

SAFETY, RESILIENCE,  
AND SOCIAL COHESION:  
A GUIDE FOR EDUCATION  
SECTOR PLANNERS

# OVERVIEW

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

1

2

3

4

5

6



United Nations  
Educational, Scientific and  
Cultural Organization



International Bureau  
of Education



International Institute  
for Educational Planning



PEIC

PROTECT EDUCATION IN INSECURITY AND CONFLICT  
حماية التعليم في ظروف النزاع والعنف

A programme of **education above all™**

## About the booklets

This publication is one of a series of six educational planning booklets on promoting safety, resilience, and social cohesion in and through education. The booklets should be read alongside more traditional planning materials for the education sector (see the Key Resources section in each booklet for details). The series includes:

- Glossary of terms
- Booklet 1 – Overview: Incorporating safety, resilience, and social cohesion in education sector planning
- Booklet 2 – Analysis: Where are we now?
- Booklet 3 – Policy: Where do we want to go?
- Booklet 4 – Programming: How do we get there?
- Booklet 5 – Cost and financing: How much will it cost and who will pay?
- Booklet 6 – Monitoring and evaluation: How will we know what we have done?

A parallel series of booklets has been published on incorporating safety, resilience, and social cohesion in curriculum development and teacher training.

*Published by:*

**International Institute for Educational Planning**

7-9, rue Eugène Delacroix

75116 Paris, France

[info@iiep.unesco.org](mailto:info@iiep.unesco.org)

[www.iiep.unesco.org](http://www.iiep.unesco.org)

*Graphic design:* nathalie pruneau

*Printed in* IIEP's printshop

*Cover photo:*

South Sudanese refugee students attend class

© UNICEF Ethiopia/2014/Ayene

ISBN: 978-92-803-1385-7 (set)

ISBN: 978-92-803-1387-1 (Booklet 1)

© UNESCO 2015

The views and opinions expressed in this booklet do not necessarily represent the views of UNESCO, IIEP, PEIC, or IBE. The designations employed and the presentation of material throughout this publication do not imply the expression of any opinion whatsoever on the part of UNESCO, IIEP, PEIC, or IBE concerning the legal status of any country, territory, city or area or its authorities, or concerning its frontiers or boundaries.

SAFETY, RESILIENCE, AND SOCIAL  
COHESION: A GUIDE FOR  
EDUCATION SECTOR PLANNERS

**Booklet 1**

OVERVIEW

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

## Acknowledgements

This booklet is one of a series of six, intended for educational planners, which – together with eight booklets on curriculum – is the result of a collaboration between IIEP-UNESCO, Protect Education in Insecurity and Conflict (PEIC), and UNESCO's International Bureau of Education (IBE).

The planning booklets were written by Lynne Bethke (InterWorks), Lyndsay Bird (IIEP), and Morten Sigsgaard (IIEP), with additional editing by Leonora MacEwen (IIEP). The curriculum booklets were written by Jennifer Batton (consultant), Amapola Alama (IBE), and Margaret Sinclair (PEIC), and edited by Lynne Bethke (InterWorks).

Valuable feedback on the structure and content of the booklets was provided by the following individuals during the review process: Benoît d'Ansembourg (UNICEF ESARO); Naoko Arakawa (INEE); Carolyne Ashton (consultant); Anton de Grauwe (IIEP); Andrea Diaz Varela (World Bank); Özlem Eskiocak (UNRWA); Dakmara Georgescu (UNESCO Beirut); Sonia Gomez (UNHCR); Brenda Haiplik (UNICEF);

Jennifer Hofmann (UNICEF, WCARO); Yolande Miller-Grandvaux (USAID); Marla Petal (Save the Children); Mary Kangethe (Ministry of Education of Kenya); Neven Knezevic (UNICEF ESARO); Cynthia Koons (INEE); Mark Richmond (PEIC); Caroline Schmidt (GIZ Backup Initiative); and Brian Smith (IIEP).

IIEP, PEIC, and IBE are grateful to those individuals and organizations who have field tested the booklets in Uganda and in Mali. Namely: In Uganda, Pamela Komujuni (Office of the Prime Minister), Joseph Kajumba, Cleophus Mugenyi, Santa Ateng, Joseph Niede Lubwuma, Christopher Okecho (Uganda Ministry of Education and Sports), Benoît d'Ansembourg and Neven Knezevic (UNICEF ESARO), Monica Llamazares, Irene Naiga, and Night Stella Candiru (UNICEF Uganda), and Charles Rukwengye and Anna Seeger (consultants). In Mali, Ladj Mamadou Lamine Coulibaly, Issiaka Niambele, Amadou Samake, and Lassine Sidibé of the Ministry of Education, Andrea Berther, Naoko Imoto and Constance Kouakou (UNICEF Mali), and Alliou Tall and Ibrahima Sissoko (USAID Mali).

