Integrating conflict and disaster risk reduction into education sector planning

DRAFT

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Guidance Notes
for Educational Planners

Integrating conflict and disaster risk reduction into education sector planning

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Foreword

Natural disasters and conflict have devastating impacts on the economic and social development of countries. There are social, political and economic imperatives to adopt strategies that reduce risks and create a culture of peace and resilience. Education has a vital role to play in this regard. As all children and youth have the right to quality education in times of disaster and conflict, the international community has been striving to protect schools in emergency situations and to provide continued access to education. Part of these efforts include ensuring that education systems (and the governments that run them) are better prepared to respond to emergencies.

To achieve Education for All, the *Dakar Framework for Action* (2000) mentions that it is critical to 'meet the needs of education systems affected by conflict, natural calamities and instability and to conduct educational programmes in ways that promote mutual understanding, peace and tolerance, and that help to prevent violence and conflict'. In addition, the commitments made at the Second Session of the Global Platform for Disaster Risk Reduction (2009) urged countries to provide safer schools and to include disaster risk reduction in all school curricula. Finally, the United Nations General Assembly adopted the resolution on 'The Right to Education in Emergency Situations' (A/64/L.58) in 2010. It urges Member States to implement policies for the provision of education as an integral element of humanitarian assistance and to implement gender- and conflict-sensitive policies and programme interventions, in order to ensure that populations affected by emergency situations have equal access to quality education that is safe and relevant.

These Guidance Notes put forward strategies on how to mainstream conflict and disaster risk reduction measures in the education sector planning process. They are intended for Ministry of Education officials, especially in planning departments at central level, but are also useful for other education actors that support ministries in the planning process.

IIEP's mission is to strengthen the capacity of countries to plan and manage their education systems through training, research and technical cooperation. Additionally, IIEP has developed expertise in the field of education in emergencies and disaster preparedness. Its programme on education in emergencies and reconstruction has produced a Guidebook for Planning Education in Emergencies and Reconstruction, as well as a series of country specific analyses. They concern the restoration of education systems in countries as diverse as Afghanistan, Burundi, Kosovo, Palestine, Rwanda, Southern Sudan and Timor-Leste. In partnership with the Inter-Agency Network for Education in Emergencies (INEE) and as a member of the INEE Working Group on Education and Fragility, IIEP has co-published a series of studies on education and fragility in Afghanistan, Bosnia and Herzegovina, Cambodia and Liberia including a synthesis study. In

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addition, IIEP in collaboration with the Centre for British Teachers (CfBT) and the Netherlands Ministry of Foreign Affairs, produced six global thematic policy studies on issues including opportunities for change in the education sector during and after conflict, and the certification of learning attainments of displaced and refugee students, donors' engagement in education in fragile and conflict-affected states, alternative education in emergencies, promoting participation and rapid response to education needs in emergencies.

The UNICEF West and Central Africa Regional Office (WCARO) provides oversight and support to twenty-four UNICEF country offices in West and Central Africa. One branch of the WCARO Basic Education and Gender Equality Section (BEGE) is working specifically on Education in Emergencies (EiE). In June 2009, WCARO EiE initiated the regional roll-out of the education in emergencies 'frontline-responders' training targeting all countries in the West and Central Africa region. This aimed to enhance the operational capacity of staff from Ministries of Education, NGOs and United Nations in preparing for and responding to emergencies in the education sector. This activity was part of a global initiative to strengthen education in emergency preparedness and improve emergency response capacity as outlined in the Work Plan 2009–2010 of the Global Education Cluster. While training can be a productive way for sensitization and building skills of individuals, experience over time has shown that a reinforced country capacity in education in emergencies is best sustained if it also addresses capacity development at the policy and strategic level. Ministries of Education in different West and Central African countries started to engage in reviewing their policies on education in emergencies, but lacked the tools to complete the process. The development of these Guidance Notes is therefore a result of an identified need for support in addressing education in emergency related issues in educational planning.

This publication, which is the fruit of the collaboration between UNESCO IIEP and UNICEF WCARO, draws on the particular expertise of both agencies in the field of education in emergencies and within the framework of the Global Education Cluster and the Inter-Agency Network for Education in Emergencies (INEE). With these Guidance Notes, UNESCO IIEP and UNICEF WCARO hope to enrich the quality of the planning and management applied in this crucial field.

Khalil Mahshi
Director, IIEP
Gianfranco Rotigliano
Regional Director, UNICEF WCAR

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List of abbreviations

ADR	Alternative Dispute Resolution
CAP	Consolidated Appeals Process
CAR	Central African Republic
CERF	Central Emergency Response Fund
CF	Catalytic Fund
CHF	Common Humanitarian Fund
CRR	Conflict Risk Reduction
DRC, DR Congo	Democratic Republic of the Congo
DRR	Disaster risk reduction
ECOWAS	Economic Community Of West African States
EDPF	Education Program Development Fund
EiE	Education in Emergencies
EFA	Education for All
EMIS	Education Management Information System
ERF	Emergency Response Fund
ESSP	Education Sector Strategic Plan
ESD	Education Sector Diagnosis
FTI	Fast Track Initiative
GBS	General budget support
HC	Humanitarian Coordinator
IASC	Inter-Agency Standing Committee
IDP	Internally displaced person
IIEP	International Institute for Educational Planning
INEE	Inter-Agency Network for Education in Emergencies
IOM	International Organization for Migration
LFA	Logical Framework Approach (or Analysis)
MDG	Millennium Development Goal
MDTF	Multi-donor Trust Fund
MoE	Ministry of Education
MOES	Ministry of Education and Sports
NEMA	National Disaster Management Agency
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PTA	Parent-teacher association
SBS	Sector Budget Support
SPSS	Statistical Package for the Social Sciences
SWAp	Sector-wide approach
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

UNISDR	United Nations International Strategy on Disaster Reduction
USB	Universal Serial Bus
USIP	United States Institute for Peace
WCAR	West and Central Africa Region
WCARO	West and Central Africa Regional Office
WFP	World Food Programme

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Key concepts

Climate change	Any change in global temperatures and precipitation over time due to natural variability or human activity.
Conflict	Refers to armed or other violent conflict in or between countries or population groups.
Conflict risk reduction	The practice of reducing the risk of conflict through systematic analysis and management of the causal factors of conflict. This involves conducting conflict assessments to identify the 'drivers' of conflict (whether economic, social, political, or environmental) and how these impact on or are impacted by education. Strategies then need to be applied to reduce (and if possible prevent) those risks from negatively affecting education systems, personnel, and learners.
Disaster risk reduction	The practice of reducing the risk of disaster through systematic analysis and management of the causal factors of disasters. This includes reducing exposure to hazards, lessening the vulnerability of people and property, wise land and environmental management, and improved preparedness. For education it implies the systematic analysis of and attempt to reduce disaster-related risks to enable the education system to provide (and learners to continue, and out-of-school children to access) quality education for all, before, during, and after emergencies. Disaster risk reduction under the Hyogo Framework for Action[1] does not include conflict, but risk reduction principles can also be applied to contexts involving conflict and civil unrest.
Hazard	A dangerous phenomenon or human activity that may damage, disrupt, or lead to loss of life, health, property, livelihoods, social, and economic services. Hazards arise from a variety of sources and sometimes act in combination. Technically, hazards can be described quantitatively as 'likelihood x frequency of occurrence x intensity of impact'. They can include conflict and natural disaster.

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1. The Hyogo Framework for Action was developed after the 1995 Kobe earthquake in Japan, in order to promote a strategic and systematic approach to reducing vulnerabilities and risks to hazards: www.unisdr.org/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf

Prevention, mitigation, preparedness	Conflict and disaster risk reduction can be grouped into three areas: prevention, mitigation, and preparedness/readiness.

Prevention: Activities undertaken to avoid the adverse impact of conflict or disaster. Examples: Locate and build disaster-resistant schools; change attitudes and behaviour by raising awareness of risk and of conflict, for example, through peace education. Inclusive, good-quality education in itself can reduce the risk of conflict and disaster.

Mitigation: Measures undertaken to minimize the adverse impact of potential conflict-related, natural, and human-made hazards. Examples: Retrofit schools; educate education personnel and communities on risk reduction; promote inclusive education and participation; establish a child protection network ahead of flood season.

Preparedness: Measures taken before and between hazard events to forewarn and prepare in order to ensure a timely and effective response. Examples: An early warning communication mechanism; evacuation drills; building skills in fire suppression, first aid, and search and rescue; stockpiling and prepositioning of food, water, and educational supplies ahead of flood season or worsening conflict; safe keeping of records, teacher's guides, and curriculum material; a national emergency preparedness and response plan; a provincial contingency plan and a school safety/preparedness plan.

The examples above are just illustrations of these concepts. Since each country and community is different, local ideas, adaptation, ingenuity, and learning from other experiences are essential.

Risk

The word 'risk' has two distinctive connotations. In popular usage the emphasis is on the concept of chance or possibility ('the risk of an accident'). In technical settings the emphasis is usually placed on consequences in terms of 'potential losses'. The relationship between vulnerability and the likelihood and severity of hazards can be represented using this equation:

Risk = Hazard x Vulnerability

The worse the hazard, the greater the risk. Likewise, risk also increases when a community, system, or even a school is more vulnerable.

NB: In these Guidance Notes, 'risk' is defined as the risk arising from natural and human-made hazards as well as conflict.

Retrofitting

The reinforcement or upgrading of existing structures to become more resistant and resilient to the damaging effects of hazards.[2]

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2. Definition from : www.ineesite.org/assets/Guidance_Notes_Safer_School_Constructionfinal.pdf

Resilience	Resilience is the ability of an education system (at different levels) to minimize disaster and conflict risks, to maintain its functions during an emergency, and to recover from shocks. Resilience at the individual level is the ability to apply knowledge to minimize risks, to adapt to emergency situations, to withstand shocks, and to rapidly resume learning and other life-sustaining activities. Resilience can be strengthened when factors underlying vulnerability are addressed. Resilience is the opposite of vulnerability.

Resilience is reinforced when the 'inherent' strengths – of individuals and systems – are identified and supported. |
| **Vulnerability** | The characteristics and circumstances of a community, system, or asset that make it susceptible to the damaging effects of a hazard. There are many aspects of vulnerability, arising from various physical, social, economic, and environmental factors. At the education system level, vulnerability is the combination of exposure to conflict-related, natural, and human-made hazards, and the degree to which the education system at different levels is susceptible to collapse and disruption of function. At the learners' level, vulnerability is the combination of exposure to hazards and the degree to which learners are susceptible to interruption or complete loss of access to quality education opportunities. |

Source : Adapted from Global Education Cluster, 2011.

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Executive summary

Over 40 per cent of the world's out-of-school children live in conflict-affected countries, and an estimated 175 million children per year are likely to be affected by natural disasters during the current decade. As a result, a growing sense of urgency among the international community has given rise to the need to engage in strategies to mitigate the risks of conflict and natural disasters. Disaster and conflict risk reduction not only saves lives, it is also cost effective: every US$1 invested in risk management before the onset of a disaster prevents US$7 in losses.

While the role of education in mitigating disasters is increasingly recognized, mainstreaming conflict and disaster risk reduction (C/DRR) measures into education policy, planning, and programming poses several challenges. Few countries have effectively mainstreamed C/DRR measures into their national education strategy, and educational planners and managers tend to address these issues on an ad hoc basis. Even when C/DRR strategies are identified, it is often difficult to build consensus and find funds for their implementation. There is therefore a clear need for practical guidance on how to include, adopt, and implement C/DRR measures as part of sector planning and implementation.

These Guidance Notes respond to that need. Identifying educational priorities and developing a long-term education vision is a difficult exercise for any country. Countries affected by conflict or prone to disaster typically face even greater challenges, as crises frequently make them more vulnerable and less able to respond. Education ministries in these countries often lack the human and financial capacity to cope with the additional burden placed on the system by a crisis. To enhance this capacity, sector-planning processes need to support preparedness and response interventions that account for predictable, recurrent emergencies, as well as sudden-onset disasters or conflicts. Likewise, prevention strategies can reduce the risk of conflict and disaster and make countries and/or regions less vulnerable. These aspects should therefore be carefully integrated into regular, nationally owned education sector planning processes in order to become sustainable.

Developed by UNESCO IIEP and UNICEF WCARO, on behalf of the Global Education Cluster, these Guidance Notes aim to support ministry of education officials to integrate C/DRR into their planning processes. They have been designed particularly for officials in planning departments at central level in countries affected by conflict and/or disasters. Each chapter presents one of the typical phases of the planning cycle, with information on how to adapt each of the phases to integrate C/DRR measures into an education sector plan.

Chapter 1 provides a brief presentation of the planning process and the impacts of conflict and disasters on education. *Chapter 2* looks at how to integrate C/DRR measures into an Education Sector Diagnosis. A sector diagnosis typically covers the whole education sector and includes an analysis of context, existing policies,

education sector performance, management capacity, and cost and financing. This chapter focuses on incorporating an analysis of potential hazards, their effects on the education system (in terms of access, quality and management), and the system's level of preparedness to deal with them.

Chapter 3 addresses the planning phase related to policy formulation and the selection of key plan objectives and priority areas. After completing a risk analysis for the education sector, the next step in the planning process is to design policies and programmes that will reduce the specific conflict and disaster risk identified during the diagnosis process. Guidance is presented on how to formulate policies and programmes, together with examples of policy options and programmes that address a range of disaster and conflict risks.

Chapter 4 discusses strategies for monitoring and evaluating C/DRR measures. This is a critical phase of the planning process as the monitoring and evaluation (M&E) framework helps to oversee plan implementation. This chapter outlines the key steps for developing a M&E framework for C/DRR, and provides examples of how to use existing monitoring and evaluation systems for this purpose.

Chapter 5 stresses the importance of fully costing all initiatives related to conflict and disaster risk reduction, in order to operationalize C/DRR interventions and identify funding gaps. The chapter also describes the types of internal and external funding sources that may be available.

The Guidance Notes conclude with an overview of key steps and questions to bear in mind while undertaking an education sector planning process through a C/DRR lens.

A teacher collects the names of refugee students from Côte d'Ivoire.

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Overview of the Guidance Notes

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OBJECTIVES

→ To introduce the purpose of the Guidance Notes;

→ To highlight the impact of conflict and natural disaster on learners, teachers, and the education system;

→ To outline the role of conflict and disaster risk reduction (C/DRR) in education;

→ To introduce ways to address and mainstream C/DRR in education sector planning processes.
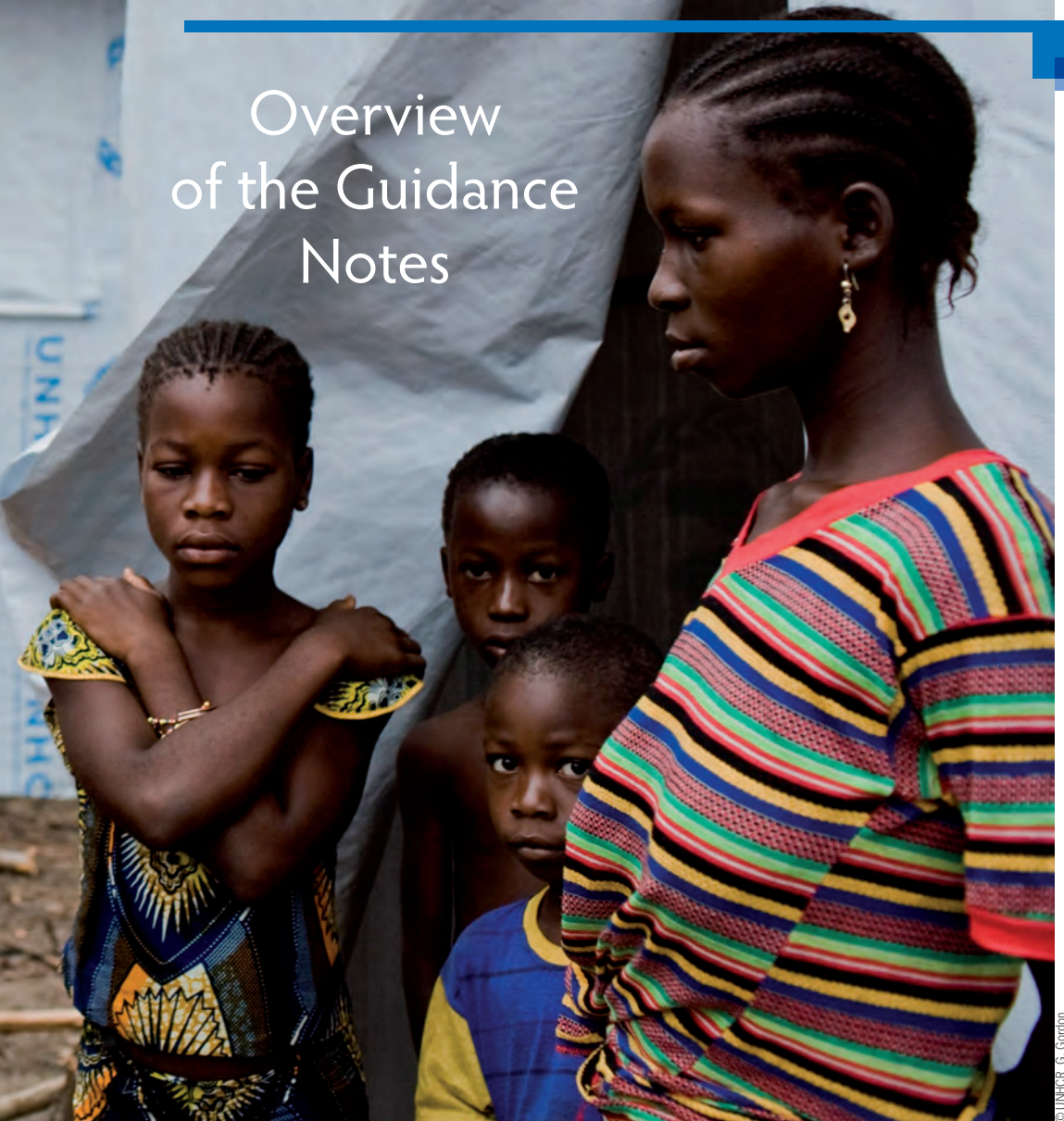
DEFINITION

Conflict and disaster risk reduction (C/DRR)

A systematic analysis of and attempt to reduce disaster or conflict-related risks to enable the education system to provide (and learners to continue, and out of school children and youth to access) quality education for all, before, during, and after emergencies.

