MENA = Middle East and North Africa; OECD = Organisation for Economic Co-operation and Development SAR = South Asia; SSA = Sub-Saharan Africa

The World Bank (2014: 3) reports that "More people die from drought in Africa than from any other natural hazard." According to the *2011 Global Assessment Report on Disaster Risk Reduction*, "Earthquakes, tsunamis, tropical cyclones, floods and droughts are physical events which can be measured and modelled. But while their causes and impacts are increasingly well understood, the escalating losses associated with these events indicate that most governments have yet to find effective ways of reducing and managing the risks they pose."[4]

Between 2000 and 2011, the total amount of estimated disaster damage worldwide was approximately one trillion US$. In 2012 alone, 123 million people were affected by disasters[5].

Furthermore, both conflicts and disasters often result in the large-scale displacement of populations. At the end of 2012, UN data reported a total of 45.2 million people displaced worldwide[6] and in 2013 UNHCR reported "unprecedented" figures for forcible displacement due to conflicts. (UNHCR Global Trends 2013).

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[4]Global Assessment Report on Disaster Risk Reduction, 2011, chapter 1: Introduction, http://www.preventionweb.net/english/hyogo/gar/2011/en/home/intro.html
[5] Annual Disaster Statistical Review 2012: The numbers and trends. University of Louvain, Belgium: Centre for Research on the Epidemiology of Disasters (CRED).
[6] UNCHR. 2012. Global Trends 2012. http://unhcr.org/globaltrendsjune2013/UNHCR%20GLOBAL%20TRENDS%202012_V08_web.pdf

Natural hazards have a direct impact on education

Disaster impacts on education systems can affect physical safety - students and teachers may be injured or killed, and education infrastructure may be destroyed, for example. Disaster impacts can also affect the education system more generally - instruction may be disrupted and time irrevocably lost, there may be a lack of deployable teachers, and officials may not be able to collect education data. Disaster impacts can also affect social cohesion, creating waves of displacement, tension over scarce resources, or discrimination against minority groups.

It is also important to take account of social, political and economic strengths and vulnerabilities and determine how these may contribute to mitigating or exacerbating conflict. Likewise it is important to identify ways in which the education system itself might play a role in increasing or decreasing the risk of conflict.

PAKISTAN EARTHQUAKE'S IMPACT ON EDUCATION


Photo L Bethke/InterWor

Disasters like the 2005 Muzaffarabad earthquake in Pakistan devastate communities, including education systems. The earthquake resulted in the death of over 18,000 children and over 900 teachers, the total destruction of 3,684 primary and secondary schools and 34 colleges as well as the destruction of learning materials and science and computer laboratories. Initial estimates of the cost only to rebuild schools: $472 million (Kirk, 2008: 40-44).

Conflict and violence directly impact education

Modern armed conflicts increasingly target civilians and have direct impacts on populations worldwide. Conflict and civil strife also directly impact education in many of the same ways as natural hazards. According to the report Education Under Attack 2014 by the Global Coalition to Protect Education from Attack, the scale of attacks on education institutions, students and teachers appears to be on the rise. For example, according to UN figures, as of April 2013, an estimated 2,445 out of the 22,000 schools in Syria had been destroyed or damaged, and 1,889 were being used as IDP shelters rather than for education; and by end-February 2013, a total of 167 education personnel, including 69 teachers, were reported to have been killed (though it was not clear how many had been targeted for attack) since the conflict began (GCPEA 2014: 190-191). In the Central African Republic, more than half of the country's schools remain closed following the Séléka rebel coalition's takeover of the country in April 2013 and more than 650,000 children were out of school (GCPEA 2014: 121). Furthermore, the UN reported more than 1,000 attacks on education from 2009- 2012, including schools being set on fire, suicide bombings and remotely detonated bombs, killings of staff, threats to staff and abductions (GCPEA 2014: 114). In Nigeria, 276 schoolgirls were abducted by the militant group Boko Haram in April 2014 (CNN 2014), and a reported 838 or more attacks on education in Pakistan during 2009-2012 (GCPEA 2014: 168).