## Abbreviations

EMIS	education management information system
GCPEA	Global Coalition to Protect Education from Attack
GER	gross enrolment ratio
GPE	Global Partnership for Education
IBE	International Bureau of Education
IDP	internally displaced person
LRRD	linking relief, rehabilitation, and development
PBEA	Peacebuilding, Education and Advocacy Programme
PEIC	Protect Education in Insecurity and Conflict
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

## Table of contents

- 4 Foreword
- 7 Introduction
- 8 **Step One**  
Identify the impact of disasters  
and conflict on education systems
- 12 **Step Two**  
Consider the role of the education  
system in promoting safety,  
resilience, and social cohesion
- 16 **Step Three**  
Consider how each phase of the  
planning cycle can address safety,  
resilience, and social cohesion
- 20 **Step Four**  
Initiate dialogue and a planning  
process to encourage participation  
from all relevant stakeholders
- 22 Key Resources
- 25 **Annex A**  
Stakeholders involved in  
the planning process
- 26 **Annex B**  
Suggested organizational structures  
for the planning process
- 27 About the programme

## Foreword

Crisis-sensitive education content and planning saves lives and is cost-effective. Education protects learners and their communities by providing life-saving advice in cases of emergency. Good planning can save the cost of rebuilding or repairing expensive infrastructure and education materials. Over the long term, crisis-sensitive education content and planning strengthen the resilience of education systems and contribute to the safety and social cohesion of communities and education institutions.

The devastating impact of both conflict and disasters on children and education systems is well documented and has triggered a growing sense of urgency worldwide to engage in strategies that reduce risks. Annually, 175 million children are likely to be affected by disasters in the present decade (Penrose and Takaki, 2006), while the proportion of primary-aged out-of-school children in conflict-affected countries increased from 42 per cent of the global total in 2008 to 50 per cent in 2011.

The urgency of developing education content and sector plans that address these risks is undeniable. This series of booklets aims to support ministries of education to do just that. With a common focus on safety, resilience, and social cohesion, a series of six booklets on education sector planning and a further eight booklets on developing curriculum are the result of collaboration between the Protect Education in Insecurity and Conflict Programme, UNESCO's International Institute for Educational Planning, and UNESCO's International Bureau of Education. This collaboration and the overall framework build on the efforts and momentum of a wide range of stakeholders, including UNICEF and its Peacebuilding, Education and Advocacy programme.

The mission of the International Institute for Educational Planning (IIEP-UNESCO) 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 and thematic analyses. It has undertaken technical cooperation and capacity development in crisis-affected countries such as Afghanistan, South Sudan, and Chad, and has developed and piloted crisis-sensitive planning tools in West and East Africa.

Protect Education in Insecurity and Conflict (PEIC) is a programme of the Education Above All Foundation, founded by Her Highness Sheikha Moza bint Nasser of Qatar. PEIC aims to promote and protect the right to education – at all levels of education systems – in areas affected or threatened by crisis, insecurity, or armed conflict. PEIC supports the collection and collation of data on attacks on education and the strengthening of legal protection for education-related violations of international law. PEIC works through partners to help develop education programmes that are conflict-sensitive and reduce the risks of conflict or its recurrence.

The International Bureau of Education (IBE-UNESCO) supports countries in increasing the relevance and quality of curricula aimed at improving basic competencies such as literacy, numeracy, and life skills, and addressing themes that are highly relevant at local, national, and global levels such as new technologies, values, sustainable human development, peace, security, and disaster risk reduction. IBE offers such services as strategic advice, technical assistance tailored to specific country needs, short- and long-term capacity development, providing access to cutting-edge knowledge in the field of curriculum and learning.

This series of publications, which is the fruit of collaboration between IIEP-UNESCO, PEIC, and IBE-UNESCO, draws on the particular expertise of each of these agencies. With these booklets, we aim to support the staff of ministries of education, at central, provincial, and district levels, to promote education systems that are safe, resilient, and encourage social cohesion through appropriate education sector policies, plans, and curricula. This initiative responds to an identified need for support in systematically integrating crisis-sensitive measures into each step of the sector planning process and into curriculum revision and development processes. By adopting crisis-sensitive planning and content, ministries of education and education partners can be the change agents for risk prevention and thus contribute to building peaceful societies in a sustainable manner.

**Suzanne Grant Lewis**  
Director, IIEP

**Mmantsetsa Marope**  
Director, IBE

**Mark Richmond**  
Director, PEIC

## Booklet 1 – Overview

### Take-away points

- 
- |  |   |
|--|---|
| <ul style="list-style-type: none"><li>▶ Increasingly, the prevalence of crises and disasters in the world indicates the need for education sector planning to address issues related to the:<ul style="list-style-type: none"><li>● safety and protection of learners, education staff, and assets;</li><li>● resilience of the education system and its ability to manage and recover from crises, as well as</li></ul></li></ul> | <ul style="list-style-type: none"><li>to provide continuous education regardless of the context;</li><li>● promotion of social cohesion through equitable access to quality education and curriculum revision.</li><li>▶ Investments in safety, resilience, and social cohesion do not always have to be costly, and can save lives as well as millions of dollars.</li></ul> |
|--|---|
- 

This introductory booklet is the first in a series of six which show planners how to address safety, resilience, and social cohesion at every stage of the education sector planning process. It explains why education ministries should include safety, resilience, and social cohesion in education sector policies and plans, and provides an overview of how this can be accomplished. The remaining booklets in this series provide more detailed guidance.



# Introduction

Every year, disasters and conflicts affect millions of people, causing unnecessary death and injury, and the destruction of vital infrastructure, including schools. All parts of the community, including the education sector, must therefore work to promote safety, resilience, and social cohesion in order to protect lives and secure the future development of their society.