Education Sector Strategic Plan (ESSP)

Strategic and broad framework with medium to long-term goals that guide the process of annual planning and budgeting.

Annual/Operational Plan

Specific and detailed plan for activities (including a budget) that corresponds to the implementation phases of the ESSP.

HOW TO PROCEED?

→ **Establish a steering committee to develop the education sector strategic plan;**

→ **Develop capacities in plan preparation and integration of conflict and disaster risk reduction;**

→ **Involve a wide range of stakeholders to ensure a participatory process.**

" W E STAND AT A CRITICAL MOMENT *in Earth's history, a time when humanity must choose its future. As the world becomes increasingly interdependent and fragile, the future at once holds great peril and great promise. To move forward we must recognize that in the midst of a magnificent diversity of cultures and life forms we are one human family and one Earth community with a common destiny. We must join together to bring forth a sustainable global society founded on respect for nature, universal human rights, economic justice, and a culture of peace. Towards this end, it is imperative that we, the peoples of Earth, declare our responsibility to one another, to the greater community of life, and to future generations.* (The Earth Charter)

Purpose of the Guidance Notes

These Guidance Notes aim to support educational planners and managers to mainstream conflict and disaster risk reduction (C/DRR) into existing or new education plans and other education planning processes. They are intended for senior ministry of education officials, particularly those who work in planning departments.

Addressing conflict and disaster risk reduction in national education plans and strategies demonstrates a commitment to Education for All (EFA) under all circumstances, and constitutes an important element for enhanced resilience of the education system vis-à-vis disaster and conflicts.

Few countries reflect conflict or disaster risk reduction in their policies or education sector plans.

The ultimate goal is to ensure the basic right to education regardless of circumstances by ensuring continued access to quality education for all children during times of disaster and conflict. Furthermore, the aim is to prevent and reduce the negative impact of conflict and disaster on education systems and on children, teachers, other education personnel, parents/caregivers, and communities.

Currently, very few countries reflect conflict or disaster risk reduction in their policies or education sector plans. Where such policies or plans do exist, they are often included as an 'add-on' or a separate section, typically addressing short-term access and delivery of education services. They rarely address the question of how education can support conflict or disaster risk reduction in a meaningful and long-term way (Bird, 2009).

In Kenya, UNDP supports a pilot project on the linkages between armed violence and disaster risk reduction in pastoral communities. The aim is to reduce the risk of violent conflict and the vulnerability to floods and droughts.

The Guidance Notes suggest strategies to integrate conflict and disaster risk reduction into sector planning processes. While there are clearly differences in impact and approaches towards conflict and disaster, both phenomena can occur in any country. Also clear relationships may exist between disaster and conflict, although these are complex and vary according to context. They are not causal in nature but can be influenced by a range of factors (environmental, political, economic etc.) (UNDP, 2007). While not exhaustive the Guidance Notes are an attempt to help Education Planners to address both phenomena in the education planning process.

The Guidance Notes are NOT…

▲ A substantive review of the impact of conflict and/or disaster on education;

▲ An analysis of education's role in either exacerbating or mitigating conflict and/or disaster;

▲ Guidance to address interpersonal or school-based violence such as bullying or corporal punishment.

The Guidance Notes ARE…

▲ An introduction to the importance of integrating C/FRR into education sector planning;

▲ Ideas and examples on how to do this.

The impact of conflict and disaster on learners and teachers

Conflict and disaster can have devastating impacts on education systems. According to the 2011 Education for All Global Monitoring Report (EFA GMR), 'in conflict-affected poor countries, 28 million children of primary school age are out of school – 42 per cent of the worlds' total. Children in conflict-affected poor countries are twice as likely to die before their fifth birthday as children in other poor countries' (UNESCO, 2011 : 2).

Moreover, conflict is costly. If donor countries converted just six days of their military spending to education, it would cover the US$16 billion Education for All external financing gap (UNESCO, 2011 : 3). In 2007, Chad and Guinea-Bissau allocated four times as much to military spending than to education. If Chad cut military expenditures by 10 per cent, it could provide primary education for 350,000 more children. If such an approach was adopted by the nine West and Central African Countries (Burkina Faso, Central African Republic, Chad, DR

Congo, Guinea-Bissau, Mali, Mauritania, Sierra Leone, and Togo), which spend more on arms than on education, 1.37 million more children could go to school (UNESCO, 2011: 148, 151).

Figure 1 • West and Central Africa – flood impact profile
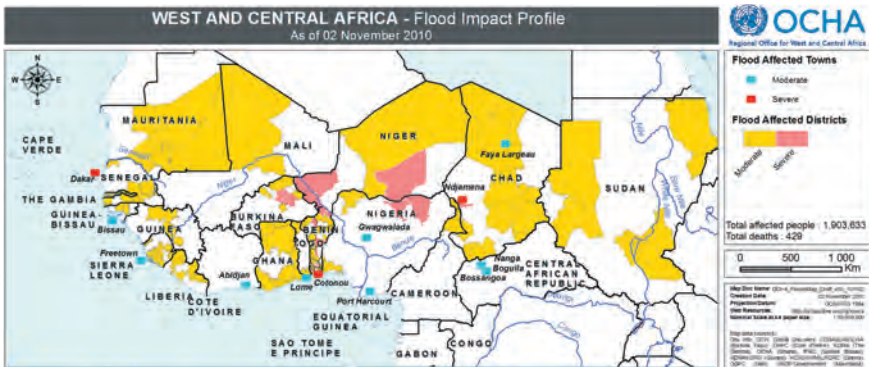
Source: OCHA, 2010.

Approximately 1 billion children worldwide live in countries with a high seismic risk, and 'annual flooding has caused the displacement of more than half a million children from school', according to UNISDR (in UNESCO-IBE, 2008). The Stern Report also argues that the cost of ignoring climate change is greater than the cost of both world wars and the great depression (Stern et al., 2006). The report suggests that West Africa 'faces a serious risk of water-related conflict in the future if cooperative mechanisms are not agreed' (Stern et al., 2006 : 113). In 2010, the number of people affected in West and Central Africa (WCAR) by natural disaster increased. As of November 2010, nearly 2 million people were affected by flooding and 425 people died as a result.[1] The volatility of the region is further indicated by the post-electoral crisis in Cote d'Ivoire which erupted in December 2010, and the ongoing conflict in the Democratic Republic of Congo.

> Educational planning that analyses risk, contributes to building systems that are more resilient.

Direct impact of conflict and disaster on learners and teachers

Access

▲ Education facilities can be closed because of insecurity or destroyed during fighting.

▲ Education facilities can be used as makeshift shelters for IDPs.

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1. OCHA West Africa: http://ochaonline.un.org/UrgencesEmergencies/InondationsFlooding/tabid/6692/language/fr-FR/Default.aspx

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◢ Equipment, books, and education records can be damaged.

◢ Certain groups may be denied education in conflict situations, either explicitly (refugees may not be provided schools in host countries), or less directly through prejudice or threat. In conflict situations parents may be fearful of sending children to school.

◢ There may be access and security issues for aid workers and ministry of education staff.

Quality

◢ Management and coordination of education programmes can be problematic in complex disaster situations.

◢ The school curriculum and/or teaching methodology may exacerbate stereotyping or divisions of certain groups.

◢ Quality education might be challenged as trained teachers have left the disaster/conflict area and are replaced by untrained community/parent teachers.

◢ Learning and teaching material are frequently not available, lost or destroyed.

Teachers

◢ Teachers can become targets for political violence or be forced to teach political indoctrination.

◢ Teachers also suffer from physical and emotional trauma, but rarely receive psychosocial support.

◢ Teachers may have left the disaster or conflict zone, or died, etc.

Children and youth well being

◢ Children and youth can suffer physical and emotional trauma or be recruited into armed forces.

◢ Children and youth may lack important information around health and other issues.

Opportunities for children and youth

◢ Conflict can increase poverty with the destruction of livelihoods and economic opportunities.

◢ Lack of education compromises future opportunities for children and youth as they may not learn the skills needed to contribute to society's peaceful reconstruction.

Impact of conflict and disaster on education systems

Disaster and conflict have the potential to wipe out years of investment in educational achievements (human as well as physical), and can set back or slow the development of the education system.

The United Nations General Assembly 64th Session (2010) resolution on Education in Emergencies recognizes that the world's progress on development goals is jeopardized by conflict and disaster.

> *A large proportion of the world's children out of school live in conflict-affected areas and in natural-disaster-stricken regions, and that this is a serious challenge to the fulfilment of the international education goals, including Millennium Development Goal 2.'* (United Nations General Assembly, 64th Session, 2010)

The examples below highlight the direct impact of disaster and conflict on access, quality, teachers, learners, and education systems (the list is non-exhaustive).

▲ The capacities of ministries of education, in terms of human, material, and financial resource management are undermined.

▲ Loss of life or displacement leads to loss of data or rapid change in existing data.

▲ Management systems break down, including payroll, supervision/inspection of teachers, pre-service and in-service training etc.

West Africa faces a serious risk of water-related conflict if cooperative mechanisms are not agreed upon.

▲ Education infrastructure (physical and human) is destroyed.

Why we need to institutionalize conflict and disaster risk reduction in national systems and how this could be done

As seen from the impact of conflict and disaster mentioned above, it is in the interest of a nation's overall national development, as well as of its education system, to integrate measures for conflict and disaster mitigation into national planning processes.

In this regard, an important distinction needs to be made between 'crisis prevention/preparedness' interventions and institutional changes made in education systems in order to integrate prevention, preparedness, and mitigation mechanisms. Educational planning facilitates the process of institutionalization.

Good educational planning that anticipates and analyses risk contributes to building systems that are more resilient and therefore less impacted by emergencies. This is echoed in the United Nations General Assembly 64th Session (2010) resolution on Education in Emergencies, which recognizes that:

> *... ensuring the right to education in emergency situations requires specifically designed, flexible and inclusive approaches consistent with protection needs, conflict mitigation initiatives and disaster risk reduction considerations.*

It also requests that Member States

… ensure that the best possible systems of education are in place, including through the allocation of sufficient resources, the appropriate adaptation of curricula and training of teachers, the implementation of risk assessments, disaster preparedness programmes in schools, the legal framework for protection, and health and basic social services, so as to withstand emergencies.

Therefore …

Education plays a critical role in C/DRR if systemic approaches are taken that affect both education institutions and the management and functioning of a ministry of education (and or other related ministries).

Lack of disaster preparedness e.g. poor construction of education facilities cause high casualty rates during seismic or climatic disasters.

◢ Education institutions need to ...

• Develop the capacity of staff and students to be better prepared, withstand, and respond to conflict and/ or or disasters;

• Ensure that school/university management procedures include guidance on C/DRR and that management personnel have been trained in emergency response procedures;

• Ensure that teaching methods are non-discriminatory and promote tolerance and peacebuilding.

• Ensure that safety policies and plans are in place, regularly updated, and utilized when necessary.

◢ Ministries of education and other government ministries impacting education need to ...

• Protect investments in physical infrastructure and retrofit education institutions (reinforcement or upgrading of existing structures to become more resistant and resilient to the damaging effects of hazards);

• Ensure that the location and resourcing of education institutions are equitable and do not reinforce grievances between religious or ethnic groups;

• Ensure that the capacity of ministry personnel is developed sufficiently to integrate C/DRR principles and practice into education policy, planning, and implementation processes;

• Protect and back-up educational information to ensure it is safeguarded, and put mechanisms in place to rapidly update and revise data (e.g. through the use of technology);

• Ensure ongoing teacher support and management where possible, and put in place contingency measures for payment of teachers should a disaster or conflict occur;

- Ensure that the content and language of curricula, textbooks, and teacher training programmes promote peace, human rights, and citizenship rather than promoting or reinforcing negative attitudes and values.

How to address the institutionalization of C/DRR: Mainstreaming in strategic planning processes

Good education planning is an important step towards developing policies and strategies that can contribute towards C/DRR efforts. It is also a cost-effective option. Preventing conflict and disaster is much less expensive than the cost of reconstruction. Few educational planning processes have truly addressed C/DRR in depth.

Effective planning implies including C/DRR as part of the overall education planning process. The following sections present strategies for the inclusion of these measures in each step of the planning process.

In the aftermath of floods in the north and south of Chad, senior ministry officials took part in an advocacy seminar. As a result, a seven-person committee was formed with representatives from each department of the Ministry of Education and the Ministry of Social Action. The committee is now working to integrate education in emergencies into sector plans and policies, and to implement an education sector diagnosis to examine zones affected by emergencies.

How to proceed

Manage the development of an education sector plan

The strategic planning process

Step 1   Sector diagnosis: where are we now?

Step 2   Policy formulation: where do we want to get to?

Step 3   Selection of priority programmes and key objectives: how are we going to get there?

Step 4   Design of the monitoring and evaluation framework: how do we know we have reached there?

Step 5   Preparation of the financing framework: how much will it cost?

Source: Adapted from UNESCO-IIEP, 2010e.

The planning process should follow a logical order. There are three overarching considerations that need to be incorporated into the process (whether it be annual, medium-term, or long-term):

- Constitute a joint steering committee;
- Ensure a participatory process; and
- Develop capacities for conflict and disaster risk reduction.

The planning process by its very nature can be both political and technical and consideration of both is important when developing the plan. The process is guided by the steering committee; however, political and technical issues often arise concerning the type of decisions to be made and who makes them. In other words, who benefits from certain decisions and why. These considerations should be acknowledged when establishing a steering committee (as described below).

Establish a joint steering committee

Who?

◢ Top level Ministry of Education staff; representatives of the Ministry of Planning, Ministry of Finance, and other selected ministries [such as the Office of the Prime Minister or Ministry of Home Affairs];

◢ The Education Sector Working Group or equivalent (this group usually includes representatives of development partners and representatives of any other education-related stakeholder groups [such as I/NGOs, Education Cluster representatives, religious or private education providers], and is typically chaired by a representative from the MoE);

◢ Any central government ministry or office with responsibility for national disaster management plans or policies.

Ensure a participatory process

Consultation with stakeholders at all levels is essential when developing policies and programmes related to C/DRR that affect the lives and education of children, youth, and adult learners.

Who?

◢ Apart from the above, other national and international actors (e.g. Office of the Prime Minister, Department for Disaster Management, National Red Cross and Red Crescent, UNHCR, UNDP, UNICEF, I/NGOs), who can provide information and guidance on national and international standards for C/DRR;

◢ Humanitarian actor whose participation is particularly appropriate when designing contingency and crisis response plans;

▲ Local communities who have direct knowledge of felt education demands and obstacles;

▲ Children and youth who are the ultimate beneficiaries, as their help will be invaluable in design plans that will ultimately benefit their lives;

▲ Development agencies who can support institutional and capacity-development initiatives;

▲ Education officials from different geographic regions to ensure that all types of risks from across the country are represented in the planning process.

Develop capacities for conflict and disaster risk reduction

Figure 2 • Capacity development at three levels
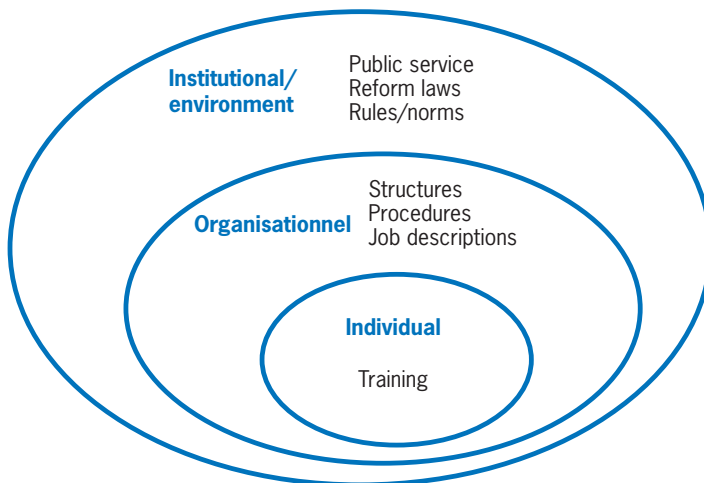
This process involves strengthening the capacity of individuals, institutions, and societies to solve problems, make informed choices, and plan and achieve positive changes for the future.