Both conflicts and disasters can bring on significant displacement of populations, either within a country's borders – internally displaced persons (IDPs) , or across countries (refugees). As discussed by UNHCR, (2014: 24) refugees have considerably less access to education, particularly when compared to national gross enrolment rates, as seen in Figure 3.

Figure 1.3: Refugee access to education
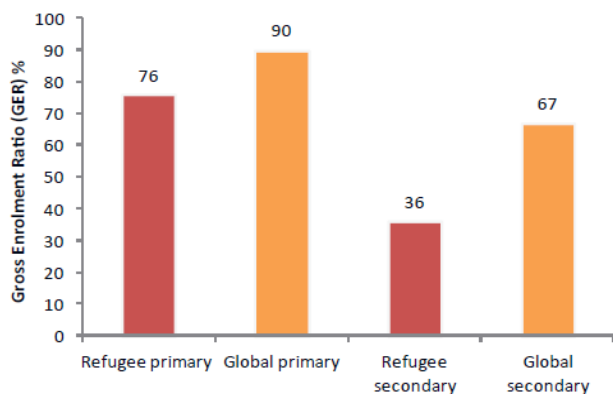
The World Bank (2014: 151) has also reported that, "The average length of time that a refugee or internally displaced person lives in displacement is close to 20 years, yet displacement is most often managed as a short-term humanitarian crisis." This highlights the need to plan for influxes and demographic changes that goes beyond traditional emergency humanitarian assistance windows of one-two years to a concept that is more aligned with longer-term plans and assistance.

Given the widespread occurrence of both conflict and disaster, it is essential that education systems know how to respond to such events when developing plans and policies, but also examine how education can prevent or mitigate the impacts of crises. Yet in a recent analysis of 75 education sector plans, 67% did not mention either conflict or disaster.[7]

Protection of education institutions

The United Nations Convention on the Rights of the Child (CRC, 1989) provides the legally binding framework for children's rights and stipulates that children everywhere have the right to survival, to develop to the fullest, to protection from harmful influences, abuse and exploitation, and to participate fully in family, cultural and social life. All children and youth thus have the right to a quality education at anytime and anywhere. The need to protect schools before, during and after crisis, therefore, is typically the responsibility of governments and States. However, where the state is implicated in reproducing inequities or exacerbating grievances related to education that may increase the likelihood of conflict, other actors may also be involved in trying to a) ensure education rights are fully respected, and b) to monitor the education system as a potential driver of conflict.

In addition to the CRC, there are additional international frameworks for protecting education before, during and after emergencies. For example, the Convention on the Status of Refugees 1951, Article 22 provides the right to education for refugees and there are regional instruments such as the Kampala Declaration on Refugees, Returnees and IDPs in Africa 2009, Article 14. The Dakar Framework for Action (2000) mentions that it is crucial to "meet the needs of education systems affected by conflict, natural calamities and instability and conduct educational programs to promote mutual understanding, peace and tolerance and to prevent violence and conflict".

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[7] Center for Universal Education at Brookings. (2013). *A New Agenda for Education in Fragile States. Page 36*

Additionally, the General Assembly of the United Nations (2010) encourages member states to implement policies that: a) ensure the provision of education as an integral part of humanitarian assistance and b) are sensitive to gender and conflict, so that affected populations have equal access to a quality education that is safe and effective. The Third Session of the Global Platform for Disaster Risk Reduction (2013) encourages countries to provide safer schools and to include disaster risk reduction in all school programs. It also raises awareness of the need to involve children in efforts to prepare for disasters, and calls for stronger commitment from governments and the international community to protect children and draw upon their knowledge in DRR initiatives, through the Children's Charter for DRR.

The international development agenda

Providing education in crisis-affected areas has also become a key issue for the international education community, as illustrated by the United Nations Secretary General's Global Education First Initiative. One of the core goals of this initiative is to ensure that education continues to be funded and prioritized in all humanitarian situations[8]. Likewise, the Global

SYRIA CRISIS

Prior to the Syrian conflict in 2011, primary school enrollment was at 97 per cent and had been almost universal for a generation, literacy rates were over 90 per cent and in 2008, the government spent 19% of its budget on education.