Every context is different and attended with different risks. However, few countries are exempt from either natural hazards or political and social tensions, including, for example, gang- or drug-related violence. Education officials must, accordingly, engage in a thorough analysis of the risks to safety, resilience, and social cohesion within their particular context. This will help educators to protect children and young people, and secure their futures. This kind of analysis is the first of a number of steps in an educational planning process that can support informed decisions about making the education environment safe, building resilience in education systems and among students, and ensuring that education policies are not a source of grievance but contribute, instead, to social cohesion.

A number of steps are outlined below to support ministries of education and their partners in:

- understanding the nature of disasters and conflict, and how they impact on education systems;
- comprehending the role of education in mitigating the impacts of disasters and conflicts;
- incorporating safety, resilience, and social cohesion in education sector policies and plans.

---

## Box 1.1

### Understanding safety, resilience, and social cohesion

- **Safety:** Ensuring the protection and well-being of learners, school personnel, and facilities.
  - **Resilience:** The ability of education systems and learners to withstand, adapt to, and recover from shocks and stresses in ways that promote safety and social cohesion.
  - **Social cohesion:** Promoting a sense of belonging, acceptance by others, and a desire to contribute to the common good.
-

---

## Steps to organize the incorporation of safety, resilience, and social cohesion

- ▶ Identify the impact of disasters and conflict on education systems.
  - ▶ Consider the role of the education system in promoting safety, resilience, and social cohesion.
  - ▶ Consider how each phase of the planning cycle can address safety, resilience, and social cohesion.
  - ▶ Initiate dialogue and a planning process to encourage participation from all relevant stakeholders.
- 

### Step One

## Identify the impact of disasters and conflict on education systems

It is necessary, first, to identify the types of risk that might impact education systems and to understand how such risks can affect them.

While disasters and conflict are very different types of events, their impact on education systems can be similar. Both have the potential to damage or destroy educational infrastructure, as well as to threaten the physical and psychological safety and well-being of children, teachers, and other education personnel on a long-term basis.

The sections below highlight some of the ways in which disasters, conflicts, and population movements can impact the education system.

### The impact of disasters on education systems

The potential impact of disaster on the physical safety of students, teachers, and other education personnel, as well as on the integrity of educational infrastructure and teaching and learning materials (see *Box 1.2* for an example), is well understood. But it can also affect the education system more generally by disrupting instruction, causing teacher shortages, and interrupting processes such as inspection and supervision, and the collection of education data. Disasters can also affect social cohesion by creating waves of displacement which can, in turn, increase tension over scarce resources.



© L. Bethke/InterWorks

### Box 1.2

#### Pakistan earthquake's impact on education

Disasters like the 2005 Muzaffarabad earthquake in Pakistan can devastate education systems. The earthquake resulted in the deaths of more than 18,000 children and over 900 teachers, and the total destruction of 3,684 primary and secondary schools and 34 colleges, as well as the loss of learning materials and science and computer laboratories. The cost of rebuilding the schools alone was estimated to be \$472 million.

## The impact of conflict and violence on education systems

Attacks on education institutions, students, and teachers appear to be on the rise, according to the Global Coalition to Protect Education from Attack (GCPEA) and others (see *Box 1.3*). The UN reported more than 1,000 attacks on education worldwide between 2009 and 2012, including schools being set on fire, suicide bombings and remotely detonated bombs, killings of staff, threats to staff, and abductions (GCPEA, 2014: 114). Such attacks undermine the safety of schools and pose challenges for system management.

### Box 1.3

#### Impact of conflict on education – In figures

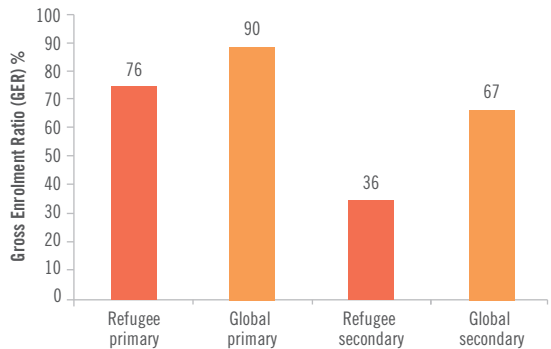
- ▶ Half (28.5 million) of out-of-school children of primary-school age live in states affected by conflict, 55 per cent of them girls.
- ▶ Tens of thousands of girls and boys find themselves fighting adult wars in at least 17 countries in different regions around the world.
- ▶ According to UN figures, as of April 2013, an estimated 2,445 out of 22,000 schools in Syria had been destroyed or damaged, and 1,889 were being used as shelters for internally displaced people rather than for education; while, by the end of February 2013, a total of 167 education personnel, including 69 teachers, were reported to have been killed (though it was not clear how many had been targeted for attack) since the conflict began.
- ▶ In the Central African Republic, more than half the country's schools remain closed following the Séléka rebel coalition's takeover of the country in April 2013, with more than 650,000 children out of school.
- ▶ In Nigeria, 276 schoolgirls were abducted by the militant group Boko Haram in April 2014.
- ▶ Between 2009 and 2012, at least 838 schools were attacked in Pakistan.

# The impact of population displacement on education systems

Both conflict and disaster can result in large-scale population displacement, either within a country's borders (internally displaced persons or IDPs) or across countries (refugees). UNHCR reported a total of 51.2 million people forcibly displaced worldwide at the end of 2013, the highest figure ever recorded. Of these, 10.7 million were newly displaced in 2013 due to conflict or persecution (UNHCR, 2014).