The integration of C/DRR objectives and corresponding activities into educational planning will require the development of capacities among education staff at central and decentralized levels.

How?

▲ Training for educational staff at all levels on C/DRR;

▲ Training for educational planners on how to integrate conflict and disaster risk reduction into their planning processes;

▲ Ensure that C/DRR is embedded within teacher education (pre- and in-service) programmes;

▲ Ensure that capacity is strengthened within institutions and organizations as well as individuals (as highlighted in *Figure 2*). This can be achieved through long-term processes such as coaching, mentoring, and on-the-job training.

> **Box 1 ▪ 'Entry points' for C/DRR – Training and capacity development**
>
> ➤ *1. How can training lead to capacity development in a wider sense?*
> Training may be a good place to start new initiatives. Take training as an entry point to build relationships and confidence and raise awareness/advocate for a specific topic. To ensure a wider impact, undertake action planning with trainees targeted at organizational and institutional levels including specific responsibilities and accountabilities. Remember: every action plan is only as good as its implementation and follow-up.
>
> ➤ *2. Capacity development as a parallel process at different levels: examples from Ivory Coast and Central African Republic (CAR)*
> • **Individual level:** training and awareness raising at central and decentralized levels with MoE staff;
> • **Institutional level:** decree signed by Minister to establish an EiE Unit at central and decentralized levels, which will oversee institutionalization of EiE;
> • **Organizational:** election of EiE Focal points at central and decentralized levels, who will support and train others, and the creation of central and decentralized EiE Units including ToRs and action plans.

Take away points

▲ The Education Sector Strategic Plan (ESSP) is ***strategic***. The Annual Plan which comes out of it is ***operational***.

▲ A logical process is necessary for plan preparation (five steps to determine where we are, where we want to get to, how we get there, how we know when we have reached there, and how much it will cost).

▲ A good planning process should identify risks to education provision from conflict and/or disaster and suggest strategies in the plan and programming activities to mitigate such risks.

▲ The impact of conflict and disaster on children, youth, education personnel, and education systems can be reduced and often prevented if good preparedness measures are put in place.

▲ The plan preparation should be as participatory as possible at all levels. Commitment and leadership at senior levels of the ministry is essential.

Tools and resources

Impact of conflict and disaster on education

UNESCO's 2011 EFA Global Monitoring Report *The hidden crisis : Armed conflict and education* is a valuable resource on the impact of conflict on education. See specifically *Chapter 3* :

www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/ED/pdf/gmr2011-part2-ch3.pdf

The Inter-Agency Network for Education in Emergencies (INEE) website has much information on conflict as well as disaster impacts on education. Among the more important are :

www.ineesite.org/post/drr/
www.ineesite.org/post/education_and_fragility/
www.ineesite.org/post/about_education_in_emergencies1/

Save the Children's *Rewrite the Future* campaign is the largest NGO campaign for education in conflict-affected fragile states. The campaign publishes up-to-date reports on conflict impacts on education :

www.savethechildren.net/alliance/what_we_do/rewritethefuture/resources/publications.html

The World Bank's 2011 World Development Report *Conflict, security, and development* focuses on the impacts of conflict on education (among other sectors) :

wdr2011.worldbank.org

Conflict and disaster risk reduction

The Education Cluster Thematic group on DRR :

http ://oneresponse.info/GlobalClusters/Education/ThematicIssues/Pages/Disaster%20Risk%20Reduction.aspx

Hyogo Framework for Action (HFA) :

www.unisdr.org/eng/hfa/hfa.htm

INEE Minimum standards DRR toolkit :

http ://oneresponse.info/GlobalClusters/Education/ThematicIssues/publicdocuments/INEE-MinStand-DRR.pdf

International Strategy for Disaster Reduction (ISDR) :

www.unisdr.org/

Office for the Coordination of Humanitarian Affairs (OCHA):
http://ochaonline.un.org/

Reliefweb is a key source of factual information on conflicts and disasters, including maps and funding appeals:
www.reliefweb.int

UNDP. 2007. Global mainstreaming initiative for DRR:
www.undp.org/cpr/documents/we_do/drt_Mainstreaming%20project%20flyer%20Jan%20
07.pdf

Educational planning processes and C/DRR

Bird, L. 2009. 'Promoting resilience: Developing capacity within education systems affected by conflict'. Paper commissioned by the EFA Global Monitoring Report 2011.
http://unesdoc.unesco.org/images/0019/001913/191302e.pdf

IIEP's Strategic Planning working paper series guides the reader through the steps of a standard generic education sector planning process. While they are not adapted specifically to C/DRR, they are based on, and have been used in, IIEP's five decades of work in several countries that face C/DRR issues, including Afghanistan, Angola, and Cambodia:
www.iiep.unesco.org/capacity-development/sector-planning-support/strategic-planning-working-papers.html

A school director moves the blackboard into a classroom in Chad, which is open and exposed to wind and sand storms.

2

Integrating conflict
and disaster risk
reduction into
an Education Sector
Diagnosis (ESD)

© UNHCR H. Caux

OBJECTIVES

→ To outline the purpose and steps of an Education Sector Diagnosis;

→ To demonstrate how to integrate C/DRR into an ESD;

→ To analyse factors of resilience with the education system.

DEFINITION

An Education Sector Diagnosis is the first step in an education planning process. It is an 'X-ray' of the current situation and examines past and current trends in educational development. It identifies the strengths and weaknesses of the education system and their causes, including present and potential constraints or challenges.

HOW TO PROCEED ?

→ **Conduct a conflict or political economy analysis;**

→ **Undertake vulnerability mapping of education facilities;**

→ **Review education policies and curriculum content.**

The results of the Education Sector Diagnosis (ESD) establish the basis for identification of relevant policy objectives and strategies, and selection of appropriate priority programmes and accompanying activities.

The education sector diagnosis considers the environment in which the education system is operating, that is, its political, economic,

environmental, and social contexts. Therefore, an analysis of the impact of conflict and disaster on the education system is a logical component of the ESD. In many countries, however, this step is often ignored, despite the obvious, economic, social, and environmental benefits.

The focus of this section is how to incorporate systematic analysis of potential disaster and conflict into an ESD. As noted in section I, this can be done either as part of an education sector strategic plan (medium – long-term) or as part of an annual planning process.

The section includes a short summary of the main steps needed to conduct a full education sector diagnosis, but it does not describe in detail how to carry out a full-scale diagnosis[1].

An education sector diagnosis is a comprehensive review of the whole education sector, including primary, secondary, early childhood, technical and vocational, tertiary, non-formal, and literacy education, and considers both the education system itself as well as the broader societal context.

Mainstreaming C/DRR in the different steps of an ESD

◢ Analyse the context and ascertain what hazards or vulnerabilities exist and how they are likely to impact the education system.

◢ Analyse how conflict or disaster has affected the education system in the past: organizationally, institutionally, delivery capacity, outputs, and outcomes.

◢ Analyse the performance of the education system (including access, quality, and management) to determine whether the services delivered address the conflict or disaster risks that (could potentially) affect the system.

◢ Analyse the management and policy environment to determine how conflict and disaster have been addressed in the past, the lessons learned, and the strengths of the system.

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1. If you are interested in more information on this, refer to the UNESCO-IIEP Sector planning working paper series: *Strategic planning: Concept and rationale* (UNESCO-IIEP, 2010c) and *Strategic planning: Techniques and methods* (UNESCO-IIEP, 2010d).

▲ Analyse the cost and financing available as part of the overall budget framework in order to prepare for, mitigate, or respond to conflict and disaster.

Analyse the context

A typical ESD will analyse the wider political, economic, and social domains within which the education system operates. The typical components are listed in the first column of *Table 1*. The second column provides examples of how each component can be broadened for a risk analysis.

In addition to the components shown in *Table 1*, when incorporating a conflict and disaster risk analysis into an education sector diagnosis it is often useful to conduct a conflict assessment and/or a political economy analysis.

The ESD also needs to identify likely hazards and their effects on the education system. Two examples from Chad and El Salvador highlight how this might be done in *Figure 3* and *Box 3* respectively.

Figure 3 below shows a map of flood-affected areas in Chad, colour coded for degree of severity. The darkest shade is severely flooded; the lighter shade is moderately flooded; white is not flooded. The map also shows damage to housing and numbers of affected populations.

Table 1 • Integrating C/DRR analysis into a regular ESD

Components of a typical context analysis	Examples of conflict-related analysis	Examples of disaster-related analysis
Historical and political background	Political economy analysis and/or conflict assessment	Historical analysis of response to previous disasters
Geography and population	Identification of regional disparities, e.g. urban/rural, ethnic/tribal/religious differences, quintiles	Hazard mapping (see *Box 3* from El Salvador) Identification of most vulnerable groups likely to be affected by disaster
Economy, finance, and employment	Disparities/inequities of resource allocation	Analysis of percentage GDP expenditure related to preparedness, mitigation, or response
Social (including poverty) and cultural context	Analysis by population groups (by region, ethnic group, gender, income etc.) and participation rates. Lack of education for certain groups leads to grievance and potential conflict	Population groups more likely to be affected by disaster/crisis – IDPs, refugees etc.
Structure of the education system	Degree of inequity for marginalized groups (such as minority ethnic groups, nomadic communities etc.) to progress through the education system	Analysis of resilience of the education system to withstand disaster (e.g. quality of physical infrastructure, robustness of management structures etc.)

Figure 3 • Flood-affected areas, Chad (September 2010)

Vulnerability mapping is one method for systematically identifying educational institutions at risk of experiencing specific conflicts or natural disaster. Local authorities and planners can use the information to complement and improve their school-mapping policies and practices as illustrated by the example from El Salvador described below.

Box 3 ▪ Vulnerability mapping in El Salvador

► *Schools in zones at risk of floods and landslides in El Salvador*

The Ministry of Education in El Salvador has worked to integrate education and disaster risk reduction through its 'School Protection Plan'. A large part of this plan was the vulnerability mapping of schools throughout the country, as shown below.

Location of schools at risk of flooding or landslides in El Salvador

Source : El Salvador, National Education Plan 2021.

The Infrastructure Office of the Ministry of Education identified areas where landslides and flooding are likely to occur in the 14 departments of the country. It then indicated the number and location of schools in those areas. The above map highlights schools that are potentially at risk of floods or landslides, and enables the government to relocate them where necessary in a more effective and efficient manner. Other countries such as Uganda are also developing vulnerability maps to identify schools that are potentially at risk of drought, floods, or landslides.

Analyse education system performance

Another component of an education sector diagnosis is the system performance analysis. The following categories can be used to guide the analysis and are typically included as part of an education sector diagnosis:

▲ Access (for girls, for boys, youth, education personnel, parents);

▲ Quality[2] (environment, e.g. education facilities, schools, teacher training institutes, other educational facilities, water and sanitation facilities);

▲ Quality (educational materials – textbooks, science materials, supplies);

▲ Quality (relevance of curriculum, qualifications of teachers, school management, learning attainments);

▲ Efficiency (internal factors such as drop-out, completion, transition etc. and external factors such as employment opportunities, career indicators etc.);

▲ Equity (according to gender, religion, ethnicity, geography etc.).

These commonly used categories need to reflect how certain hazards may impact on the education system's ability to function and on learners' access. *Table 2* provides some illustrative examples.

Table 2 • Impact of natural disasters and conflict on education

	Natural disasters	Conflict
Access to education	• Flooding or mudslides destroy or cut off access to school • Schools occupied by IDPs • No schools in IDP sites • Refugee, IDP, or returnee children do not have equal access to primary or secondary education	• Routes to and from school are unsafe or mined, hence parents do not allow their children to go to school • Children at risk of abduction or recruitment into armed forces on the way to school • Disparities in access to education exist in different parts of the country involved in conflict
Quality: environment	• School flooding resulting in some damage and the need for repairs • Schools are washed away by heavy floods • Furniture is destroyed • Wells are contaminated	• Schools occupied by armed groups or forces, IDPs, refugees etc. • School buildings destroyed during conflict • Wells and water sources contaminated as part of conflict
Quality: educational materials	• Textbooks and school supplies destroyed by water • Science equipment destroyed	• Materials destroyed or looted • Curricula promote conflict through bias towards a particular ethnic, tribal, or religious group
Quality: relevance	• Children are not taught safety measures for particular disasters • Number of contact hours is decreased thereby reducing overall quality and learning attainments • Education records are destroyed • Teachers are killed or displaced because of disaster	• The curriculum includes discriminatory messages that can enflame tensions rather than peace education or life-skills education • An unequal distribution of educational resources exists within the country – including teachers, facilities, and educational materials • The language of instruction makes education inaccessible for some groups of children • Management personnel are killed or displaced as a result of the conflict

Efficiency	• Increased likelihood of drop-out if children/youth miss months of education because of displacement • Employment opportunities may increase or decrease as a result of disaster, depending on rapidity (or not) of reconstruction efforts	• Increased likelihood of drop-out if children/youth miss months of education because of conflict or insecurity • Employment opportunities may be focused around military options (e.g. recruitment of children and youth into armed forces)
Equity	• Certain regions more vulnerable to devastation because of disaster (tend to be the most poor) • Inequity in resourcing for preparedness and response measures	• Certain regions more vulnerable to conflict – analysis required as to whether this is because of political, social, economic, or cultural factors • Inequity in resourcing in certain regions causing grievance leading to tension and conflict

Analyse the resilience of the education system to conflict or disaster (e.g. infrastructure, curriculum)

An ESD needs to analyse the education system's past and current resilience to a particular hazard.[3] Compare, for example, the 200,000 people who lost their lives in the earthquake in Haiti to the few hundred lives lost in Chile, which demonstrated the resilience of the system in Chile. (This was chiefly the result of decades of preparedness, better systems and infrastructure, and greater financial and human resources.)

Table 3 and *Table 4* (below) highlight illustrative examples of how to analyse the resilience of education institutions in terms of physical (education facilities) and human infrastructure (education personnel, capacity).

Physical infrastructure (education facilities)

In disaster and conflict situations, educational facilities are often the most vulnerable institutions. In countries affected by conflict, education institutions, personnel, and students can also become targets of attack.

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3. The examples below of the resilience of infrastructure and curriculum are illustrative examples – a full education sector diagnosis would analyse all aspects affecting the education system.

Table 3 • Analysing the resilience of physical infrastructure to natural disasters and conflict

	Natural disaster	Conflict
Siting	Is the site for the education facility itself safe, or can it be made safe? For example, is the site subject to flooding or located at the bottom of a steep hillside and therefore vulnerable to landslides or rock fall?	Has the education facility/ies been located in a place that will not cause tension between different ethnic, religious, or minority groups accessing the facility?
Education facilities	Are the school buildings safe, or can they be made safe? Is the building designed to withstand the expected hazards (e.g. elevated for flood, away from landslide hazard zones, resilient to shaking by earthquake or wind, insulated from cold and heat)?	Have routes to and from the facility been de-mined? Are there safe access routes to and from the facility?
Safety	Do the doors open outwards for safe evacuation? Is large and heavy furniture fastened to the structure to prevent falling or sliding in wind or earthquake? (UNISDR, 2008 : 8)	Is there a warning system alerting students not to attend if an attack is imminent?

Table 4 • Analysing the resilience of human resources to natural disasters and conflict

	Natural disaster	Conflict
Education personnel	Have teachers/education personnel been trained to withstand disaster? Are there contingency plans in place to pay and redeploy teachers who are displaced because of disaster?	Have teachers/education personnel been trained how to teach conflict resolution, tolerance, and life skills?
Capacity	Have individual, organizational, and institutional capacities been developed to understand DRR principles and mainstream DRR strategies into education policies and programmes?	Have individual, organizational, and institutional capacities been developed to understand the principles of conflict sensitivity and the value of political economy analysis for sector diagnosis and education planning processes?

Analyse the curriculum

The curriculum and its teachers are powerful tools for building a culture of resilience. They have an important role to play in transmitting knowledge for disaster and conflict risk reduction. Therefore, the education system has a responsibility to ensure that it is does not act as a vehicle for domination. It also has a role to play in supporting teachers and learners to internalize safe practices in case of disaster. This can save lives.

Conflict

> Schools that are unresponsive to the social, cultural, and linguistic concerns of indigenous people or ethnic minorities are likely to be seen not as centres of expanded opportunity, but as vehicles for domination (UNESCO 2011: 160).

Education materials tainted by bias or discriminatory content can aggravate tensions between different groups, whether on religious or ethnic grounds. For example, in the Sudan, the imposition of a national education system that stressed one ethnicity (Arab) and one religion (Islam) contributed to the conflict between North and South Sudan (UNESCO, 2011 : 169).

The removal of inflammatory content through curriculum reform is an evident and active conflict-prevention tool. The politicization of education through discriminatory curriculum content has to be systematically monitored as part of the education sector diagnosis if it is to be prevented.

Disaster

Subjects on prevention/mitigation (environmental education, climate change etc.) and preparedness (how to behave when an emergency happens) can be added to the curriculum and/or additional reading materials or co-curricular activities can be included.[4]

Analyse the policy and management environment

> Curriculum reform to remove inflammatory content is a clear conflict-prevention measure.

During a sector diagnosis it is essential to analyse the policy environment, and the management approach to integrating C/DRR into the education system.

The illustrative questions below are only some of the questions that could be posed to analyse existing policies and management practices.