In just three years, this investment has been largely wiped out. A fifth (more than 4,000) of all Syria's schools have been destroyed, damaged, turned into shelters, or taken over by armed groups and forces. Many teachers no longer report for work.

Nearly 3 million children in Syria and neighbouring countries– half of those who should be in school – are now missing from the classroom. Half of Syria's refugee schoolchildren are not in school (UNICEF et al 2013: 4-5; UNICEF 2014: 14).

Partnership for Education (GPE) considers support to education in fragile and conflict-affected contexts as one of its core priorities[9]. Due to the increasing number of attacks on education, the Lucens Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict" also urge parties to armed conflict not to use schools and universities for any purpose in support of the military effort … [and] to endeavour to avoid impinging on students' safety and education" (GCPEA, 2014).

In addition to the importance of prioritizing education in crisis situations, there is a need and a push to bring together development and humanitarian actors. 'The effective implementation of *Linking Relief, Rehabilitation and Development* may also suffer from the absence of [a] common strategic framework between humanitarian and development actors" (European Union, 2012: 8). "The World

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[8] For more information on the UN Secretary-General's Global Initiative on Education see www.globaleducationfirst.org

[9] Global Partnership for Education. 2013. *Operational framework for effective support to fragile and conflict-affected states.* http://www.globalpartnership.org/media/docs/guidelines/2013-11-GPE-Operational-Framework-Support-Fragile-States.pdf

Development Report 2014 advocates establishing a national risk board, which can contribute to mainstreaming risk management into the development agenda. This could be a new agency or come from reform of existing bodies: what is most important is a change in approach — one that moves toward a coordinated and systematic assessment of risks at an aggregate level" (World Bank 2014: 37, 278-286).

Planning for safety, resilience and social cohesion provides an opportunity for development and humanitarian actors to work together towards the sustainable development of the education system.

Smart planning is a smart investment

Educational planning that addresses the risk of conflict and disaster can therefore enable countries to have more resilient education systems before, during and after crises, as well as addressing the challenge of education provision in chronic crisis and protracted displacement settings. Education for conflict and disaster risk reduction can also protect investments in education, including educational infrastructure. Figure 4 shows the overall benefits of risk management related to different risks and risk reduction measures (inclusive of all sectors and not only the education sector) as compiled by the World Bank (2014). The data indicate that costs associated with designing and building disaster-resistant schools, for example, are good investments of scarce resources. Every dollar invested in disaster risk reduction efforts saves between $2 and $7 in recovery costs[10]. A forthcoming study by PEIC analyzes both the

Figure 1.4: The benefits of risk management often outweigh the costs.
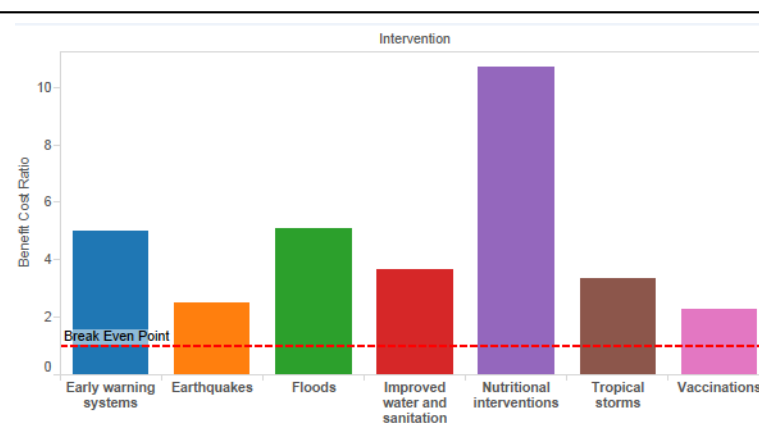
Note: The figure shows the median of benefit-cost ratios across a range of studies in each category (with a minimum of at least four estimates in each category). Above the dotted line, expected benefits exceed expected costs. The range of estimates within each category can be substantial, reflecting a diversity of intervention types and locations, and the sensitivity of estimates to variations in underlying assumptions. However, in almost all cases, even the 25th percentile of the ranges are above the break-even point.