Such population movement can affect the education of host communities. It can lead to over-crowding in schools when refugee children are admitted; but it can also result in the provision of additional resources for local schools to help them cope with the increase in student numbers. These resources often benefit not only displaced children but the entire school community. For refugee and IDP children, displacement often means that they no longer have access to education, as can be seen by the lower overall gross enrolment rates for refugees compared to all other children (see *Figure 1.1*, UNHCR, 2011: 24).

**Figure 1.1**  
**Refugee access to education**



In addition to understanding how disasters, conflicts, and population movements affect education systems, it is also necessary to understand the complex inter-relationship between different risk factors, as outlined below. Many countries experience multiple risks within their borders, and need to understand the interplay between them and how these may affect the education system. For example, the large-scale population displacement caused by the conflict in Syria has caused major problems for schools in host countries, resulting in a rise in tensions between host communities and refugees.

## When disasters and conflict collide

Not only can disasters and scarce resources contribute to conflict, the impact of conflict can also increase vulnerability to disaster. The following examples indicate how:

- Recurrent drought and food insecurity in post-war Burundi through the mid-2000s contributed to increased levels of migration and tensions with host communities.
- The 'complex emergency' in the Horn of Africa in 2011 resulted in an influx of Somali refugees into neighbouring countries.
- The presence of an active rebel group, combined with a lack of local government control and communities' weak political voice, in flood-prone La Mojana, Colombia, has meant a lack of investment in risk-reduction measures (ODI, 2013), thereby increasing risks to local communities.

Given the widespread occurrence of conflict and disaster, and their impact on education, it is essential that education actors protect the right to education by responding adequately to such events and developing plans and policies which ensure education personnel and learners react appropriately during crisis, while increasing the resilience of the education system and fostering social cohesion.

## Step Two

### Consider the role of the education system in promoting safety, resilience, and social cohesion

Research has highlighted a complex relationship between education and conflict (INEE, 2011; UNESCO, 2011). Education can serve both as a driver of conflict and as a platform for peacebuilding. Education can exacerbate the risk of conflict by disseminating discriminatory messages, favouring one group to the detriment of others, or by providing and encouraging models of violent behaviour.

At the same time, education can reduce the risk of conflict, for example by ensuring equitable access to all levels of education, or by creating positive learning environments and curriculum materials which promote social cohesion.

Planning for safety, resilience, and social cohesion provides an opportunity for the development and humanitarian communities to work together towards the sustainable development of the education system. It offers a mechanism by which the humanitarian and development 'divide' can be bridged, as indicated below.

### Educational planning for safety, resilience, and social cohesion provides a bridge between the humanitarian and development communities

There is increasing recognition of the need to bring together development and humanitarian actors. The European Union, for example, argues that: 'The effective implementation of LRRD (linking relief, rehabilitation, and development) may also suffer from the absence of [a] common strategic framework between humanitarian and development actors' (EU, 2012: 8), while the World Bank states:

The World Development Report 2014 advocates establishing a national risk board, which can contribute to mainstreaming risk management into the development agenda. This could be a new agency or come from reform of existing bodies: what is most important is a change in approach – one that moves toward a

coordinated and systematic assessment of risks at an aggregate level (World Bank, 2014: 37, 278-286).

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

Likewise, the Global Partnership for Education (GPE) considers support to education in fragile and conflict-affected contexts as one of its core priorities (GPE, 2013). It asks countries to analyse the risks and vulnerabilities affecting their education systems in the *Guidelines for Education Sector Plan Preparation and Appraisal* developed jointly with IIEP-UNESCO (IIEP and GPE, 2012).

Conducting such an analysis implies bringing together different stakeholders in the planning process to identify not only the risks to the education system, but also the strategies necessary to overcome them. This will mean development actors (such as development partners, non-governmental organizations, and civil society bodies) working alongside ministries of education, and humanitarian actors (such as the Education Cluster, the UN Office for the Coordination of Humanitarian Affairs, and the UN High Commissioner for Refugees) working alongside the national disaster management unit or authority. *Booklet 2* provides more information on how to analyse safety, resilience, and social cohesion within your own country.

Educational planning for safety, resilience, and social cohesion is not only a bridging mechanism but it also saves lives and money, as outlined in the sections below.

## **Educational planning for safety, resilience, and social cohesion saves lives**

Education can contribute greatly to social cohesion and the resolution of conflict, with major dividends for peace. For instance, in Guatemala, the 1996 peace accords included a commitment to extend intercultural bilingual education to indigenous people, with the aim of lessening exclusion and supporting peacebuilding. Education programmes and policies such as these are termed 'conflict sensitive', as they both minimize negative impacts and maximize positive potential (INEE, 2013).

Similarly, in disaster situations, education can help reduce the impacts of natural disasters (for example, ensuring that schools are earthquake- or flood-resistant can save the lives of learners and teachers). Developing contingency plans for

emergency response can also contribute to system resilience, as can stockpiling teaching and learning materials. Teaching children, young people, and school communities about low-impact, sustainable agricultural practices can prevent famine and mitigate the impact of droughts. These are some examples of how education systems can contribute to safety, resilience, and social cohesion. More examples are discussed in *Booklet 4*.