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4. See for example safe schools in safe territories : Reflections on the role of the educational community in risk management : www.eird.org/publicaciones/safe-schools.pdf

Where gaps in policy or management practice relating to C/DRR have been identified as part of the ESD, the plan should ultimately address these in its policy formulation and selection of priority programmes.

Policy level

◢ If there is an existing Child Act/Policy, or Education Act/Policy, how does it cater for the impact of potential conflict or disaster on the education system?

◢ Is there a specific disaster management policy for the education sector? Is this policy consistent with other national disaster management policies? Does this policy ensure provision of education for displaced students?

◢ Do school safety policies exist?

◢ What are the policies related to access and inclusion for all groups within the country?

◢ Is there a flexible school calendar policy that will allow children in drought-affected areas, for example, to complete school during alternative time periods?

◢ Do disaster-resistant construction standards exist for educational facilities?

◢ Does the Education Act/policy ensure that schools are not used as emergency shelters in times of disaster or conflict? If not, is there a timeline to restore the schools to their former condition?

◢ Is there a refugee policy? Does this recognize and certify refugees' educational attainment?

Management level

◢ Is there a disaster focal point within the Ministry of Education and/or at the decentralized level? What role does this person play in relation to the education sector planning processes?

◢ Does the Ministry of Education have a national-level contingency plan as well as sub-national contingency plans?

◢ Do education facilities have updated disaster and/or safety plans which include practising drills (fire drills or evacuation drills)?

◢ Are head teachers and teachers informed about the risk of conflict or disaster and trained in emergency response? Do head teachers and teachers know about C/DRR measures?

◢ Are management committees of education facilities informed about risks of conflict or disaster?

◢ Have communities been approached in conflict-affected areas to support safe passage to and from education facilities, or ensure education facilities are identified as 'zones of peace'?

◢ Are resources committed for C/DRR measures (e.g. budgets include conflict-resolution activities, or disaster-preparedness training, supplies, or stockpiles)?

◢ Are data on disaster risk within the education system routinely collected as part of the Ministry's Education Management Information System (EMIS)? Are they backed up and stored securely?

◢ Are education data in emergency zones (IDP camps, refugee camps, or 'at risk' zones) routinely collected?

Analyse the cost and financing framework

A typical ESD also includes an analysis of existing costs and financing mechanisms. This information is relevant when considering the additional costs associated with integrating conflict or disaster risk reduction into education plans. During the analysis phase, education planners and the financial management team in the Ministry of Education will analyse government funding for the education plan, and also whether funding is already dedicated to C/DRR measures, such as retrofitting of educational facilities or increasing resources into under-resourced areas where tensions are apparent.

If the country has experienced losses in infrastructure or supplies as a result of recent conflict or disaster, compiling such losses as part of the ESD would add significantly to the analysis. Such data would also support appeals to humanitarian funding mechanisms during an ongoing crisis.

See also *Section 5* for a more detailed discussion of the issues associated with costing and financing, including humanitarian funding mechanisms.

How to proceed

Analyse the context by conducting a conflict or political economy analysis

◢ There are a number of tools and resources to conduct such analyses (see designated section below), but in essence both approaches should aim to take the 'current situation as the starting point' rather than a proposed 'ideal'. The analysis should identify the political, cultural, economic, and social barriers or tensions that prevent effective provision of education services. For example, analysis of the provision of education services to different geographic regions can reveal that resource allocation is provided inequitably and is based on religious, ethnic, tribal, or clan affiliations.

Undertake a vulnerability mapping of education facilities

▲ Initiate a school-mapping process that includes vulnerability to conflict and/or disaster as one of the criteria.

▲ Constitute a group of experts that are familiar with the risks. This is necessary in order to create a vulnerability map with the assistance of geographic information systems (GIS). This interdisciplinary group will provide comprehensive information about risks and vulnerable sites.

▲ Select those risks found in the area to be mapped.

▲ Decide which risks will be addressed.

▲ Determine what will be affected by the impact of a human or natural disaster.

Review education policies and curriculum content

Education policies and management practices

▲ Conduct a review of existing policies and how they relate to C/DRR. Build on the strengths of good existing policies where possible – for example, a Child Protection Policy – and relate to the provision of education. For example, such a policy could be revised to include monitoring of attacks on educational facilities, education personnel, and students.

▲ Identify existing management practices and build on good practices, or strengthen where there are gaps. For example, this could include the engagement of School Management Committees and community leaders to ensure that schools are not used as places of shelter during an emergency and that the education of children and youth is not disrupted.

> In Liberia, education aims to enhance national unity and civic consciousness by emphasizing the concept of 'one Liberia' through the curriculum. This could potentially reduce tensions and the risk of conflict.(INEE, 2011: 41).

Curriculum content

▲ Constitute a curriculum review committee (curriculum developers, lecturers from teacher training institutes and universities, representatives from the education sector working group, representatives across religious and ethnic lines, as well as women, and where appropriate children and youth).

▲ Review the curriculum for messages of bias or discrimination, and eliminate all language, images, and symbols that could be used to promote discrimination, intolerance, hatred, or violence.

▲ Review the history curriculum and ensure that it contains fair representation of all perspectives.

▲ Include peacebuilding and life skills education as part of the curriculum.

Take away points

◢ An Education Sector Diagnosis is essentially an X-ray of the current political, economic, and social context, which analyses the resilience or weakness of the education system.

◢ An Education Sector Diagnosis should contribute to the review of current policies to ensure that they are non-discriminatory and support conflict and disaster risk reduction efforts in education.

◢ An Education Sector Diagnosis should help to identify particular priorities, programmes and activities needed, including those related to conflict and disaster risk reduction.

◢ A review of curriculum content is important to determine whether aspects of the curriculum and teaching methodology are contributing to conflict or actively promoting tolerance and peacebuilding.

Tools and resources

Analysing the context

Climate change adaptation in conflict-affected states:
www.gsdrc.org/go/topic-guides/climate-change-adaptation/climate-change-conflict-migration-and-fragility#fragility

Conflict analysis:
www.gsdrc.org/go/conflict

The INEE Education and Fragility Analytical Framework, as used in the synthesis report *Understanding education's role in fragility* (UNESCO-IIEP, 2011). This synthesis report also contains useful country cases from Afghanistan, Bosnia & Herzegovina, Cambodia, and Liberia:
http://unesdoc.unesco.org/images/0019/001915/191504E.pdf

Non-education specific conflict analyses in French conducted in West and Central Africa:
www.crisisgroup.org/fr/regions/afrique/afrique-de-louest.aspx
www.crisisgroup.org/fr/regions/afrique/afrique-centrale.aspx

Political economy analysis:
www.gsdrc.org/go/topic-guides/political-economy-analysis/tools-for-political-economy-analysis

USAID. 2006. Education and fragility assessment tool:
http://pdf.usaid.gov/pdf_docs/PNADH913.pdf

Planning and the education system

INEE tools (Inter-Agency Network for Education in Emergencies):
www.ineesite.org
www.ineesite.org/uploads/documents/store/Minimum_Standards_2010_eng.pdf
www.ineesite.org/uploads/documents/store/Minimum_Standards_French_2010.pdf

UNESCO. 2006. *National Education Sector Development Plan: A result-based planning handbook*. Paris.
http://unesdoc.unesco.org/images/0014/001447/144783e.pdf

UNESCO-IIEP Sector planning working paper series:

Strategic planning: Concept and rationale (UNESCO-IIEP, 2010*a*) and
Strategic planning: Techniques and methods (UNESCO-IIEP, 2010*c*)

UNESCO-IIEP. 2010. *Revised guidebook for planning education in emergencies and reconstruction*. Paris.
www.iiep.unesco.org/fileadmin/user_upload/Cap_Dev_Technical_Assistance/pdf/Guidebook/Guideboook.pdf

Resilience of the education system to conflict or disaster (e.g. infrastructure, curriculum

INEE Guidance Notes on Safer School Construction:
www.ineesite.org/toolkit/INEEcms/uploads/1106/Safer_School_Construction_Resources.pdf

Safe Schools in Safe Territories:
ww.eird.org/publicaciones/safe-schools.pdf

Sinclair, M.; Davies, L.; Obura, A.P.; and Tibbits, F. 2008. *Learning to live together: Design, monitoring and evaluation of education for life skills, citizenship, peace and human rights*.
ww.ineesite.org/uploads/documents/store/doc_1_Learning_to_Live_Together.pdf

49

A classroom used by Cameroonian and Mbororo refugee children in Cameroon.

3

Developing policies and programmes for conflict and disaster risk reduction

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OBJECTIVES

➜ Define the policy formulation process, its importance, and the choice of policies for conflict and disaster risk reduction;

➜ Explain the priorities allocated to programmes based on the ESD;

➜ Identify the process by which to do this, whether by a problem tree analysis or other means.

DEFINITION

A policy is the act or process of setting and directing the long-term course of action to be pursued by a government

HOW TO PROCEED ?

➜ **Task a joint steering committee with the responsibility for integrating DRR policies into the education sector plan;**

➜ **Consult with key stakeholders;**

➜ **Generate and assess policy options;**

➜ **Identify priority programmes and objectives.**

Formulating policies

Based on the results of the education sector diagnosis and a review of existing policies, a new or revised policy may be needed to address the challenges related to conflict and disaster risk reduction.

The formulation of any new policies (or the reformulation of existing ones) should ensure that the education policy is linked to the country's overall development policy, or is compatible with other policy agendas or international commitments.

Figure 4 • Policy formulation process
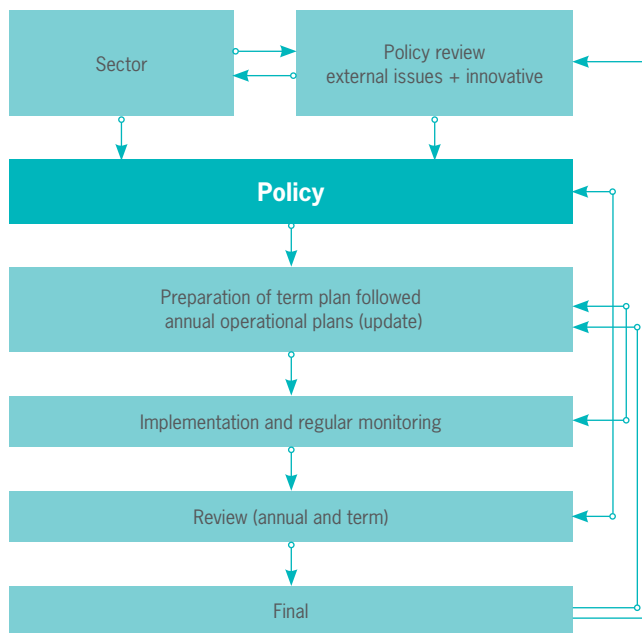
With regard to C/DRR policies, ministries of education must also consider the government's overall commitment to international agreements such as EFA, MDGs, and the Hyogo Framework for Action, which specify global disaster risk reduction objectives and to which many countries are signatory.

Policy formulation involves tranforming the problems identified during the education sector diagnosis and policy review into broad, long-term policy orientations and goals.

For example: if an education sector diagnosis has revealed the existence of significant biases towards particular ethnic groups with regard to access to and quality of education, a policy of equal educational opportunities regardless of race, ethnic group, or sex, could be implemented.

> The process of policy formulation involves seeking agreement on:
> (a) policy orientations and goals and
> (b) main strategies to achieve those goals.

Therefore…

◢ Education authorities must work to achieve consensus in order to move from the sector diagnosis to the determination of policy orientations and priority programmes. The input of different actors during the generation and evaluation of policy options is essential.

◢ As policies will directly or indirectly affect multiple individuals or groups, the planning process must be participatory. A wide range of stakeholders must be consulted and should agree with the main strategies set forward in the plan.

◢ Local-level actors should be included since they can put forward local-level, relevant strategies for addressing risks and hazards which can be incorporated into policies and subsequently into priority programmes.

◢ Education simulation models can contribute to setting policies, translating policies into plan documents, and developing annual budgets, by presenting the consequences of different policy options (for more on simulation models see *Annex 1*).

Education policies typically address the broad areas of:

◢ **Access** (access, participation, including gender and equity issues)

◢ **Quality** (quality, internal efficiency, relevance, and external effectiveness)

◢ **Management** (governance, decentralization, resource management) (UNESCO, 2006 : 32).

Policies related to conflict or disaster mitigation should be aligned with these broad areas and with other educational policies and goals.

Examples of policy options for conflict and disaster risk reduction

Box 4 below higlights how an inclusive language policy in Uganda can promote tolerance of diversity.

Table 5 includes examples of educational policies that address broad, overarching goals related to conflict or disaster risk reduction. In some instances, a policy may focus specifically on reducing the risk of natural disasters to the education system or society; in others it may have a broader focus to reduce the risk of conflict and the risk of impact of natural disasters.

Box 4 ▪ Inclusive language policy in Uganda

The Education Sector Strategic Plan in Uganda aims to 'design and help teachers use curricula and instruction appropriate for pupils in conflict areas'. Although the barriers to teaching literacy in local languages in Uganda are considerable (producing written materials, persuading parents, and resolving political problems surrounding languages of instruction), the Ministry aims to provide sufficient quantities of reading materials in local languages. Such policies can help to overcome feelings of alienation and exclusion which are often accompanied by policies that do not address issues of mother tongue instruction (Bird, 2009).

Table 5 • Example of policy options for conflict and disaster risk reduction

	Conflict risk reduction	Disaster risk reduction
Access	• Fee-free school policies for ethnic minorities, or populations in insecure areas • Social inclusion policies • Inclusive language policies • Curriculum reform to remove biases or discriminatory content • Policy for the provision of education for refugees and IDPs	• Fee-free school policies for displaced populations, or groups vulnerable to natural disaster • Curriculum reform to include information on hazards, risks, and response mechanisms in the case of a natural disaster • Policy for the provision of education for learners displaced by natural disasters
Quality	• Teacher training policy to ensure teachers use child-friendly methods and have sufficient skills in conflict and disaster risk reduction • Equitable teacher deployment policy • Policy for development of contingency plans and practice of security drills	• Teacher training policy to ensure teachers have sufficient skills in disaster risk reduction and response techniques • School safety policy in compliance with international safety norms • Policy for development of contingency plans and practice of safety drills
Management	• Capacity-development policy to train authorities (including inspectors and district education officers) on conflict and disaster risk reduction techniques	

Principles of policy formulation

There are also several principles against which all proposed policies should be assessed:

Table 6 • Principles of policy formulation

Affordability	• Is implementation of the policy affordable in terms of its overall cost and the expected allocation of resources to the education sector? • The economic aspects of the policy are not the only costs involved with implementation. There may also be political or social costs associated with the choice of particular policies, which have to be weighed against the economic cost.
Desirability	• Is there widespread consensus that implementation of the proposed policy is desirable? • Are there reasons why some groups would be opposed to the proposed policy? Is the policy compatible with other national or international agreements?
Feasibility	• Can the proposed policy be implemented? • Do the necessary human, financial, and physical resources exist? • Can the policy be implemented within the proposed time frame?
Sustainability	• Will there be long-term political support for implementation of the proposed policy? • Will the resources exist in the future that will be needed for full implementation of the policy?

Developing priority programmes

Risks and vulnerabilities identified during the education sector diagnosis phase of the planning process (see *Section 2*) need to be addressed in education sector policies. In turn, 'the broad policy orientations retained during the policy formulation process will serve as the basis for setting the main medium-term plan objectives and for selecting the priority programmes' (UNESCO-IIEP, 2010*b*: 13). Generally, these programmes are only the first step in the 'operationalization' of the plan and form the basis for preparing Annual Operational Plans.

Priority programmes translate general goals and strategies into more operational terms by fixing precise targets to be reached, defining the sequence of activities to be carried out and the resources required. There are a number of different approaches available to determine what priority programmes should be selected:

> Selecting priority programmes is the first step to operationalizing the broad goals set during the stage of policy formulation.

◢ **Appreciative inquiry:** the opposite of problem solving. Instead of focusing on gaps and inadequacies it focuses on how to increase exceptional performance based on what works.

◢ **Problem tree analysis:** provides an understanding of the problem and its often interconnected and even contradictory causes, in order to move towards identifiable solutions.

Using a problem tree analysis to identify priority programmes and objectives

These Guidance Notes explore the problem tree approach – currently the most common methodology used for development planning (links to appreciative inquiry methods are provided under the Tools and Resources section).

> Using problem and objective trees can help to develop priority programmes.

The agreed priority programmes for any one country will depend on the context, and are based on the education sector diagnosis. The illustrative examples below contain examples of how problem and objective trees can support the process of developing priority programmes, by using the education sector diagnosis to identify the most significant challenges to be overcome, and transforming the 'problems' into objectives and activities.

Why use a problem tree analysis?

A problem tree analysis is a common way to break down a sector diagnosis into manageable and definable chunks. This enables clearer prioritization of priority programmes and helps to focus objectives.

◢ It also helps to gain greater understanding of the problem and its often interconnected and even contradictory causes.

◢ It identifies the constituent issues and arguments, and can help identify the political actors and processes at each stage.

◢ It can help establish whether further information, evidence, or resources are needed to make a strong case, or build a convincing solution.

◢ Present issues – rather than apparent, future, or past issues – are dealt with and identified.