Source: World Bank 2014: 8, citing Wethli 2013

monetary costs of conflict on education, and indicates that "Direct attacks and collateral damage create clear costs for the sector in terms of rebuilding and replacing personnel, and it is relatively straightforward to generate some rough estimates of the impact of these attacks on the education system wherever they are reported. But the impact that conflict has on access to learning also

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[10] Save the Children. 2008. *In the face of disaster: children and climate change*. London: Save the Children. Various studies cite different figures. By its very nature, calculating the cost of prevention – of an event that *did not* happen – must be an estimate. Venton's (2007) review of cost-benefit analyses show that the benefit/cost ratio is often assessed to in between a factor 2 to factor 4. The review also reports more extreme benefit/cost ratios, such as an IFRC study of flood prevention in Vietnam with a benefit/cost ratio of 52:1.

represents a cost to society, both in itself and through its impact on wider societal and economic goals. These impacts are much harder to monetize, but there is a growing body of literature on the quantitative impact of conflict on education to draw upon. [11]

Education is a key driver for conflict but also for peace

In the case of conflict, research has highlighted a complex relationship between education and conflict (INEE 2011, UNESCO 2011). Education can serve both as a driver of conflict and as a platform for peacebuilding. Education can often contribute to creating the conditions for armed conflict through, for example, inequitable provision, biased curriculum or teaching methods that reinforce existing exclusion and stereotypes (e.g. the fragmented education provision and unequal access in Bosnia Herzegovina during the post-war period after 1995).

Addressing these sorts of issues in planning as a preventive measure can contribute to conflict reduction, or peacebuilding. Education can greatly contribute to social cohesion and the resolution of conflict, and it can provide major peace dividends. For instance, in Guatemala, the 1996 peace accords included commitments to extend intercultural bilingual education to indigenous people, aiming to lessen exclusion and support peace building. Therefore, education programmes and policies in conflict-affected and fragile contexts should be "conflict sensitive," both minimizing negative impacts and maximizing positive impacts[12].

PROMOTING PEACE AND SOCIAL COHESION THROUGH EDUCATION
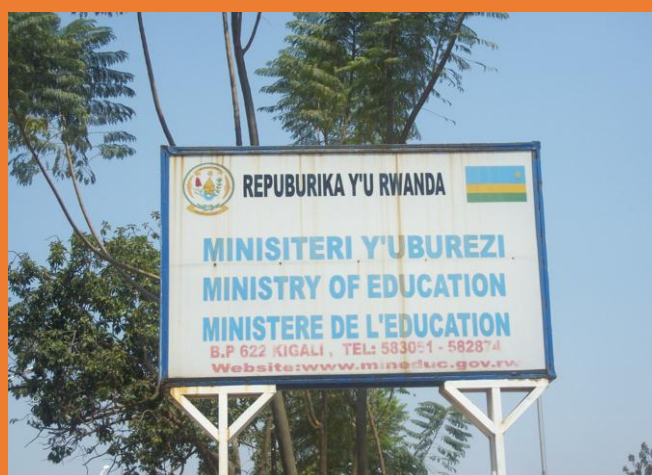
In Rwanda, the World Bank's Education Resilience Approaches programme undertook a case study that looked at how institutional resilience was built in the aftermath of the genocide through a firm focus on promoting a unified Rwandan identity. Rwanda made explicit in its education policies and laws the role of the education system in promoting values of justice, human rights and social cohesion, and by institutionalizing existing indigenous mechanisms to manage schools and ensure accountability. In the emergency phase this was underscored by a strong focus on getting all students back into school as soon as possible. This vision was then consolidated with more system level interventions over the longer term (World Bank 2013).The system resilience was also strengthened through long term capacity development initiatives within the MoE and by donors agreeing to take a sector wide approach to financing education (Obura and Bird 2009: 21)

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[11] Jones, Amir and Ruth Naylor (forthcoming). *The Quantitative Impact of Armed Conflict on Education: counting the human and financial costs*. Protecting Education in Insecurity and Conflict: Education Above All: Qatar, p. 2

[12] INEE. 2013. *INEE Guidance Note on Conflict Sensitive Education*. New York: INEE.