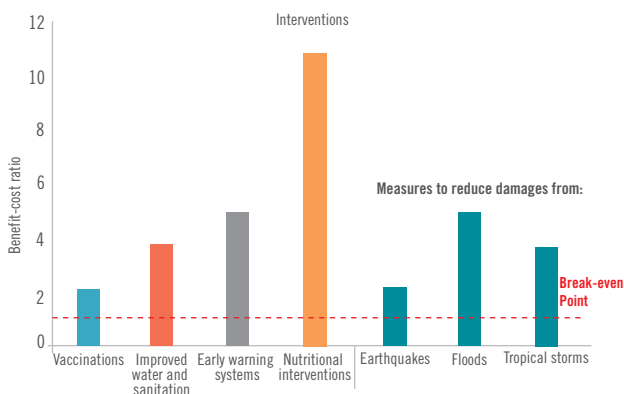
Educational planning which contributes to risk reduction in this way can not only save lives, it can also save millions of dollars in recovery costs, as described below.

## Educational planning for safety, resilience, and social cohesion saves money

Disasters have cost the world more than US \$1 trillion since 2000 (INEE, 2013). *Figure 1.2* shows the benefits of risk management related to different risks and risk-reduction measures (in all sectors, not only the education sector).

The cost of conflict in the world has also increased significantly. UNESCO estimates that a 10 per cent cut in military spending globally would free up enough resources so that 9.5 million more children could go to school. Similarly,

**Figure 1.2**  
The benefits of risk management often outweigh the costs



**Note:** The figure shows the median of benefit-cost ratios across a range of studies for each type of intervention. Above the dotted line, expected benefits exceed expected costs.

**Source:** World Bank, 2014: 8, citing Wethli, 2013.



a forthcoming study by PEIC analyses the direct and indirect costs of conflict on education. The direct costs include those related to the destruction or damage of buildings, destruction or looting of equipment, replacement of the teaching workforce because of injury or death, and lost teaching time. Indirect costs are associated with disruptions to schooling and the later narrowing of economic opportunities. These costs, of course, vary from country to country.

Education for safety, resilience, and social cohesion can protect education investments, including educational infrastructure. Every dollar invested in disaster risk-reduction is estimated to save between \$4 and \$7 in recovery costs (DFID, 2014). Expenditure on designing and building disaster-resistant schools is a good example of how to invest scarce resources in a cost-effective manner to provide for the safety of students, personnel, and investments. Teaching negotiation skills and citizenship education, as discussed in the accompanying Curriculum Resource Package, are good examples of investments in building resilience and social cohesion. Some risk-reduction measures, such as planning for physical safety and practising school safety drills, apply equally to disasters and conflict.

## Step Three

Consider how each phase of the planning cycle can address safety, resilience, and social cohesion

Educational planning for safety, resilience, and social cohesion follows the same steps as traditional planning processes, but includes an additional focus on identifying and mitigating conflict and disaster risks. In order to enhance safety, resilience, and social cohesion, it is important that each of the five steps in the planning cycle addresses the relationship between education, on the one hand, and conflict and disasters, on the other (see *Figure 1.3*). It will then be possible to develop appropriate risk-reduction strategies as an integral part of the planning process.

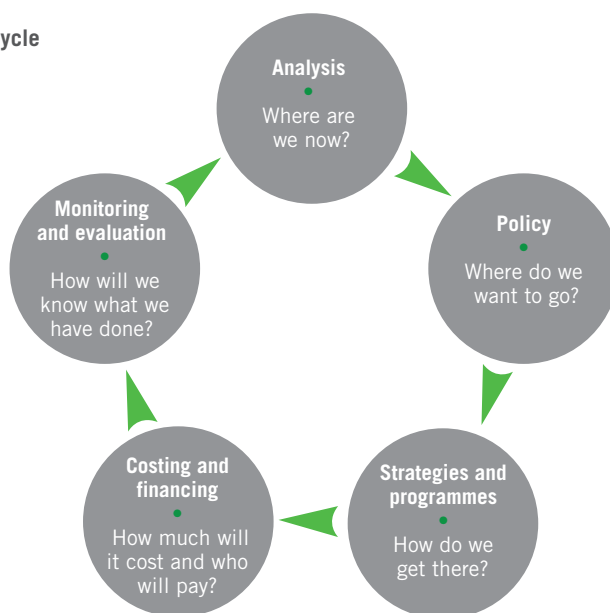
UNICEF's four-year Peacebuilding, Education and Advocacy Programme (PBEA), which aims to build resilience and human security in conflict-affected contexts, reported after its first year that 'conflict sensitivity cannot be viewed in isolation from disaster risk reduction processes', further stating that 'ministries of education have only one planning process, and integrated education sector planning is the only way to concretely and effectively build a culture of resilience in the education sector' (UNICEF, 2013: 56). The following section describes what planning for safety, resilience, and social cohesion looks like and provides a brief overview of how to implement each step in the process. The remaining booklets in this series examine each step in more detail.