◢ The process often helps build a shared sense of understanding, purpose, and action.

> If there is a priority programme centred on access and the problem tree analysis has identified flooding as a major challenge, then the objectives for the priority programme must include activities relating to DRR such as contingency planning, and training for teachers, students, and communities on preparedness and response.

The example of a **problem tree** shown in *Figure 5* is based on a hypothetical education sector diagnosis, and can be used to highlight and prioritize challenges confronting the education sector.

The example of an **objective tree** shown in Figure 6 demonstrates how priority programmes emerge in order to address specific hazards or risks confronting the education sector.

Figure 5 • Example problem tree: Few displaced children accessing education

EFFECTS

Low transition rate to secondary schools leading to potential for tension

Idleness and potential for recruitment into fighting forces or prostitution

Few secondary schools available for displaced children

Few displaced children accessing basic education because of flood and/or conflict

FOCAL PROBLEM

CAUSES

Inadequate facilities

Separate schools not available for refugees

No space in local schools for displaced children

Displaced children's learning attainments are not certified

Learning for displaced children different from their home curriculum

Poor teaching practices

Poor training of teachers

Not enough teachers with qualifications

Poor management practices

Poor training of managers

Inadequate management systems

Once the problem tree has been developed, it is then transformed into an 'objective tree', essentially by rewording identified problems into goals, objectives, and outputs, as demonstrated in *Figure 6* below.

Figure 6 • Example objective tree: Increase the number of displaced children accessing education

OVERALL OBJECTIVE

Increased transition rate to secondary schools

Increased graduation from secondary school leading to employment

Increased proportion of displaced children in secondary schools

20% increase in the number of displaced children who graduate from primary school by 2012

SPECIFIC OBJECTIVE

OUTPUTS ACTIVITIES

Adequate facilities used/ available

New classrooms built for displaced children

Local schools allow displaced when there is space available

Recognized curriculum and teaching materials used

Curriculum reviewed

New teaching practices used

More trained refugee teachers

Teacher training policies adapted

Improved management practices

Managers trained

Management systems reformed

Source: Adapted from UNESCO-IIEP, 2010: 19.

How to proceed

Policy formulation

◢ The policy formulation process by its very nature can be both political and technical.

◢ It is therefore essential to constitute a joint steering committee, if this has not already been undertaken as part of the overall planning process.

◢ If policies are being reviewed and decided upon during the annual operational planning or review process, an ad hoc committee can be formed to make the final policy decisions or recommendations.

Consult with key stakeholders

To guide the process it may be useful to ask the following questions:

◢ Which groups are likely to benefit from a decision and which groups are likely to suffer from this decision?

◢ How substantial are the benefits or the costs for the different groups?

◢ How powerful are the different groups?

◢ How well organized are they?

◢ Can they create serious political obstacles? (UNESCO-IIEP, forthcoming: 4).

Generating and assessing policy options should involve the participation of the MoE's district level administrators and other education partners such as :

▲ Officials from the ministries of planning, finance, social affairs, labour, administration, health, civil protection etc. ;

▲ The private education sector ;

▲ Development partners, including international and national NGOs working in education ;

▲ Civil society ;

▲ Professional associations, including teachers' unions, parent groups, religious groups, women's and youth groups.

In the specific case of formulation of policies on conflict or disaster mitigation, additional stakeholders to consult include :

▲ **Disaster managers or agencies specialized in disaster preparedness** such as the International Red Cross or Red Crescent movement, UNISDR, national government disaster management counterparts or RedR. These agencies may be able to provide technical support and input relevant to the development of policies and priority programmes and, in the case of national counterparts, will be able to provide input on how the proposed education policy fits into broader national policies related to disaster preparedness.

▲ **Education Cluster or Education Sector Groups** – an important resource related to education in emergencies.

▲ **Curriculum developers**, including curriculum department within the ministry or specialized curriculum institutes, if they exist. Input from curriculum developers will be essential, at all stages of the planning process, if the planned policy or priority programmes involve curriculum changes to address natural disaster and conflict risk and response mechanisms.

▲ **National examination boards** or other bodies that certify learning attainments. These bodies play an important role in deciding how curriculum objectives are incorporated into national examinations and therefore should be consulted throughout the process. In addition, in refugee situations these bodies play an important role in deciding whether and how the learning of students in refugee schools will be certified.

▲ **The department of educational facilities**, which is responsible for the administrative management of education facilities and the implementation and evaluation of the school calendar.

▲ **The department of education statistics**, which provides data on students, personnel, and facilities.

▲ **Teacher training institutions** and other partners that conduct either in-service or pre-service teacher training. These institutions are responsible for ensuring that

teachers are able to implement curriculum reforms. They will be responsible for updating materials to ensure that teachers are trained to meet the psychosocial needs of students, and on DRR and response techniques, and child-friendly instruction and disciplinary methods critical to both conflict and disaster risk reduction.

Involving too many individuals and groups without analysing their role in the policy-making process can be risky.

◢ **Building and construction services** or departments, especially when school infrastructure needs improvement to meet identified safety norms and standards.

Develop capacity for conflict and disaster risk reduction

In order to develop effective policies and programmes that cater for C/DRR it is essential to support capacity development for policy-makers and education planners. This will involve ensuring that policies can be translated into effective actions at implementation levels. The example from Mali in *Box 6* highlights how a 'strategy for prevention' was translated into direct activities with children and youth.

Box 6 ▪ Strengthening DRR in Mal

➤ *Mali's Strengthening National Disaster Risk Reduction Capacity Project*

The Malian Directorate of Civil Defence and Ministry of Education developed a strategy to build a culture of prevention through formal education. Mali, which is extremely vulnerable to natural hazards such as droughts, locust invasion, and floods, has sought over the last few years to educate primary, secondary, and high school students on DRR and to integrate disaster management into higher education.

Mali's strategy for building a culture of prevention through formal education sought to provide children and youths with some knowledge on DRR. Its specific objectives were:

• To increase public awareness and preparedness using a simple tool;

• To educate children and youth about DRR and the attitudes to adopt in the event of a disaster;

• To conduct national drills during the International Day for Disaster.

Source: UNISDR (2007: 20–21).

Take away points

◤ Education policies should address the broad areas of access, quality, and management, and C/DRR issues must be clearly embedded.

◤ One way to define appropriate priority programmes and objectives is to analyse problems identified in the Education Sector Diagnosis. Problem tree analysis can assist with this process.

◤ Capacity development should be supported to develop appropriate policies and programmes for conflict and disaster risk reduction.

Tools and resources

Safe schools

Safe Schools in Safe Territories. ISDR, UNICEF :
www.eird.org/publicaciones/safe-schools.pdf

Capacity development

Bethke, L. 2009. *Capacity development in educational planning and management in fragile states*. UNESCO-IIEP.

De Grauwe, A. 2010. *Without capacity, there is no development.* UNESCO-IIEP synthesis study.
www.iiep.unesco.org/fileadmin/user_upload/Cap_Dev_Rethinking/pdf/CapDev_Synthesis.pdf
www.iiep.unesco.org/fileadmin/user_upload/Cap_Dev_Rethinking/pdf/Fragile_States.pdf

Education sector planning

UNESCO-IIEP. 2010*d*. *Sector planning working paper 2* : Strategic planning : Organizational arrangements.
http://unesdoc.unesco.org/images/0018/001897/189758e.pdf

UNESCO-IIEP. 2010*e*. *Sector planning working paper 3* : Strategic planning : Techniques and methods.
http://unesdoc.unesco.org/images/0018/001897/189759e.pdf

Most significant changes (MSC) and appreciative inquiry (AI) methods

Anderson, S. 2005. *Appreciative inquiry : A powerful approach for the 21st century communicator* in the International Association of Business Communicators Toronto Chapter newsletter January.
www.thesumoexperience.com/PDF/Powerful_Tool_for_the_21st_Century_Communicator.pdf

Dart, J.J.; Drysdale, G.; Cole, D.; Saddington, M. 2000. *The most Significant change approach for monitoring an Australian Extension project*, in PLA Notes, 38: 47–53. London: International Institute for Environment and Development. www.learningtolearn.sa.edu.au/Colleagues/files/links/Dart_PLAfinal.pdf

Preskill, H. 2007. *Using appreciative inquiry in evaluation practice*. www.eval.org/summerinstitute07/handouts/si07.preskillf.pdf

Refugee children from the Central African Republic in Chad.

4

Monitoring
and evaluation
(M&E)

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DEFINITION

Monitoring and evaluation are means of measuring actual performance and comparing this with planned inputs, outputs, and impact. Monitoring tends to be a continuous, routine activity focused on operational goals, while evaluation is a broader process that takes into account systemic, structural, and longer-term considerations affecting strategic goals.

HOW TO PROCEED ?

→ **Decide on the type of M&E approach to be taken;**

→ **Develop and integrate C/DRR indicators and monitoring tools into the M&E approach selected;**

→ **Determine monitoring responsibilities, data collection sources, and means of verification and milestones for evaluation;**

→ **Support capacity development for M&E, particularly in analysis and dissemination of data.**

Approaches to monitoring and evaluation

There are a number of approaches to monitoring and evaluation (M&E). However, this section will focus on a traditional logical framework approach (LFA) (see Norad, 1999 for an explanation of LFA).

Under this approach, the Education Sector Diagnosis is used to identify key challenges (problems). Policies and priority programmes are then developed to address the main challenges. More specific objectives are formulated to address challenges through appropriate solutions.

To determine if objectives have been achieved, they need to be monitored. This is supported by measuring progress against specific indicators. In order to know if there has been any impact, it is necessary to conduct an evaluation.

One approach to support M&E is to use a logical framework approach, which includes aims, objectives, and activities, and inputs, outputs, and outcomes, as well as 'assumptions/risks'. The

Figure 7 • Monitoring and evaluation in the planning cycle

Sector Diagnosis
• where are we now and what are the challenges?

Policy and programme formulation
• moving from problems to solution
• where do we want to get to?

Monitoring and Evaluation • how do we know when we have got there?

LFA also includes indicators and means of verification to ensure that the aims and objectives have been achieved. LFA is a strong tool because it provides a structured way of designing a project and ensuring measurable and results-based impacts. However, LFA can also be problematic because in real life plans change, diagnoses become obsolete, and new information becomes available[1].

Other approaches incorporate 'positive' diversions from original plans, where such diversions or innovations have created better results or adapted to changing situations[2]. Examples of strength-based M&E approaches include the most significant change (MSC) approach (Davies and Dart, 2005) and appreciative inquiry (AI) (Odell, 2011).

◢ **The most significant change (MSC)** approach is a form of participatory M&E where many project stakeholders are involved in deciding the sorts of change to be recorded and in analysing the data. Unlike conventional approaches to monitoring, the MSC approach does not employ quantitative indicators. The process consists of three main steps:

• Establishing 'domains of change';

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1. See A. De Grauwe and D. Gay (2010) *The uselessness and usefulness of plans*, which notes that even if plans change, the process of planning in itself carries valuable spinoffs.
2. As pointed out in a Perspective Note on *Capacity development in fragile situations* (Baser, 2011: 27) for the 2011 Busan Forum on Aid Effectiveness.

- Setting in place a process to collect and review stories of change;
- Holding an annual round table meeting with the project funders.

◢ **Appreciative inquiry (AI)** is a strength-based approach to change. It focuses on appreciating and then leveraging an organization's core strengths rather than seeking to overcome and minimize its weaknesses. AI invites people to engage collaboratively in discovering what makes the organization most effective in economic, ecological, and in human terms. (For more information on these approaches see the Tools and Resources section).

Remember that indicators must be measured against a baseline. If you do not already have a baseline, then your first data collection will constitute your baseline.

Indicators should be used not only to measure output, but also impact.

Output: Number of teachers trained in teaching positive values of peaceful co-existence and tolerance of diversity.

Impact: Number of children and youth (in schools where teachers have been trained in above values) engaged in school or community-based peacebuilding activities.

Integrate conflict and disaster risk reduction into M&E and data collection systems

◢ The M&E framework for C/DRR can use traditional education indicators such as completion rates and pupil-teacher ratios to the extent that they relate to C/DRR objectives.

◢ For non-traditional objectives, however, new indicators will be needed (for example, the number of schools with disaster plans).

◢ Utilizing existing indicators and building upon them according to the specific hazards and vulnerabilities affecting the education system will make the monitoring process more efficient, and make it easier to monitor progress toward C/DRR objectives. Different types of indicators will be used as part of the monitoring and evaluation framework, depending on what is being measured (see, for example, UNICEF ROSA, 2006 : 113 or UNICEF ROSA, 2006 : 143–156).

Table 7 provides additional illustrative examples of objectives and indicators that can be used for C/DRR (see *Annex 2* for more indicators). Indicators are important because 'a system of indicators works like a control panel. It facilitates the identification of problems and allows for their magnitude to be measured' (UNESCO-IIEP, 2006 : 23).

Table 7 • Sample C/DRR Indicators

Objectives	Indicators
To increase the level of community awareness of C/DRR issues and interventions in three affected areas by 2013	• Number of community groups trained on C/DRR issues and interventions • Percentage of trained community group population correctly answering questions on C/DRR
To ensure safety and protection for all children and youth to, from, and in school	• Reduction in number of attacks on education facilities, personnel, and students • Teacher code of conduct banning use of corporal punishment in place and used
To ensure that by 2013 the values of human rights, peaceful co-existence, and tolerance of diversity are actively promoted in all education institutions	• Curricula and textbooks for all education inputs (including teacher education) reviewed, and negative language or values replaced • Number of teachers trained in teaching positive values of peaceful co-existence and tolerance of diversity • Number of children and youth (in schools where teachers have been trained in above values) engaged in school or community-based peacebuilding activities
To increase capacity of education staff and students to be better prepared, withstand, and respond to conflict and/or disaster	• Percentage of professionals and government officials with increased knowledge of C/DRR issues and interventions • Number of education institutions with up-to-date safety plans

Issues of security or instability in data collection

In situations of instability or crisis, a critical consideration is whether it is safe or possible for data collectors to travel to certain areas and collect the required information. For example, following severe flooding data collectors may be unable to travel to schools to gather information. Similarly during conflict, national, provincial, or district-level officials may not be able to travel safely to schools in some parts of the country.

A number of approaches can be used:

◢ Designate partners to assist with data collection, for example, local non-governmental organizations that have a presence in conflict or disaster-affected areas may be able to access the information safely and assist in transmitting the data to the appropriate level (e.g. regional or central level).

◢ Work with School Management Committees or youth groups, to collect and store data.

◢ Data can be transmitted to regional or central locations by head teachers or others who have been trained in the use of technology such as mobile phones, internet etc.

Implementing an M&E framework

Figure 8 outlines a typical monitoring cycle, which aims to ensure how well resources are being used and whether the objectives outlined are being achieved (UNESCO, 2006 : 48–51).

Ensure conflict and disaster risk reduction targets are reflected in the annual operational plan

As illustrated in *Figure 8,* and mentioned in *Section 1*, the starting point for routine monitoring is the annual operational plan. This establishes annual targets and detailed activities towards attainment of the objectives of the medium (3–5 year) or long-term education (10–year) plan.

Figure 8.   The Monitoring Cycle
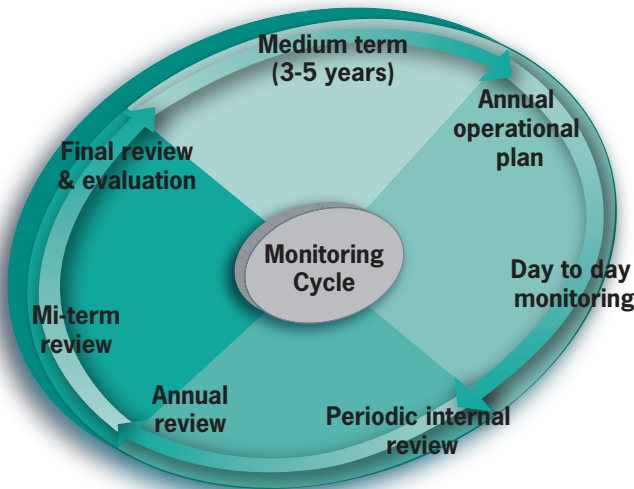
Even if conflict and disaster risk reduction has not been included in the medium or long-term education plan, it still can be incorporated as part of the annual operational planning process. The operational plan will specify annual targets, indicators to be monitored, and the cost of annual activities.

Table 8 highlights how both regular operational activities and C/DRR activities can be included in a single operational plan.

Table 8 • Sample operational plan with C/DRR activities

Programme: Teacher education

Medium-term targets (end of planning period in multiple-year plan):
- By 2013, 9,000 teachers (at least 40% of whom will be female) will have completed in-service teacher training programmes to upgrade their skills.
- By 2013, provide 200 teacher educators with one year of intensive training in subject and grade-specific areas.
- By 2013, all head-teachers and 70% of primary teachers in region x will be knowledgeable about C/DRR.

Target for current year
1,500 teachers complete in-service training programmes
75 head-teachers and 375 primary teachers in region x will be knowledgeable about C/DRR issues and interventions.