What does planning for safety, resilience and social cohesion look like?[13]

Educational planning is crucial to support the development of policies and strategies that contribute to conflict and disaster risk reduction efforts. For example, ministries of education in disaster-prone regions can take action to avoid disaster and minimize deaths and injuries, disruption of education, and costly damage to education infrastructure.

PLANNING FOR SAFETY – SMS ALERTS IN PALESTINE

Palestine

Following Operation Cast Lead in Gaza, UNESCO worked with the Ministry of Education to develop an SMS alert system for school principals to alert parents of possible dangers and either keep their children at home or pick them up from school, depending on the time of day.

Many countries have started preparing for the impacts of various hazards and are at different steps of the planning process as they come under pressure to adapt their education strategies for conflict and disaster risk reduction. Ministries of education in some Central American countries, for example, are already very familiar with planning to reduce risks to the education system caused by natural hazards such as hurricanes, floods, epidemics and earthquakes. In the 1990s Central American countries focused their efforts on pilot plans and emergency preparedness training for teachers and then gradually included disaster management in education in innovative and systematic ways. For example, Nicaragua has drafted a National Plan for School-Based Education in Emergencies, the first in the region. Similarly, Costa Rica added risk management to its primary school curriculum in 1992 and then developed its National Plan for Risk Reduction Education in 1998[14].

Planning for safety, resilience and social cohesion: examining both conflict and disaster risks

While disasters and conflict are very different types of events, they can have similar impacts on education systems. Both have the potential to damage and destroy education infrastructure as well as to threaten the physical and psychological well-being of children, teachers and other education personnel on a long-term basis. In situations of conflict where education has been a contributing

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[13] Much of the text from this section has been adapted from Global Partnership for Education. UNESCO-IIEP. 2012. *Guidelines for Education Plan Preparation and Appraisal*: http://www.globalpartnership.org/media/docs/library/121106-Guidelines-for-Education-Sector-Plan-Preparation-and-Appraisal-EN.pdf

[14] ISDR. 2008. Disaster Risk Management Education in Central America: Historical Reference Information. http://www.eird.org/eng/revista/no-15-2008/art28.html

factor, unless grievances related to education (e.g. exclusion of minority groups) are addressed, then the conflict may be perpetuated or even exacerbated.

Global trends show that the intersection between conflict and disaster risks is increasingly evident[15]. Disasters and scarce resources can contribute to conflict. For instance, recurrent drought and food insecurity in post-war Burundi through the mid-2000s contributed to increased levels of migration and tensions with host communities. Similarly, the Horn of Africa 2011 complex emergency resulted in an influx of Somali refugees into neighboring countries.

It is also the case that the impact of conflict can increase vulnerability to disaster. For example, the presence of an active rebel group combined with lack of local government control and communities' weak political voice in flood-prone La Mojana, Colombia has led to a lack of investment in risk reduction measures[16] thereby increasing the risks to local communities.

Few countries are exempt from either natural hazards or political and social tensions, including gang or drug related violence, etc. Therefore, efforts to reduce risks are increasingly important. Fortunately, some risk reduction measures apply equally to disasters and conflict such as planning for physical safety, environmental stewardship, and standard operating procedures for emergencies, among others. Some risks of conflict and disaster can also be mitigated through teaching negotiation skills and citizenship education as discussed in the accompanying Curriculum Resource Package.

In the first year of its Peacebuilding, Education and Advocacy (PBEA) in Conflict-Affected Contexts Programme, UNICEF found that "conflict sensitivity cannot be viewed in isolation from disaster risk reduction processes". They further stated that, "ministries of education have only one planning process, and integrated education sector planning is the only way to concretely and effectively build a culture of resilience in the education sector" (UNICEF, 2013: 56).

The booklets in this series will therefore examine both disasters caused by natural hazards and human-made disasters including armed conflict and technological disasters. They address how good planning can mitigate the impact of disasters and conflict on children, youth, their communities and their environment; and also how it can act as a medium for transformative behavior that can potentially diminish the risk of conflicts and other human-induced disasters, foster resilience and strengthen social cohesion.

Overview of the Educational Planning Process

There are five main phases in preparing a strategic education sector plan as shown in Figure 5. Each of the phases is of different duration and complexity, depending on the context. The process requires the active participation of all stakeholders and is iterative such that new information and the results from implementation should inform future planning processes.