### Phase 1

#### Analysis • Where are we now?

The first stage of the planning process is an examination of the education sector and the country context. The sector diagnosis looks broadly at the education sector's performance, and at national and international strategies affecting the education sector. Planning for safety, resilience, and social cohesion begins with an analysis of risk. This includes analysing not only the impacts of disaster and conflict on the education system, but also how education (content as well as planning and management) can reduce the risks of disaster and various forms of violence – from armed conflict to gang-related violence and bullying. It may

**Figure 1.3**  
**The planning cycle**



also be advisable during this phase to examine access to quality education for non-national, refugee, IDP, and other groups of marginalized children who may be invisible in the national education management information system (EMIS), policy framework, and existing sector plans. This phase is discussed in more detail in *Booklet 2 – Analysis: Where are we now?*

## Phase 2

### Policy • Where do we want to go?

Policy formulation involves defining broad, long-term policy goals and designing more specific policies to deliver them. The results of a policy review and the education sector diagnosis may indicate that there is a gap in educational policies. For example, an analysis may indicate that certain language or ethnic groups do not have equal opportunities to access education. In response, policies, such as an inclusive language policy or a social inclusion policy, could be developed to help increase access for these groups. This phase is discussed in more detail in *Booklet 3 – Policy: Where do we want to go?*

### Phase 3

#### Programming • How do we get there?

Once the key objectives have been identified, specific priority programmes, including key activities, targets, and timelines, will be designed to achieve them. The next challenge will be to identify and implement priority programmes to reduce the risk of conflict and disaster (see, for example, the Comprehensive School Safety Framework, GADRRRES and UNISDR, 2014). The priorities may relate to the physical protection and safety of children and education personnel, and may take the form of ensuring that children are safe on the way to and from school or that safe places are identified for children, teachers, and other school staff to take shelter in situations of active conflict. The priorities may be focused on the curriculum and involve the incorporation of concepts that foster social cohesion and are related to learning to live together (discussed in the curriculum booklets), enabling children to learn knowledge, skills, and attitudes associated with more peaceful living, such as how to resolve conflicts non-violently. Finally, priorities may aim to ensure the resilience of the system and guarantee continuity in education provision, through a system of supply teachers, alternative forms of education, and positive classroom management, in order to provide education in a way that is least likely to exacerbate any already-existing inter-group tensions. See *Booklet 4 – Programming: How do we get there?* for more information.

### Phase 4

#### Costing and financing • How much will it cost and who will pay?

A sound educational plan requires an accurate and realistic estimate of costs. In the case of conflict and disaster risk reduction, this might include the costs of:

- retrofitting schools to make them more disaster-resistant;
- revising teacher training programmes to include elements related to safety, resilience, and social cohesion;
- stockpiling teaching and learning materials in case of emergency;
- designing and implementing back-up systems for critical educational data.

Once costing is complete, the education budget can be compared to the financing envelope that is anticipated from the ministry of finance. Any gaps are then identified and additional sources of financing can be sought, for example, additional financing from national or regional governments, from international donors (both development as well as humanitarian donors), or, possibly, from the private sector, local communities, or families. In situations where some children still do not have access to education, it may be difficult to find additional funding (or divert existing funds) for schools that are at risk

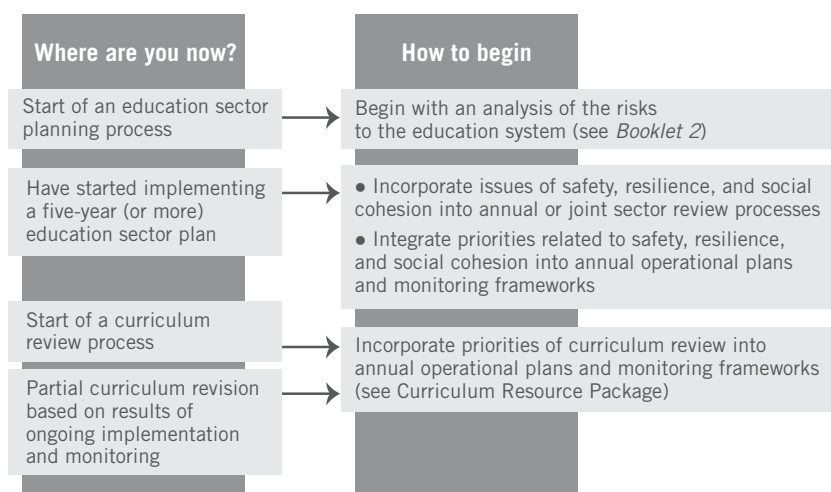
from hazards such as earthquakes, cyclones, or flooding. As illustrated above, however, the benefits associated with efforts to improve safety, resilience, and social cohesion generally outweigh the costs. See *Booklet 5 – Cost and financing: How much will it cost and who will pay?* for more information.

Phase 5  
**Monitoring and evaluation • How will we know what we have done?**

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

Safety, resilience, and social cohesion can be mainstreamed into education sector plans at any time. There is no need to wait for a sector planning process to begin – there are many other entry points, as shown in *Figure 1.4*.

**Figure 1.4**  
**A note on timing and incorporating safety, resilience, and social cohesion**



## Step Four

### Initiate dialogue and a planning process to encourage participation from all relevant stakeholders

The education system is part of society, and an important political concern. It is not unusual for opinions on disaster risks, conflict, and/or violence to differ according to context. Discussing such risks during the planning process can be a highly sensitive matter. Acknowledging the risks in a government document (an education sector plan) can be even more sensitive. In some situations, the term 'conflict' can, in itself, hinder discussion. It can be useful to frame the issues using the terminology of 'safety', 'resilience', and 'social cohesion', as we have in these booklets. Local frameworks or accepted language can also be used for discussing and analysing conflict or violence-related information.