Activities	Priority	Current year target		Unit(s) responsible	Timing				Budget	Comment
		Planned	Actual		Q1	Q2	Q3	Q4		
1 Develop and implement a national in-service teacher training and upgrade programme for 9,000 teachers.		1,500 teachers trained								
1.1 Develop a national TT and upgrade programme				Teacher Education Upgrading Institute					50 000	
1.2 Upgrade 9,000 Grade 12 teachers to Grades 13 & 14.		1,500 upgraded		Teacher Education Upgrading Institute					375,000	@ US$250 per teacher
2 Develop in-service C/DRR training materials										
2.1 Train all head teachers and 70% of teachers in C/DRR		75 head teachers 1,050 teachers							281,250	@ US$250 per head teacher and per teacher
2.2 Train all head teachers and 70% of teachers in C/DRR		75 head teachers 1,050 teachers							281,250	@ US$250 per head teacher and per teacher
Total component 1									987,500	

Review data collection and Education Management Information Systems (EMIS)

Why is it important to collect, monitor, and evaluate information?

The importance of M&E lies not so much in the data collected or the available facts, but how they are used to inform choices (World Bank, 2003). M&E also performs a number of functions:

◢ Keep track of programme quality;

◢ Develop ongoing improvements to programme design;

◢ Provide accountability to children, and other stakeholders;

◢ Provide accountability to donors; and

◢ Help develop a useful evidence base on programme effectiveness (Save the Children, 2008 : 5–6).

EMIS is an information system that ensures effective collection, storage, and analysis of information at both central and decentralized levels. It also enables communication in a number of different ways:

◢ Vertical communication feeding into the national information system in order to ensure overall coherence of the system; and especially

◢ Horizontal communication, by fostering dialogue among the various stakeholders – local representatives of the education ministry, local representatives of other ministries, and NGOs (Sauvageot and Dias Da Graca, 2007 : 42).

The importance of evaluation

Evaluations play an important role in analysing why certain objectives or targets were not achieved. They are an important tool for learning lessons that may impact the next planning cycle or necessitate policy revisions. Evaluations are frequently conducted by external parties, but still rely heavily on Ministry participation in the process. Ideally, joint evaluations are more effective and ensure transparency as well as buy-in for recommendations and future interventions based on outcomes from the evaluation. However, a joint evaluation is only 'realistic where partners are committed to the same joint strategy and are prepared to minimize their distinct institutional evaluation requirements. The main challenge is how to involve all the different partners appropriately at the key stages from evaluation design to reporting' (DFID, 2005 : 7).

There are typically two ways of conducting major evaluations of an ESSP:

◢ **Hold an annual review**

These review meetings and reports play a key role in improving accountability and transparency, and perform an important evaluative function for improving

implementation. Annual reviews are commonly used to provide information to other stakeholders, including donors, development partners, and non-governmental organizations. The reports are more comprehensive and systematic than periodic progress reports and will include an analysis of routine progress reports prepared throughout the year.

▲ **Conduct mid-term reviews and/or final evaluation**

Evaluations of conflict and disaster risk reduction objectives may be conducted midway through the planning process and/or at the end of the planning period. The purpose is to review progress so far and to evaluate impact, relevance, cost-effectiveness, and sustainability.

Ensure conflict and disaster risk reduction is integrated into data collection and the EMIS

Integrating conflict and disaster risk reduction into an EMIS is essential for two major reasons:

▲ To ensure effectiveness of preparedness and prevention activities i.e. to save lives and prevent damage to infrastructure; and

▲ To ensure that if disaster strikes, data on numbers of education institutions, personnel, and students affected is readily available to ensure continuity in the provision of education and for the rapid appeals process to secure humanitarian funding.

Data collection can be a serious challenge during an emergency, especially where multiple organizations are involved in the delivery of education services. Depending on the scale of the emergency (and how well preparedness measures have been put in place), it may be necessary to establish a temporary system to collect and analyse basic data until it is possible to upgrade to a more elaborate system once capacity and personnel are in place.

How…?

▲ Collect C/DRR-related information through the annual school survey for inclusion in national Education and Management Information Systems (EMIS).

▲ Information will be provided for every school in the country, and specific questions, such as the condition of school infrastructure or the existence of a school safety plan, can be added to the existing annual survey at little additional cost.

▲ If additional questions are added to the annual school survey, written instructions to the questionnaire will need to specify how to complete the new questions, and training may be required for school principals, district or regional education officials, and data entry personnel so that the information is provided and processed accurately.

▲ If a school mapping exercise is to be undertaken ensure that vulnerability to conflict and/or disaster is also included as part of the mapping process (see *Section 2*).

Store and back up data

Data collected through periodic monitoring, school mapping exercises, or annual school surveys must be safely stored to ensure they are not lost in the event of conflict or disaster. Information such as recent enrolment information and the location of all schools throughout the country are critical to disaster recovery efforts. They can also facilitate the recovery process by helping to determine immediate needs following a conflict or disaster.

Data loss in Chad
During a February 2008 rebel attack on Chad's capital, Ndjamena, the Ministry of Education was pillaged and lost computers, servers, and paper records, leaving significant gaps in the Ministry's data (UNESCO-IIEP, 2010*d*).

To avoid loss of data, backup systems should be put in place to ensure that multiple copies of critical data are stored in more than one location. Most school-level data (attendance records, enrolment information) are maintained on paper at individual schools and then aggregated and transferred to education officers at the next level of the system (e.g. commune, township, district, state, capital).

Capacity development for M&E

As with any planning steps where specific technical expertise is required, there will be a need to develop capacity, particularly in the areas of data collection and analysis. The area of M&E is often neglected because it is perceived as complicated and an additional burden.

However, if M&E is conducted regularly and efficiently, it can save time and money. There are a number of ways in which it can do this:

▲ Reporting becomes more robust and linked to measurable results;

▲ It provides evidence and justification for certain actions and later interventions;

Capacity development
needs to be founded on the national decision-making realities of each country (Hauge, 2003 : 13).

▲ Remedial action can be taken early if interventions are not working;

▲ It supports evidence to input into various government processes such as the budget cycle, the management of government programmes and projects, and regular reporting of government performance to parliament.[3]

Hence, M&E is not just a purely technical exercise. The most effective mechanisms for strengthening capacity for M&E are those designed for and by national decision-

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3. World Bank: www.worldbank.org/ieg/ecd/importance_government_me.html

makers. When M&E is not designed for and by national decision-makers, the result is often data overload, poor quality data, or unnecessary data. 'It is better to have a small amount of relevant and reliable data than large volumes of data that address peripheral questions and are of questionable quality' (Hauge, 2003 : 13).

How to proceed

There are a number of steps required to ensure an effective M&E system :

▲ Monitor and review implementation ;

▲ Data collection and storage ;

▲ Milestones for evaluation.

Monitor and review implementation

The ministry of education will likely have a department or unit for M&E. However, these units often do not undertake or include monitoring or evaluation components that include C/DRR. In this regard there are two M&E components that need to be carefully aligned :

▲ Routine M&E including C/DRR objectives and indicators, as described above ;

▲ Emergency or crisis M&E which requires additional resources and sometimes expertise to collect and manage information at the height of an emergency.

Determine routine monitoring responsibilities

Responsibilities for routine monitoring (or data collection) should be specified within the monitoring and evaluation framework and the annual operational plan. When conflict and disaster risk reduction activities are newly formulated, training may be necessary for all those responsible for monitoring to ensure that they fully understand the C/DRR objectives and corresponding activities they will be monitoring.

Who… ?

▲ Head teachers are responsible for day-to-day monitoring and sub-national education officers.

▲ School inspectors or supervisors are responsible for routine monitoring activities, generally on a quarterly basis.

▲ The emergency or disaster focal point is responsible for periodic monitoring activities and for participation in the annual review and reporting process.

▲ SMCs and children and youth can support the monitoring process, particularly in situations of crisis.

If flooding occurs predominantly in one part (or certain parts) of the country, use resources efficiently to collect data from those areas about the effects of flooding on education.
Costs can be reduced if school inspectors gather the required information during routine school visits.

Data collection and storage

During the process of identifying key indicators, as described earlier in the section, it is essential to determine where and how the data will be collected. For example, are the data available in existing reports, such as the annual school survey or a routine monitoring and inspection checklist; or can the data only be obtained through schools visits or from partners? Determining the source of data is an important step in answering this question.

Data sources

▲ Regional or local education authorities have access to schools and can provide information about the effects of past hazards in their area.

▲ Head teachers and teachers can provide information on their school/school environment and knowledge of conflict and disaster risks in their local context.

▲ Parents and community members are an excellent source of information related to local hazards and vulnerabilities.

▲ Agencies such as UNHCR, UNICEF, WFP, and Save the Children and other international and national NGOs working in the field of education are a source of data.

▲ The Education Cluster, where it exists, collects and stores data as soon as an emergency strikes (see the Global Education Cluster site for recent data). The UN Office for the Coordination of Humanitarian Affairs (OCHA) is an excellent source of information, maps, and statistics on crises occurring around the world. They provide regular updates as well as tools and resources to support co-ordination efforts.

▲ Other government ministries such as the Ministry of Public Works may also be able to provide information on infrastructure etc.

Means of verification

If the ministry is using the logical framework matrix (see NORAD, 1999 for information on the LFA approach), then the 'sources of verification' column of the matrix needs to describe where the data will be found.

Education managers and staff can gather information for monitoring purposes in multiple ways. Each method listed below has advantages and disadvantages and involves trade-offs with regard to accuracy versus cost and timeliness.

▲ **Use purposive sampling:** When disaster risks are spread unevenly around a country, it is possible to conduct monitoring or review activities on a sample basis. Sampling is less expensive and time-consuming than conducting a complete census of all schools country-wide. In addition, if performed well the schools at greatest risk from disasters will be the focus of the analysis, enabling resources to be used more efficiently and effectively by concentrating in certain areas.

▲ **Conduct focus group meetings:** These can be undertaken for review or evaluation purposes, and can be conducted at central level with representatives from sub-national levels or regionally throughout the country. The purpose of these meetings is to discuss the effects of conflict or disaster on education and the capacities of the education system to prepare, mitigate, and respond. Key informants to consider:

- School communities, such as elders, parents, teachers, and children;
- Ministry of education officials from sub-national levels (especially for participation at central level meetings);
- Other relevant ministries or government offices, including the ministry of public works, the ministry of the interior, the ministry of home affairs, the ministry of civil defence, and the national disaster management office;
- UN agencies (such as UNICEF, UNHCR, WFP, UNESCO, and UNDP), the World Bank, the education cluster (if constituted), and international and national NGOs supporting education.

Process emergency data together with other education data

▲ Computer programmes such as Microsoft Excel and Microsoft Access (in addition to more sophisticated statistical programmes such as SPSS and Stata) can be used for data entry and processing.

▲ Data related to C/DRR should be analysed as part of the national EMIS and maintained in the same format as other relevant education sector databases.

Data storage

▲ At least one full backup copy must be stored in an alternate location, such as another government building, a bank vault, an online off-site backup service, or perhaps with a trusted partner such as UNICEF or UNESCO.

▲ Data can be stored on multiple media, including CDs, external hard drives, or multiple computers (USB flash drives are not recommended for backup purposes as they fail more easily than other media).

▲ As backup disk drives can also fail, it is recommended that more than one copy of critical data be maintained.

Milestones for evaluation

Annual reviews

▲ **Prepare an annual performance report.** These reports include a systematic assessment of progress made during the year.

▲ **Ensure that C/DRR** objectives are also reported upon.

▲ **Describe challenges encountered with regard to implementation.** The annual

review should compare achievements with annual and medium-term targets for the overall plan period.

◢ **Involve the ministry of education disaster or emergency focal** point in preparation of the annual review of the education sector's progress toward achieving its conflict and disaster risk reduction objectives.

◢ **Involve other partners involved in C/DRR,** such as disaster counterparts in other ministries, the government's overall disaster (or risk) management committee, the ministry of civil defence, representatives of the Red Cross and Red Crescent movement, and other partners who support the Ministry of Education in C/DRR efforts or who would form part of a disaster response.

Mid-term reviews or final evaluations

◢ **Involve the ministry of education disaster or emergency focal point** in preparation of the mid-term review.

◢ **Involve other partners involved in C/DRR** as part of a final evaluation to ensure maximum objectivity when evaluating whether implementation, including for C/DRR, has succeeded or not.

Take away points

◢ M&E is essential to ascertain whether the goals and objectives outlined in the ESSP have been achieved or not;

◢ M&E must also monitor C/DRR objectives and interventions: these activities are not only life and cost-saving, but the data also provides evidence that can be used for funding purposes;

◢ An indicator needs to be measured – so do not have too many. It is better to have limited but high-quality data that can provide solid evidence rather than creating a vast database which is hard to interpret;

◢ Back-up data and store in different locations (e.g. bank vault, UN office) and by different means (e.g. CD-Rom, USB, external hard drive).

Tools and resources

Monitoring and evaluation

Davies, R.; Dart, J. 2005. *The 'most significant change' (MSC) technique. A guide to its use.*
www.mande.co.uk/docs/MSCGuide.pdf

NORAD. 1999. Logical framework approach: Handbook for objectives-oriented planning.
www.norad.no/en/_attachment/106231/binary/5814?download=true

OCHA Disaster Response Preparedness Toolkit.
http://ocha.unog.ch/drptoolkit/PNeedsAssessmentDataCollection.html

Odell, M. 2009. *The basics of appreciative planning & action (APA)*. Shifting the Development Paradigm for Sustainable Community & Women's Empowerment.
http://macodell.com/alluploads/Edited_APA%20Basics-Problem%20to%20Opportunity-18nov09.pptx

Save the Children UK. 2008. Menu of outcome indicators. UK:
Save the Children. www.crin.org/docs/Menu_of_Outcome_Indicators__sept08_%5B1%5D.pdf

UNESCO-IIEP. 2010. Guidebook for planning education in emergencies and reconstruction.
www.iiep.unesco.org/fileadmin/user_upload/Cap_Dev_Technical_Assistance/pdf/Guidebook/Guideboook.pdf

Use of technology

AED. 2010. 'Seeing the reconstruction of primary education in Southern Sudan through EMIS 2006-2009.' Paper commissioned for the EFA Global Monitoring Report 2011, The hidden crisis: Armed conflict and education.
http://unesdoc.unesco.org/images/0019/001912/191238e.pdf

General data sources

The Global Education Cluster.
http://oneresponse.info/GlobalClusters/Education/Pages/default.aspx

Class in an elementary school for Congolese refugees.

5

Costing
and financing
conflict and disaster
risk reduction

OBJECTIVES

→ To outline principles of effective cost and financing frameworks;

→ To outline how to cost an education sector plan and identify funding gaps;

→ To highlight additional financial resources required to integrate C/DRR;

→ To identify potential external funding sources for C/DRR.

DEFINITION

Costing means establishing the unit costs for all education expenditure items such as teachers and construction of classrooms;

Financing deals with the distribution of funds **inter-sectorally** (for education in comparison with health, defense, etc.) and **intra-sectorally** (for primary, secondary, tertiary, etc).

HOW TO PROCEED ?

→ **Cost the overall plan by identifying major activities under the priority programmes;**

→ **Calculate unit costs;**

→ **Calculate additional C/DRR;**

→ **Identify the likely financing gap based on current expenditure;**

→ **Identify potential funding sources.**

Plans need to be linked to budgets, budget cycles, and financing frameworks. Every country will have different formats, different budget cycles, and approaches to costing and financing education.

The tools and resources listed at the end of this section provide links to a range of approaches to budgeting and financial frameworks. It is not possible to provide a generic framework for the budget process except to outline key concepts.

Increasingly, many governments are adopting a medium-term expenditure framework (MTEF), which implies a future projection over a number of years rather than on an annual basis. 'This approach to budgeting is seen as a way to more effectively linking resource allocation, which occurs through the annual budget process, to policy and planning, which are long-term processes.'[1]

Human and financial resources are necessary to ensure successful integration of C/DRR into the planning process. As approximately 90 per cent of education budgets in southern countries are allocated to the salaries of teaching and education personnel, very little remains for critical areas such as quality enhancement, training, supervision, and educational materials. In such a financially competitive environment, the argument (and evidence) for funding activities to support C/DRR efforts must be convincing. The evidence provided through the M&E activities (as described in *Section 4*) can also support this case.

In addition to national data, a number of international commitments highlight the cost-effectiveness of support for preparedness and prevention activities.

These include:

◢ The UN General Assembly Resolution on the Right to Education in Emergency Situations (2010);

◢ The Hyogo Framework for Action (UNISDR, 2007); and

◢ The Principles of Good Humanitarian Donorship (2003).

Principles for costing and financing

Where costing and financing interface there are critical decisions to be made; for example, whether to construct permanent or temporary classrooms, how to ensure appropriate teacher-pupil ratios, number of school supervision visits per year, and so on. Thus, financing cannot be discussed without costing and vice versa.

Costing

Costing means establishing the unit costs for all education expenditure items. Unit cost guidelines are usually issued by the procurement or construction section of

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1. For more information on MTEF see Mekong Institute – UNESCO Course on Decentralized Education Planning in the context of Public Sector Management Reform www2.unescobkk.org/elib/UNESCO-MI-Course-Material/Session-7/Paper%20 7.1.%20MTEF-The%20Concept.pdf

the ministry of education, ministry of finance, or public works for individual items (e.g. the maximum and minimum costs for school buildings per square metre, the average cost of textbooks etc.).