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[15] ODI. 2013. *When disasters and conflicts collide. Improving links between disaster resilience and conflict prevention*. London: ODI.
[16] *Ibid.*

What is different about planning for safety, resilience and social cohesion?

In order to enhance safety, resilience and social cohesion it is important that the five steps of the planning cycle address the relationship between education and conflict and disasters. It will then be possible to develop appropriate risk reduction strategies as an integral part of the planning process.

Educational planning for conflict and disaster risk reduction follows the same basic process outlined here but includes an additional focus on conflict and disaster risks if a new ESP is under development, or a separate focus on safety, resilience and social cohesion if the issue is addressed in the midst of the planning period.

The education system does not operate in isolation from its environment and the political system in any country. Therefore, it can be expected that different parties will have different views about the conflict or potential for conflict, making it potentially more sensitive to discuss conflict risks

Figure 5: The planning cycle

during the planning process and indeed to incorporate issues related to conflict within the education system. In some situations the term "conflict" itself may hinder discussion. It may be useful, therefore, to frame the issues using different terminology such as "social cohesion" or "resilience". There may also be local frameworks that are already in use or more relevant for discussing and analyzing conflict or violence-related information.

Phase 1: Analysis: where are we now or education sector diagnosis

In this stage of the process, an examination of the education sector and overall development context of the country is conducted. The sector diagnosis is a broad look at the education sector and its performance, as well as other national and international strategies that may have an effect on the education sector. For example, international agreements such as Education for All have contributed to increased efforts to enrol all children in basic education and to efforts to reduce gender disparities in access to education. This Includes looking beyond the traditional national system framework to address access to quality education for non-national, refugee, IDP and other groups of marginalized children who may be invisible in the national system EMIS, policy framework and existing sector plans.

Planning for safety, resilience and social cohesion begins with an analysis of risks, generally in conjunction with the National Disaster Management Organization. This includes looking at the impacts of disaster and conflict on the education system, but also looking at how education (both in its content and through its planning and management) can contribute to reducing the risks of disaster and various forms of violence – from armed conflict, gang-related violence, and even bullying. An education sector

diagnosis should also incorporate a conflict and vulnerability analysis that assesses the risks of conflict and disaster on the education system. This phase is discussed in more detail in *Booklet 2 – Analysis: where are we now?*

Phase 2: Policy – where do we want to go or Policy formulation/review

Policy formulation involves defining broad, long-term policy orientations and selecting major strategies for reaching those goals. The results of a policy review and the education sector diagnosis may indicate that there is a gap in educational policies. For example, if children from one part of the country have limited access to schooling, an analysis may indicate that certain language or ethnic groups do not have equal opportunities to access education. Therefore policies might be adopted such as an inclusive language policy or a social inclusion policy that will help increase access to education for children from neglected areas.

Booklet 3 – Policy: where do we want to go? focuses on issues related to policy formulation and review.

Phase 3: Strategies and programmes – how do we get there or selection of objectives and priority areas

In the planning process, key objectives for the education sector are discussed and agreed during this phase based on the results of the sector diagnosis. For example, access problems that are identified may lead to an objective to increase access – overall and/or for particular groups or areas. Once the key objectives have been identified, specific priority programmes for achieving them, including with key activities, targets and timelines will be designed. The next challenge will be to identify and implement priority measures to reduce conflict and disaster risks (see for example the Comprehensive School Safety Framework). The priorities may relate to the physical protection and safety of children and education personnel such as making sure that children are safe en route to and from school or that safe places are identified for children, teachers and other school staff to take shelter in situations of active conflict. The priorities may be focused on the curriculum and involve the incorporation of concepts that foster social cohesion and are related to Learning to Live Together (discussed in Booklet xx of the curriculum package) so children learn knowledge, skills and attitudes associated with more peaceful living, such as how to resolve conflicts non-violently. Finally, priorities may aim to ensure the resilience of the system and guarantee the continuity in education provision, through a system of supply teachers, alternative forms of education and positive classroom management, in order to provide education in a way that is least likely to exacerbate any already-existing intergroup tensions. See *Booklet 4: Strategies and programmes: How do we get there?* for more information.