Engaging key partners in the planning process is essential to finding the right terminology and ensuring people take ownership of the process. The planning process should be accompanied by a dialogue that brings people together around a common vision for the development of the education system. This is particularly true when planning for safety, resilience, and social cohesion. Planning should be a participatory and consultative process, which aims:

- to allow political leaders and technical experts to discuss and find a balance between political ambitions and technical constraints;
- to assess the needs and issues of education stakeholders, and raise awareness of them.

When addressing safety, resilience, and social cohesion in education sector plans, it is imperative to involve:

- the national disaster-management organization or other relevant government body;
- the Education Cluster, if it is in place;
- other affected ministries (such as the ministries of finance, gender, or youth);
- different levels of the administration;

- stakeholders from within the education sector and from civil society;
- youth representatives;
- non-government education providers;
- development partners.

The involvement of these different actors can take place through consultation at various moments of the plan preparation process and through structured discussions on drafts of the plan document. The table in *Annex A* lists a range of partners that can be considered for inclusion when planning for safety, resilience, and social cohesion.

Participation is easier to organize when consultative structures are already in place. Most countries have a local education group or education sector working group, chaired by the ministry of education and involving in-country stakeholders, offering a useful forum for policy dialogue and for nurturing the planning process. In some countries, the educational planning process often takes place through sub-national jurisdictions, each of which needs to engage in a similar process, ideally following the same guidance and protocols. Once the different consultative groups have been established, it may also be useful to put in place a steering committee, a planning committee, and key technical working groups, as outlined in *Annex B*.

---

## Key actions

- ▶ Consider the impacts that disasters and conflicts have or have had in your country, as well as the role that education can play in either mitigating or exacerbating these impacts.
  - ▶ Begin the process of dialogue with relevant stakeholders before starting the planning process. This should include stakeholders who have knowledge about disaster and conflict risks and can therefore contribute to each phase of the planning process from this perspective.
  - ▶ Identify the next steps and entry points to incorporate safety, resilience, and social cohesion in education sector planning in your context.
-

## Key Resources

**CNN** (Cable News Network). 2014. "'I will sell them,' Boko Haram leader says of kidnapped Nigerian girls':

► <http://edition.cnn.com/2014/05/05/world/africa/nigeria-abducted-girls/>

**DFID** (UK Department for International Development). 2014. *Business case and intervention summary: strengthening humanitarian preparedness in high risk contexts:*

► [http://iati.dfid.gov.uk/iati\\_documents/4310673.docx](http://iati.dfid.gov.uk/iati_documents/4310673.docx)

**EU** (European Union). 2012. *Linking relief, rehabilitation and development: Towards more effective aid*. Policy briefing requested by the European Parliament's Committee on Development:

► [http://www.europarl.europa.eu/RegData/etudes/briefing\\_note/join/2012/491435/EXPO-DEVE\\_SP\(2012\)491435\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/briefing_note/join/2012/491435/EXPO-DEVE_SP(2012)491435_EN.pdf)

**GADRRRES** (Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector) and **UNISDR** (United Nations International Strategy for Disaster Reduction). 2014. *Comprehensive school safety: A global framework in support of The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector and The Worldwide Initiative for Safe Schools, in preparation for the 3rd U.N. World Conference on Disaster Risk Reduction, 2015:*

► [http://www.preventionweb.net/files/31059\\_31059comprehensiveschoolsafetyframe.pdf](http://www.preventionweb.net/files/31059_31059comprehensiveschoolsafetyframe.pdf)

► <http://www.preventionweb.net/go/31059>

**GCPEA** (Global Coalition to Protect Education from Attack). 2014. *Education under attack 2014:*

► [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_0.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_0.pdf)

**GPE** (Global Partnership for Education). 2013. *Operational framework for effective support to fragile and conflict-affected states:*

► <http://www.globalpartnership.org/media/docs/guidelines/2013-11-GPE-Operational-Framework-Support-Fragile-States.pdf>



IIEP. 2010a. *Strategic planning: Concept and rationale*. Educational Sector Planning Working Paper 1.

► <http://unesdoc.unesco.org/images/0018/001897/189757e.pdf>

—. 2010b. *Strategic planning: Organizational arrangements*. Educational Sector Planning Working Paper 2.

► <http://unesdoc.unesco.org/images/0018/001897/189758e.pdf>

—. 2010c. *Strategic planning: Techniques and methods*. Educational Sector Planning Working Paper 3.

► <http://unesdoc.unesco.org/images/0018/001897/189759e.pdf>

IIEP and UNICEF WCARO. 2011. *Integrating conflict and disaster risk reduction into education sector planning. Guidance notes for educational planners*:

► <http://unesdoc.unesco.org/images/0022/002286/228650e.pdf>

IIEP and GPE. 2012. *Guidelines for education sector plan preparation and appraisal*:

► <http://www.iiep.unesco.org/sites/default/files/121106-guidelines-for-education-sector-plan-preparation-and-appraisal-en.pdf>

INEE (International Network for Education in Emergencies). 2011. *Understanding education's role in fragility: Synthesis of four situational analyses of education and fragility: Afghanistan, Bosnia and Herzegovina, Cambodia, Liberia*. Paris: IIEP-UNESCO:

► <http://unesdoc.unesco.org/images/0019/001915/191504e.pdf>

—. 2013. *Conflict sensitive education pack*. New York: INEE:

► <http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1148>

ODI (Overseas Development Institute). 2013. *When disasters and conflicts collide. Improving links between disaster resilience and conflict prevention*. London: ODI:

► <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8228.pdf>

Penrose, A. and Takaki, M. 2006. 'Children's rights in emergencies', *Lancet*, 367, pp.368-369.