Without realistic **unit cost** guidelines, planners often make unrealistic budgets with the result that objectives are not met. Guidelines have to be updated annually to take account of price increases (or decreases) and inflation rates. For C/DRR the MoE needs clear unit costs for all proposed C/DRR activities (e.g. the cost of training teachers about C/DRR, retrofitting schools etc.).

Many MoE's do not calculate these C/DRR unit costs, however, doing so is not a difficult exercise.

For example:

▲ Use historical costs of similar activities (e.g. the cost of a generic training workshop can be used to calculate costs to conduct workshops on C/DRR).

▲ Use standard costs for transportation and living allowances (and increase where necessary for hard-to-reach or insecure areas).

▲ Costs of retrofitting schools can be developed through consultation with vendors, contractors, or development partners involved in school construction or retrofitting.

▲ Revise unit costs for classroom construction to be disaster resistant.

Financing

Financing deals with the distribution of funds **inter-sectorally** (for education in comparison with health, defence, etc.) and **intra-sectorally** (for primary, secondary, tertiary, etc.).

In order to finance the education sector, education planners typically need to ensure that C/DRR forms part of two major budget components:

▲ The **development or capital budget:** This component includes infrastructure such as schools and other educational facilities. It includes the cost of construction as well as major renovations or retrofitting of buildings, and also includes equipment such as school furniture. The examples noted below highlight C/DRR activities that could be included under this component.

▲ The **recurrent or operational budget:** This component represents the annual ongoing expenses of the education sector. In most countries the largest cost of this component is salaries (typically 80 – 90 % of the total operational budget). Other costs included in the recurrent or operational budget are textbooks and educational supplies, teacher training (in-service and pre-service) capacity development, supervision, and monitoring and evaluation.

Cost the plan and determine the financing gap

The preferred methodology for all C/DRR activities is integration and harmonization with national development objectives rather than through stand-alone approaches.

Hence, the overall cost of the plan must include the cost of C/DRR activities, for the following reasons:

▲ It is required to determine gaps in funding for C/DRR activities.

▲ It will also result in a more harmonized approach to financing of the education sector.

▲ Once the ministry of education has specified its priorities with regard to C/DRR through publication of an educational plan, other development partners (UN agencies, international and national NGOs) will be able to align their activities with ministry priorities, even if they do not directly fund the ministry's plan.

If the planning process has identified a need for C/DRR measures, then these costs should be included as part of the ESSP as well as the annual budgeting process.

This implies a number of steps:[2]

▲ Determine the costs for the overall plan by calculating unit costs for all implementing activities identified in the priority programmes.

▲ Project annual costs based on unit cost X need.

▲ Calculate overall costs per year for each year of the plan.

▲ Based on the existing and potential sector budget envelope, calculate the financing gap for each year and for the total cost of the plan. This can be made easier by projection modelling (see Annex 1 for a more detailed explanation) if there is capacity within the ministry to undertake such a process.

▲ Calculate additional C/DRR costs required based on inclusion of C/DRR in priority programme objectives and activities.

▲ If the budget allocation from the ministry of finance is less than the cost of the plan, including C/DRR activities, then mobilize additional resources.

> **Integrate, don't separate**
>
> Integration of C/DRR into national development and sector budgets is preferable to a stand-alone approach, which is more costly and is rarely harmonized with national development objectives.

Estimate the cost of conflict and disaster risk reduction activities

After costing the overall plan the next step in the costing process is to identify any C/DRR activities that are already included as part of the education sector plan or

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2. See the 'How to proceed' section for an example of how this can be organized in a tabular format.

the annual operational plan. These can form the basis for costing any additional C/DRR activities that are still required.

The types of additional costs associated with C/DRR activities may affect both the development budget as well as the recurrent budget. Some illustrative examples are described below.

Illustrative costs associated with C/DRR activities

The costs of constructing or equipping schools in historically under-served areas are often higher, particularly as these are insecure areas because of conflict or due to risk of natural disaster. The additional costs associated with security and other risks need to be factored into the budget. This should include motivating teachers to work in such areas.

Development/capital budget

Construction, major retrofitting, or renovation for C/DRR measures at schools and educational facilities

◢ The cost of school construction or retrofitting depends on the results of C/DRR analysis, for example, seismic dangers, flooding threats, or land demand issues.

◢ The MoE's construction department, or the ministry of public works, is usually responsible for: (a) producing building designs with C/DRR measures and (b) estimating costs of construction, renovations, or retrofitting.

◢ The MoE's planning department must obtain cost estimates from these departments, but ensure that all cost estimates are realistic and affordable.

◢ It is necessary to work with MoE counterparts at local, district, and regional levels to obtain information about cost levels, which vary by location, urban/ rural etc.

Contingency or stockpiling

◢ Include the costs of contingency stock in the budget.

◢ Establish a contingency stock of furniture and equipment.

◢ Set up contingency stockpiles of emergency education materials such as: textbooks, emergency curricula, school material, tents/plastic sheeting for temporary learning spaces, and generic emergency materials such as shovels and emergency supplies.

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Recurrent/operational budget

Salaries and other remuneration/incentives

◢ Attract qualified teachers to underserved areas through special incentive schemes for rural areas, or for conflict or post-disaster areas.

◢ Include teacher allowance schemes in the budget.

◢ Ensure salaries reach teachers and education personnel in insecure or disaster affected areas. There can be innovative ways of doing this where banking systems are not available, such as through mobile phone credit transfers, as is the case in Somalia, or the use of trusted local transport businesses.

Curriculum revision/reform

Conflict or disaster risk reduction is likely to necessitate some curriculum revision. There are different approaches for including additional subjects in the curriculum: (a) as carrier subjects, e.g. as part of science or civics curriculum, or (b) as stand-alone subjects.

It is important to ensure that there is no bias in the existing curriculum which could promote intolerance or tension. When including DRR information it may be necessary to conduct a complete curriculum review and update all learning materials.

The typical budget costs for curriculum revision or reform would include:

◢ Curriculum revision and learning material development, including design, layout, and printing of materials;

◢ Technical assistance to support the development of subject-matter and pedagogical materials, and workshops for curriculum developers and those involved in the curriculum reform process (e.g. sub-national education authorities, teachers, curriculum developers);

◢ Training workshops for teachers or master trainers on use of the new materials in the classroom.

Textbooks and other learning materials

◢ Carefully consider distribution issues (costs and logistics) to avoid inequity in access to learning materials across the country (this is a CRR measure in itself).

◢ Include the cost of printing new textbooks and learning materials in the budget.

◢ Include the cost of distributing learning materials (often expensive).

Minor repairs/maintenance to make schools safer

◢ The cost of minor repairs to education facilities and equipment should be included in the recurrent budget.

◢ If school surveys indicate the need for minor structural repairs and for non-structural

mitigation efforts (such as fastening bookshelves to the wall or elevating equipment in order to avoid flood damage), then calculate the cost of these.

Monitoring and evaluation

◢ As discussed in *Section 4*, any additional costs associated with monitoring and evaluation of C/DRR activities must also be incorporated in the annual budget.

Capacity development

As mentioned in *Section 1*, capacity-development programmes use a variety of modalities, ranging from (cascade) training workshops to technical assistance, coaching and mentoring, distance learning, and on-the-job training. They should cover individual, organizational, and institutional levels (see *Section 1*) and need to be included in the education sector plan budget to ensure that the capacity exists to implement C/DRR activities effectively.

As previously mentioned, the costs for implementing capacity-development activities may be higher in insecure or vulnerable areas.

Mobilizing resources for conflict and disaster risk reduction activities

Before seeking alternative or external sources of funding, particularly for C/DRR activities, it is often quicker and more productive to review available national or diaspora-led funding sources. These can sometimes be more flexible and less time-consuming to access than bilateral or multilateral funding mechanisms.

◢ In countries with decentralized education budgets, it is often easier to advocate and create motivation for financing C/DRR measures at decentralized levels – regions, departments, districts, and towns.

◢ In some countries, the national budget has an allocation for small grants that are managed by school management committees or parent-teacher associations. These funds can also be used for small repairs and C/DRR efforts.

◢ When all potential national government resources have been investigated and exhausted, the MoE must seek external financing for unfunded parts of the plan.

Identify external financing sources for conflict and disaster risk reduction activities[3]

A range of coordinated external financing mechanisms can be used to ensure that financing for education is funded for long-term programmes, including for C/DRR measures, and to facilitate transition out of crisis.

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3. These have been adapted from the INEE Reference Guide on External Education Financing (2010).

Typically donor funds are allocated through either their development or humanitarian assistance budgets. However, donors are increasingly recognizing that this is a false division and are approaching funding in a more flexible manner. If C/DRR activities are included in the ESSP they have the additional benefit of potentially being eligible for funding from both development and humanitarian funding sources.

> Any external funding provision should be **on plan** and **on budget**, i.e. it should follow the government-planned education priorities and budget framework.

Development funding

These funds typically address the longer term, are based on projections over a number of years, and should be aligned with government priorities based on the education sector strategic plan.

The following are the typical mechanisms used by a range of multilateral and bilateral donors, UN agencies, and NGOs.

Project support: earmarked funding for a specific project.

This is the most common aid modality, particularly among bilateral donors.

◢ Bilateral, multilateral, or non-state actors support specific projects.

◢ Non-state actors also support this mechanism, e.g. NGOs, private foundations, faith-based organizations, enterprises, individuals, and diaspora populations.

Pooled funds: combines funds from multiple donors.

◢ These can support either development or humanitarian plans, or a project, programme, sector, or general government budget.

◢ These are best coordinated through the government sector plan and budget

◢ Examples include the EFA Fast Track Initiative (EFA-FTI) and its EFA Fund (see below).

Multi-donor trust fund: collects funding from multiple donors and disburses it through different channels, including budget support and project funding.

◢ This is often administered by the World Bank, but can also be administered by a UN organization, a bilateral donor, or a private foundation.

> **Rwanda**
> From 2001, donors increasingly contributed to a sector-wide approach (SWAp) and prioritized general or sector budget financing rather than project funding. The predictability of financing had a stabilizing effect on Rwanda's education system (Obura and Bird, 2009).

◢ An MDTF works directly with the partner government, and disbursements are conditioned on fiduciary standards and performance measures.

◢ One example is the Afghanistan Reconstruction Trust Fund (ARTF), which supports school construction and improvements, and 'buying' management capacity by paying higher salaries to technical assistants.

Sector budget support: Bilateral and multilateral donor support to MoE budget based on the ESSP.

◢ The ministry of finance manages the funds.

◢ This typically lasts for 3 to 5 years and is conditional on progress.

General budget support (GBS): bilateral and multilateral donor support to government budget.

◢ The ministry of finance manages the funds.

◢ Disbursements are typically based on agreed conditions outlined in the performance assessment framework or the country's Poverty Reduction Strategy Paper (PRSP).

◢ GBS encourages donors to align with government systems and priorities. When jointly funded by multiple donors, it encourages them to coordinate their activities.

Humanitarian assistance

While the bulk of humanitarian assistance is dedicated to the response after a crisis occurs, these funds can in principle also be used for C/DRR measures to reduce the risk before the next potential crisis as a preventive or contingency measure. If an Education Cluster is operational, this constitutes an important mechanism for MoEs to clarify C/DRR priorities, and as an entry point for obtaining more funds for MoE priorities from the various humanitarian funding mechanisms.

Flash appeal

Flash appeals are launched by the United Nations in response to any sudden-onset conflict or disaster needing a humanitarian response that: (a) exceeds the capacity of the affected country government, and (b) exceeds the capacity and/or mandate of any one UN agency.

◢ They are designed to cover the first three to six months of an emergency.

◢ They provide for urgent life-saving and acute needs following an emergency.

◢ They act as a tool to identify needs and coordinate the humanitarian response.

◢ In principle, a flash appeal is issued within 5 to 7 days of the onset of the emergency and serves as the basis for allocation of the Central Emergency Response Fund (CERF, see below).

◢ They are often developed into a consolidated appeal (see below) if the humanitarian emergency needs extend beyond six months.

Consolidated appeal process

The consolidated appeal process is a humanitarian tool to plan and coordinate the response programmes of agencies represented on the Inter-Agency Standing Committee (IASC).

◢ This is developed at the field level by the UN Country Team which includes:

- The Resident Coordinator or Humanitarian Coordinator of the UN system (who leads the process with support from the UN Office for the Coordination of Humanitarian Affairs (OCHA));
- UN agencies;
- The International Organization for Migration (IOM);
- Red Cross/Red Crescent Movement;
- NGOs (international and local);
- Donors and representatives of the affected country government.

◢ The appeal is always undertaken in consultation with the national government of the affected country and is based on a needs assessment.

Central emergency response fund (CERF)

This is a trust fund with a grant element of up to US $ 450 million and a loan facility of US$50 million.

◢ Eligible recipients of CERF grants/loans include UN specialized agencies, funds, and programmes as well as the IOM.

◢ CERF funds are to be used only for life-saving and/or core emergency humanitarian programmes; as such they are not used for C/DRR, economic recovery, infrastructure rehabilitation, poverty reduction, and disarmament, but rather only for emergency response purposes.

◢ The UN Humanitarian Coordinator (HC) is the lead in the allocation process, based on the understanding that the HC in collaboration with the UN Country Team, is in a better position to make resource allocation decisions based on assessed needs and commonly agreed priorities.

Emergency Response Funds (ERFs) and Common Humanitarian Funds (CHF)

Smaller, more targeted pooled funds that exist at the country level (e.g. DRC) to promote better decision-making on the allocation of limited resources and to help ensure a more effective match between needs and response.

The private sector

This can range from parents and communities, to faith-based organizations, to large corporations or foundations. Funds can also be in kind or through direct finance.

◢ Sponsoring C/DRR measures can be an act of corporate social responsibility for local, national, or multinational businesses.

▲ Parents and communities – once aware of the conflict or disaster risk – will be more motivated to engage in C/DRR efforts for their schools.

▲ These efforts can be funded by private sector financial contributions or through in-kind contributions, such as labour for making minor repairs to schools or conducting C/DRR activities such as digging trenches around schools to facilitate drainage during floods.

▲ In addition the private sector is often well-placed to provide specific in-kind services or access to technology.

The Education for All Fast Track Initiative (FTI)

An interim plan

The FTI is now guiding actors in fragile countries through the process of developing an Interim Plan (EFA-FTI, 2010) based on need and contexts. In order for a plan to be funded by the FTI, the Interim Plan application needs to include a conflict and/or fragility analysis (EFA-FTI, 2010 : 4).

The FTI is a global partnership between developing countries and donors, multilateral institutions, civil society organizations, and the private sector dedicated to ensuring that all children receive quality basic education. The partnership is built on mutual accountability. All low-income countries which demonstrate serious commitment to achieve universal primary completion can join EFA FTI.

▲ FTI is a pooled fund mechanism that has traditionally offered support to low-income countries based on key eligibility criteria.

▲ The FTI now offers support inclusively to all countries including those affected by conflict or disaster.

▲ Countries in crisis or transition have the option to develop and receive funding for an 'Interim Plan'.

How to proceed

▲ Determine what type of financial framework should be undertaken according to the budget cycle and financing framework of the MoE and the ministry of finance.

▲ Calculate the cost of the overall plan – this will vary according to the budget cycle and frameworks of the country.

▲ Identify potential funding sources – both nationally and externally.

Table 9 provides a simple example of how to undertake a process to cost the overall plan by identifying major activities under the priority programmes, calculating unit costs, calculating additional C/DRR activities, comparing it to the current budget envelope and then identifying the likely financing gap. This table can be completed in Excel so that changes in costs are automatically updated.

Table 9 • Example costing format

Priority Programme (PP)	Activities	Unit cost US$	C/DRR	Unit cost US$	Current budget envelope per PP	Financing gap
Teacher education	Develop national in-service TT and upgrade programme	50,000 one-off development cost	Develop in-service training programme on C/DRR for head teachers	50,000 (one-off development cost)		
	Upgrade 9,000 teachers	250 per teacher	Develop C/DRR training materials	30,000 (one-off development cost)		
			Train 75 head teachers and 375 teachers per region on C/DRR	112,500 per region cost for 10 regions		
Total		**18,050,000**		**1,205,000**	**900,000**	**305,000**

Tools and resources

General funding tools

EFA-FTI Financing education in countries affected by crisis or in transition:
www.educationfasttrack.org/FTI-at-Work/Countries-in-Crisis-and-Transition-Situations/

INEE Reference Guide on External Education Financing. 2010.
www.ineesite.org/uploads/documents/store/INEE_Reference_Guide_on_External_Education_Financing_(Eng).pdf

Mekong Institute-UNESCO Course on Decentralized Education Planning in the context of Public Sector Management Reform:
www2.unescobkk.org/elib/UNESCO-MI-Course-Material/Session-7/Paper %207.1.%20MTEF-The %20Concept.pdf

Humanitarian funding mechanisms

Central Emergency Response Fund website:
http://ochaonline.un.org/Default.aspx?alias=ochaonline.un.org/cerf

IASC. 2006. Guidelines for flash appeals:
www.wpro.who.int/internet/files/eha/toolkit/web/Technical %20References/Resource %20Mobilization/Guidelines %20for %20Flash %20Appeals.pdf

OCHA. 2010. The Consolidated Appeals Process.
www.wpro.who.int/internet/files/eha/toolkit/web/Technical %20References/Resource %20Mobilization/Guidelines %20for %20Flash %20Appeals.pdf

Refugee children from DRC receive French lessons to facilitate their repatriation.