Phase 4: Costing and financing – how much will it cost and who will pay or developing a financing framework

A sound educational plan requires an accurate and realistic estimate of costs. In the case of conflict and disaster risk reduction, this might include retrofitting schools to make them more disaster-resistant and estimating the cost to revise teacher training programmes, for example, in order to make sure that teachers are fully trained on the new materials. However, it may likely be challenging to finance these priorities and implement these programmes. For example, retrofitting or moving schools to safer locations can be expensive. In situations where some children still do not have access to education, it may be difficult to find additional funding (or divert funding) for existing schools that are at risk from identified hazards such as earthquakes, cyclones or flooding. This requires a strong degree

of political will to address the priorities since risk reduction measures will be competing for funding with other priorities of the education system.

Once the costing has been developed the education budget is compared to the financing envelope that is anticipated from the Ministry of Finance. Any gaps in financing are then identified and additional sources of financing are sought e.g. additional financing from the national or regional governments, financing from international donors (both development as well as humanitarian donors) or possibly even from the private sector, local communities or families. *See Booklet 5 – Cost and financing: How much will it cost and who will pay?* for more information.

Phase 5: Monitoring and evaluation:

A key part of the educational planning process is the development of a monitoring and evaluation framework. This framework is developed in conjunction with the education plan and provides the basis for monitoring implementation over the planning period. Monitoring and evaluation results are critical as they help education managers determine whether the system is achieving its objectives and they also are critical for future planning processes as data collected are fed into subsequent sector diagnoses and annual operational plans. *See Booklet 6 – Monitoring and Evaluation: How do we know we have reached there?* for more information.

The importance of participation in planning for safety, resilience and social cohesion

The planning process should be accompanied by a dialogue that brings people together around a common vision to build consensus on the development of the education system. This is particularly true when planning for safety, resilience and social cohesion. Planning should be a **participatory and consultative process**, with at least two objectives:

- to allow political leaders and technical experts to discuss and find a balance between political ambitions and technical constraints;
- to raise awareness and assess the needs and issues of stakeholders who are involved in education in a country.

The process may involve different ministries (especially the ministry of finance), different levels of the administration, stakeholders from within the education sector and from civil society, youth representatives, non-government education providers and international partners. In order to address safety, resilience and social cohesion in education sector plans it is also imperative to involve the National Disaster Management Organization (NDMO) or other relevant government body, as well as the Education Cluster, if it is in place. The involvement of these different actors can take place through consultation at various moments of the plan preparation process and through structured discussions on drafts of the plan document. The table in Annex B lists a range of partners that can be considered for inclusion when conducting a conflict and disaster risk analysis.

Participation is easier to organize when consultative structures are already in place. Most countries have Local Education Groups (LEG) or Education Sector Working Groups (ESWG), chaired by the MoE and consisting of in-country stakeholders. This is a valuable forum for policy dialogue and for nurturing the planning process. In some countries, the educational planning process often takes place through sub-national jurisdictions, each of which needs to engage in a similar process, ideally following the same guidance and protocols.A steering committee, a planning committee, and key technical working groups can be helpful in structuring an overall education strategic planning process, as outlined in Annex C.

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Annex A: The essential characteristics of an education sector plan

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What are the essential characteristics of a good education plan?

Guided by an overall vision. A mission statement is often the best way of indicating overall direction: it states, for example, i) the overall goal which the government wants to accomplish and which reflects its overall development policy and priorities, ii) the overarching approach the government is going to follow to reach its goal, iii) the basic principles and values that will guide the fulfilment of the mission.

Strategic. A good plan identifies strategies to be implemented to achieve the vision and prioritizes them based on required human, technical and financial capacities.

Credible. A good plan is based on an in-depth and comprehensive analysis of the current situation and of previous trends and well-argued hypotheses. It also indicates possible means to overcome financial, technical and political constraints so that the plan can be implemented effectively and efficiently including with the ownership of critical stakeholders (such as parliamentarians, communities, teacher unions, civil society representatives, education agencies, as well as technical teams and ministry officials).

Sensitive to the context. A good plan includes an analysis of risks, vulnerabilities, and capacities specific to a country or its regions and includes preparedness, prevention and mitigation measures to reduce risks by decreasing vulnerabilities and increasing capacities.

Recognizes disparities within a country/ context specific. A good education plan takes into account and addresses the differences and disparities that exist within all countries, for instance between regions, between boys and girls, or between different social or linguistic groups.

Holistic. Not all ESPs cover the whole education sector[17]. When they do, however, the plan should cover all sub-sectors and include formal and non-formal education. Sector-wide plans recognize the need for a balance among different sub-sectors and reflect an awareness of lifelong learning.

Budgeted: A plan can only be implemented if it is budgeted. As ensuring a plan is crisis sensitive can have implications for national budgets (such as increased funding for improving access to marginalised groups, or retrofitting schools to withstand flooding etc). Therefore the strategies needed to mitigate the impact on education of conflicts and natural hazards must be part of the overall education budget.

Source: IIEP-UNESCO and GPE, Guidelines for Education Sector Plan Preparation and Appraisal, 2012

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[17] Sometimes education plans focus only on one sub-sector, for instance basic education or TVET.

Annex B: Stakeholders involved in the planning process

Organizations involved in conceiving and implementing plans and programmes	Development partners	Civil Society	Other national authorities

• Ministry of Education:
  o Preschool
  o Primary
  o Secondary (First cycle/ Second cycle)
  o Curriculum development
  o Vocational/technical
  o Higher education
  o In-service training
  o Non-formal/Literacy/ Continuing Education
  o Senior management
  o Planning
  o Finance
  o Human Resources
  o Inspectorate
• Teacher training colleges and institutes
• National Disaster Management Organizations:
  o Hydro-meteorological, geological, and climate risk assessment agencies
• Research and Development personnel in Universities and Institutes
• Teachers/Teachers' Unions
• Non-governmental organizations (NGOs)
• Young people
• Ministry of Industry (Vocational and Technical Education)
• Government agencies/ departments of refugee affairs (sometimes run schools in refugee camps for e.g. in Ethiopia and Pakistan)
	• Bilateral funders e.g.:
	  o NORAD
	  o SIDA
	  o DFID
	  o JICA
	  o USAID, etc.
	• Development Banks:
	  o World Bank
	  o African Development Bank
	  o Asian Development Bank
	• International Organizations:
	  o UNESCO
	  o UNICEF
	  o UNHCR
	  o ILO, FAO
	  o UNDP, etc.
	• Non-governmental (national and international) organizations and foundations:
	  o Save the Children
	  o World Vision, etc.
		• Students/youth
		• Parents
		• Teachers
		• Community leaders
		• Religious leaders
		• Universities and other research and teaching institutions
		• Disadvantaged groups, minorities
		• Displaced populations – IDPs and refugees
		• Local associations
			• Inter-ministerial committee (social sector reform, decentralization)
			• Ministry of Finance
			• Ministry of Planning
			• Ministry/dept of Disaster Management
			• Ministry of Education:
			  o Planning Department
			  o General Inspectorate
			• Govt agency of? Women's Affairs
			• Govt agency of children's welfare

Annex C: Suggested organizational structures for the planning process

Steering Committee with the mandate to oversee and guide the process and composed essentially of senior ministry personnel, with participation from other relevant ministries (e.g. finance, planning). It could also include development partners and representatives from civil society.

Planning Committee that coordinates the technical work and brings all ministry directorates and departments together. This Committee can be led by a Chief Technical Coordinator, generally the Director of Planning. Its "secretariat" can be the Strategic Planning Team, specifically responsible for preparing the draft Education Plan.

Working Groups focus on specific themes or sub-sectors, especially those that involve specific groups of key stakeholders (e.g. Safe school facilities - involving architects, engineers, maintenance actors; school disaster management - involving educational administrators, and risk reduction and resilience education - involving curriculum developers and teachers (see the Comprehensive School Safety Framework[18]). Specific working groups might also address Teacher Education, Adult Education, Finance, M&E and so on) and may be asked by the Planning Committee to draft specific sections of the plan. Development partners, including civil society organizations, can also participate.

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