6

Conclusion

These Guidance Notes have identified a number of key points and strategies relating to the integration of conflict and disaster risk reduction into the education sector planning. They assert that:

◢ Conflicts and disasters have direct impact on education facilities, teachers and learners;

◢ Educational planning can contribute to mitigating the risks of conflict and natural disasters;

◢ Ministries of education should be encouraged to incorporate C/DRR measures into their education sector planning processes and,

◢ Ministries of education should invest in preparedness measures in order to meet educational needs before, during and after emergencies in an effective and timely manner.

Educational planners are responsible for addressing natural disaster and conflict preparedness and prevention throughout all phases of the sector planning process. Mainstreaming C/DRR throughout education sector plans creates systems that are more resilient and therefore less impacted by conflict or disaster.

To reduce the risks of conflict and disaster, the sector planning process should:

◢ Consider the risks and vulnerabilities of the education system to conflict and disaster as part of the education sector diagnosis;

◢ Address these risks and vulnerabilities during the process of policy formulation by mainstreaming C/DRR measures within the overall education sector strategic plan;

◢ Include indicators that monitor and evaluate C/DRR interventions; and

◢ Include a cost expenditure framework for suggested C/DRR measures.

The boxes below summarize the guidance provided.

Education Sector Diagnosis

The risk and impact of conflict and natural disasters on the education sector should be an incorporated as an integral part of the diagnosis.

Looking for risks and the impact of disasters

➤ *Identify risks*
Are there disparities in provision, biases in curriculum or are schools located in disaster-prone areas?

➤ *Analyse the impact of conflict and natural disasters*
How have conflict or natural disasters affected access, quality, efficiency and equity in the provision of education?

➤ *Examine the policy and management environment*
Are policies or management practices possible sources of conflict? Are teachers and education managers aware of best practices in risk reduction or emergency response?

➤ *Analyse the cost and financing framework*
Are risk reduction measures for the education sector funded? Are there significant gaps or disparities in funding education?

Developing policies and programmes

Once risks and potential impacts have been identified and analysed, planners should develop and implement programmes that aim to reduce these risks.

Striving to minimize risks and impact of disasters

➤ *Identify policy options*
Has a steering group been created to facilitate the development of policies for risk reduction? Have relevant stakeholders been consulted on the content of C/DRR policies (including disaster managers or agencies, cluster mechanisms, teacher training institutions, curriculum developers, national examination boards and building services)? Do the policies adequately address the risks identified in the sector diagnosis?

➤ *Develop priority programmes*
Have C/DRR objectives been identified based on the outcomes from the sector diagnosis? How are these mainstreamed? What activities should be prioritized and implemented to achieve these objectives?

➤ *Develop capacity for reducing risks*
Have planners and policy-makers been trained in how to integrate preparedness measures into their daily work? Have teachers and principals received such training?

Monitoring and Evaluation

The monitoring and evaluation framework must measure progress towards achieving risk reduction.

Monitoring progress towards risk reduction objectives

> *Integrate C/DRR information in data collection systems*

What new indicators, if any, are necessary to measure performance of specific C/DRR programmes, or actions where C/DRR has been mainstreamed? How have these indicators built upon existing indicators? How have these indicators been included in the EMIS? Have specific questions related to C/DRR activities been included in the annual school survey?

> *Identify data sources and means of collecting data*

What data can be provided by local education authorities, parents, head teachers, international agencies, the education cluster or other government ministries? How can the expertise of school inspectors best be utilized for data collection? What methodology has been used to collect data e.g. sampling methods or focus groups interviews? Have data collectors been trained in C/DRR issues?

> *Safely store data*

Has education data been backed up and stored in a secure location? Has this data been stored in multiple media formats?

Costing and Financing

To ensure that C/DRR objectives are met, activities must be carefully costed and sufficiently funded.

Costing and funding risk reduction

> *Calculate unit costs for C/DRR*

Have realistic budgets been drawn up, based on additional expenditure for risk reduction in addition to regular unit costs – e.g. additional unit costs for retrofitting or constructing seismic or flood resistant school buildings?

> *Integrate C/DRR into education sector budgets*

Have the costs for identified C/DRR interventions been incorporated into either development budgets or operational budgets?

> *Determine the funding gap to include C/DRR*

Which C/DRR activities can be covered from the regular budget and which activities need additional funds?

> *Mobilize external resources for C/DRR*

What are the potential sources from either development or humanitarian agencies for C/DRR?

To conclude, investing in conflict and disaster risk reduction is cost-effective, saves lives, protects education infrastructure and enhances the resilience of education systems to withstand the adverse impacts of disasters and conflict. C/DRR measures can be included in education sector planning processes regardless of what stage a ministry is at in terms of its planning cycle. To do so, it is important to link sector coordinating mechanisms and bring together humanitarian actors (who are well-versed in risk reduction and emergency response measures), with development actors (who plan for and coordinate ongoing education programmes). Working under the leadership of the Ministry of Education, the collaboration of groups such as the Education Cluster and the Education Sector Working Group is essential to ensure that C/DRR measures are addressed in education sector planning processes.

It may also be necessary in some contexts to advocate strongly with senior ministry officials, partner agencies and donors for the inclusion of C/DRR measures in educational planning. A specific working group or focal point on risk reduction can be a useful body to establish within the Ministry of Education to advocate for and manage the process of integrating conflict and disaster risk reduction in national sector plans and strategies.

Resources and further reading

Academic literature

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Annex 1. Simulation models used in education

Education Simulation Models (ESM) can be of real help in organizing cooperation among politicians, education ministry officials, and representatives of civil society. They can also be used in decentralized systems to inform dialogue between central government and local authorities.

They have become an indispensable tool for the education planning process. ESM are used in education sector planning processes encompassing the entire **policy-planning-budgeting** chain: the setting of policies, the translation of those policies into plan documents describing agreed multi-annual strategies to realize the policies, and the translation of strategies into annual budgets for implementation. ESM are used in the preparation of different **types of plans:**

- Long-term education plans providing a vision over a period of 10 years or more;
- Medium-term education plans (usually over five years) that form part of the country's overall socio-economic development plan;
- Education sector plans covering the whole of the education and training sector (in some countries more than one ministry is in charge of the sector);
- Sub-sector plans covering one or more sub-sectors, for example a Secondary Education Master Plan or an EFA National Plan of Action;
- National education plans covering the whole country; or sub-national plans with a reduced geographical coverage including an administrative entity such as a region, federal state, governorate, province, or district.

Education Simulation Models can be used to serve specific purposes, including those deriving from international agreements such as the Millennium Summit or the World Education Forum in Dakar, serving a donor-driven programme related to the MDGs or the Fast-Track Initiative (FTI) that is not a normal part of the national budget, lasts for a limited number of years only and may concern only a limited number of countries. ESM are also being used to develop the basic education development strategy (and chapter) within a National Poverty Reduction and Growth Strategy Document.

The planning process in every case involves the definition of quantified targets that have to be attained in order to reach long-term and medium-term goals and objectives, formulated on the basis of a sector diagnosis.

In a comprehensive planning exercise the target-setting process involves extensive dialogue and negotiation between the principal sector stakeholders. The sector diagnosis provides the information needed to formulate policy objectives and quantified plan targets. Targets have to be set in order to translate policy objectives into concrete outputs that can be translated into verifiable indicators and benchmarks against which progress can be measured.

Decisions regarding plan targets and the setting of priorities (priority given to each target over another) are the result of a dialogue and negotiation process.

This process is based on the analysis of information that has become available as a result of the sector diagnosis and projections produced by the ESM, such as projections of student numbers and inputs (teachers, teaching-learning materials, classroom hours, salaries). The projections are undertaken to assess the implications of alternative policy objectives and strategies (i.e. alternative sets of targets and assumptions for the future) in terms of resources needed to implement policies and strategies.

Using a simple spreadsheet software (such as Excel) educational planners can build their own simulation model and project the number of teachers required by educational level, as well as future recurrent and capital expenditures.

Some models already exist and can easily be adapted to suit the specific conditions of individual countries. These models differ according to:

- **Scope:** the educational levels covered (basic education and teacher training, or all educational levels, including higher education);
- **The number of sub-models:** enrolment, teachers, recurrent expenditure/total expenditure, outputs;
- **The various constraints incorporated:** satisfaction of the social demand for education, the level of resources allocated to the educational sector (the whole sector or to primary and secondary education), or the satisfaction of human resource needs.

The most common models are those which evaluate the impact of various assumptions concerning evolution of admission rates and flow rates on the number of pupils at different levels, and then on current expenditure as well as total educational expenditure (these are demand-driven). Other models include assumptions on the resources available for education and establish the extent of possible expansion of the educational system at different levels (these are resource-driven). The choice of model depends on the planner's objectives and needs.

The website of the Inter-agency Network on Education Simulation Models (INESM) (http://inesm.education.unesco.org/en/) – a network of agencies, such as UNICEF, UNESCO, and UNDP – shows several types of ESM, and in particular EPSSIM and ANPRO.

Annex 2. Pre-crisis and in-crisis data and indicators

Preliminary comments

The following table is an attempt to compile key pre-crisis data and indicators to facilitate education needs assessments in times of crisis, and to distinguish the effects of the emergency from pre-existing conditions. It is essential to collect pre-crisis data for enhanced preparedness and timely quality responses. As the 'Global Education Cluster Short Guide to Rapid Joint Education Needs Assessments' states, the *'first few days of an emergency, you are likely to have to rely heavily on information from secondary sources during rapid joint education needs assessments. This includes pre-crisis baseline data, which enables you to compare the post-emergency situations with the conditions that prevailed before it.'*

The Education Cluster Needs Assessment Indicators constituted the starting point of this exercise: pre-crisis data and indicators were derived from the in-crisis indicators and a compilation of indicators pertaining to the institutionalization of EiE, disaster risk reduction (DRR), and protection. As always, proposed indicators have to be customized and contextualized.

Education domains	Pre-crisis data	Pre-crisis indicators	In-crisis indicators[1]
Access and learning environment	• School-age populations by single age, sex, and region[2]	• **GER by sex and region** • NER by sex and region	• **% of school-age children and youth not currently attending school/learning space (disaggregated by sex if possible)[3]**
	• Number of schools by region • Number of classrooms by region • Number of classrooms to repair by region • Number of schools in disaster-prone areas (areas chronically affected by floods, drought, etc.) • Number of schools with access to safe drinking water by region • Number of schools with latrines by region (boys and girls)	• **Pupil or student-classroom ratio by region** • Pupil or student-desk ratio by region • Pupil or student-latrine ratio by region (girls and boys)	• **% of existing schools buildings (a) usable/ accessible; and (b) unusable/inaccessible** • **% of schools/learning spaces with classes taking place in temporary facilities** • % of schools/learning spaces with access to safe drinking water • % of schools/learning spaces with latrines
	• Number of school canteens by region	• % of schools that provide meals or food for pupils/ students/learners by region	• % of schools/learning spaces that provide meals or food for students/learners
Teaching and learning	• Number of school days per year (theoretical) • Exam calendar • Number of weekly class hours (theoretical)	• **% of attendance of teaching personnel**	• **Number of school days disrupted or lost due to the emergency** • Average attendance of teaching personnel
	• Does the country collect data on non-formal education? • Number of schools/learning centres offering life skills • Does a remedial class/ accelerated learning programme (ALP) exist?	• **% of schools/learning spaces with life skills education** • **Out-of-school children-remedial class/ALP centre ratio by region**	• **% of schools/learning spaces with life skills-based education on crisis-related issues** • Out-of-school children-remedial class/ALP centre ratio by region
	• Number of literacy textbooks by school • Number of numeracy textbooks by school	• **Pupil or student-book ratio by region (literacy and numeracy)**	• **% of schools/learning spaces that lost learning materials as a result of the emergency**
	• Do teachers and other education personnel receive pre- or in-service psychosocial training?	• % of teachers and other education personnel trained in psychosocial support • % of schools/learning spaces offering psychosocial support for (a) children and youth; and (b) teachers	• **% of schools/learning spaces offering psychosocial support for (a) children and youth; and (b) teachers**

1. Adapted from the Short Guide to Rapid Joint Education Needs Assessments, Global Education Cluster 2010. http:// oneresponse.info/resources/NeedsAssessment/publicdocuments/The%20Short%20Guide%20to%20Rapid%20Joint%20 Education%20Needs%20Assessments.pdf
2. Region is used here as a generic term to describe the country's geographical and administrative division (e.g. region, province, district, etc.)
3. Indicators in bold are the Education Cluster Needs Assessment Top 10 Core Indicators and the corresponding Top 10 Core Pre-crisis indicators

Teachers and other education personnel	• Distribution of teachers by age, gender, and region • Distribution of teachers by level of qualification and certification, grade, gender, and region • Number of teachers working double shifts by region • Number of teachers in multi-grade classes • Number of non-teaching/administrative personnel by age, gender, and region	• Pupil or student-teacher ratio by region • % of trained teachers (male and female)	• **% of teaching personnel unable to deliver classes due to the emergency**
Education policy	• Number of authority officials and location by region • Number of education offices/facilities and location by region		• **% of education authority officials not working due to the emergency** • **% of government education offices/facilities (a) usable/accessible; and (b) unusable/inaccessible**
	Level of institutionalization of education in emergencies (EiE): • Number of EiE training for ministry of education and other relevant ministries at various administrative levels • Number of ministry officials trained at various administrative levels (by sex and by region) • Number of other education stakeholders who have received education in emergencies training and follow-up capacity development support (by sex and by region) • EiE included in MoE activities, policies, and strategies? • Has an Emergency Focal Point been nominated in the MoE (at central and decentralized level)?	• National/districts (or other) contingency and preparedness plan developed and reviewed (frequency) • **% of districts (or other) with emergency plans that cover education in place** • % of time MoE Focal Point spends on emergency and response preparedness	• Coordination mechanism/cluster in place • % of relevant ministry trained officials, teaching personnel, and other education stakeholders involved in the response and resulting quality of the response due to the involvement of trained people • % of government budget and humanitarian funding allocated to the emergency education response
	Level of institutionalization of disaster risk reduction (DRR): • Number of DRR trainings at various levels in relevant ministries: education, interior (civil protection), environment, etc. • Number of ministry officials and other education stakeholders trained at various administrative levels (by sex and by region) • Education is an integral part of national disaster preparedness frameworks • Multi-hazard data and analysis included in education information management system (EMIS) • Number of educational supplies prepositioned in disaster-prone areas based on needs analysis	• **% of schools with disaster management plans** • **% of schools relocated as part of the national management plans** • % of schools/education offices in disaster-prone areas stocked with pre-positioned educational supplies	• % of relevant ministry trained officials, teaching personnel, and other education stakeholders involved in the response and resulting quality of the response due to the involvement of trained people • % of humanitarian funding allocated to the emergency education response • % of schools not or less affected due to implemented disaster management plans

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Education policy	Level of institutionalization of child/youth protection principles	• **% of safe and secure learning schools/ environments that promote the protection and well-being of students**	• % of mobilized communities on protection and well-being of children and youth
	• Number of relevant ministry officials sensitized and trained on protection and well-being of children/youth	• % of caregivers and teachers trained in psychosocial support	• % of schools/learning spaces with referral systems in place
	• Number of members of communities (including Parent Teacher Associations) sensitized on, and committed to, protection and well-being of children/youth	• % of children/youth who have received psychosocial support	• % of children/youth and teachers who perceive risk while travelling to/from and at school/learning space
	• Number of other sectors committed to protection principles and engaged in their actual application	• % of functioning Parent Teacher Associations (PTAs) and % trained on protection	• % of children and youth who are provided the opportunity to play, acquire contextually relevant skills, and receive social support
	• Number of trained staff and animators able to identify, talk with, and refer any suspected cases of violence, abuse, or exploitation among children		• % of children and youth recruited or exploited
			• % of schools or learning centres attacked

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Children receiving French lessons in Kala refugee camp, Democratic Republic of the Congo (DRC), keeping them prepared for repatriation.

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With over 40 per cent of the world's out-of-school children living in conflict-affected countries, and an estimated 175 million children every year in this decade likely to be affected by natural disasters, there is a growing sense of urgency to support strategies that reduce the risks of conflict and natural disasters. While the role of education in conflict and disaster risk reduction (C/DRR) is increasingly recognized by the international community, the integration of risk reduction measures in education policy, planning and programming poses significant challenges. Only a few countries have mainstreamed C/DRR into their national education plans and have developed policies to ensure the right to education in emergency situations.

The Guidance Notes for Educational Planners provide practical advice for educational authorities on how to integrate conflict and disaster risk reduction in education sector planning processes. Organized into six sections, the Guidance Notes contain one introductory section which explains the purpose of the guidance notes and the rationale for addressing conflict and disaster risk reduction in education sector planning processes. Sections two to five describe the different phases of the planning process and highlight how C/DRR can be introduced in each phase. The sixth and final section presents a summary of key messages and questions to contemplate when undertaking a strategic planning process using a C/DRR lens.

UNESCO International Institute for Educational Planning

7-9, rue Eugène Delacroix

75116 Paris, France

Phone number: +33 (1) 45 03 77 00

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Cover photo: A refugee girl on her way to class in Djabal camp, Chad.