Save the Children. 2014. *Education sector snapshot template for comprehensive school safety and education in emergencies*:

► <http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=38816>

► [http://www.preventionweb.net/files/38816\\_essforcsseietemplate2014.docx](http://www.preventionweb.net/files/38816_essforcsseietemplate2014.docx) (Template)

UNESCO. 2011. *The hidden crisis: Armed conflict and education*. EFA Global Monitoring Report 2011. Paris: UNESCO and Oxford University Press:

► <http://unesdoc.unesco.org/images/0019/001907/190743e.pdf>

—. 2013. *Children still battling to go to school*. EFA Global Monitoring Report Policy Paper 10. July 2013:

► <http://unesdoc.unesco.org/images/0022/002216/221668E.pdf>

**UNHCR** (United Nations High Commissioner for Refugees). 2011. *Refugee education: A global review*:

► <http://www.unhcr.org/4fe317589.html>

—. 2014. *War's human cost: UNHCR global trends 2013*:

► <http://www.unhcr.org/5399a14f9.html>

**UNICEF** (United Nations Children's Fund). 2013. *2012 PBEA Consolidated Report*:

► <http://bit.ly/UHXvEH>

**UNISDR**. 2011. UNISDR says the young are the largest group affected by disasters. Press release. 13 October 2011.

► [http://www.unisdr.org/files/22742\\_2011no30.pdf](http://www.unisdr.org/files/22742_2011no30.pdf)

**Venton, C.C.** 2007. Justifying the cost of disaster risk reduction: a summary of cost–benefit analysis. *Humanitarian Exchange Magazine*, issue 38, June 2007.

► <http://bit.ly/1INtPQ9>

**Wethli, K.** 2013. 'Benefit-cost analysis for risk management: Summary of selected examples'. Background paper for the *World Development Report 2014*:

► <http://bit.ly/1q7WkZx>

**World Bank**. 2014. *World Development Report 2014: Risk and opportunity – managing risk for development*:

► <http://go.worldbank.org/3AOXL9KJJ0>

## Annex A

### Stakeholders involved in the planning process

Organizations involved in conceiving and implementing plans and programmes	Development partners	Civil society	Other national authorities
<ul style="list-style-type: none"> <li>Ministry of Education: <ul style="list-style-type: none"> <li>Preschool</li> <li>Primary</li> <li>Secondary (first cycle/second cycle)</li> <li>Curriculum development</li> <li>Vocational/technical</li> <li>Higher education</li> <li>In-service training</li> <li>Non-formal/literacy/continuing education</li> <li>Senior management</li> <li>Planning</li> <li>Finance</li> <li>Human resources</li> <li>Inspectorate</li> </ul> </li> <li>Teacher training colleges and institutes</li> <li>National disaster management organizations: <ul style="list-style-type: none"> <li>Hydro-meteorological, geological, and climate risk assessment agencies</li> </ul> </li> <li>Research and development personnel in universities and institutes</li> <li>Teachers/teachers' unions</li> <li>Non-governmental organizations (NGOs)</li> <li>Young people</li> <li>Ministry of industry (vocational and technical education)</li> <li>Government agencies/ departments of refugee affairs (which sometimes run schools in refugee camps, for example in Ethiopia and Pakistan)</li> </ul>	<ul style="list-style-type: none"> <li>Bilateral funders, e.g.: <ul style="list-style-type: none"> <li>NORAD</li> <li>SIDA</li> <li>DFID</li> <li>JICA</li> <li>USAID, etc.</li> </ul> </li> <li>Development Banks: <ul style="list-style-type: none"> <li>World Bank</li> <li>African Development Bank</li> <li>Asian Development Bank</li> <li>Bank</li> </ul> </li> <li>International Organizations: <ul style="list-style-type: none"> <li>UNESCO</li> <li>UNICEF</li> <li>UNHCR</li> <li>ILO, FAO</li> <li>UNDP, etc.</li> </ul> </li> <li>Non-governmental (national and international) organizations and foundations: <ul style="list-style-type: none"> <li>Save the Children</li> <li>World Vision, etc.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Students/youth</li> <li>Parents</li> <li>Teachers</li> <li>Community leaders</li> <li>Religious leaders</li> <li>Universities and other research and teaching institutions</li> <li>Disadvantaged groups, minorities</li> <li>Displaced populations – IDPs and refugees</li> <li>Local associations</li> </ul>	<ul style="list-style-type: none"> <li>Inter-ministerial committees (social sector reform, decentralization)</li> <li>Ministry of finance</li> <li>Ministry of planning</li> <li>Ministry/department of disaster management</li> <li>Ministry of education: <ul style="list-style-type: none"> <li>Planning department</li> <li>General inspectorate</li> </ul> </li> <li>Government agency for women's affairs</li> <li>Government agency of children's welfare</li> </ul>

## Annex B

### Suggested organizational structures for the planning process

---

The **steering committee** has a mandate to oversee and guide the process. It should be composed of senior ministry personnel, with participation from other relevant ministries (such as finance and planning). It could also include development partners and representatives from civil society.

---

The **planning committee** coordinates the technical work and brings all ministry directorates and departments together. This committee can be led by a chief technical coordinator, generally the director of planning. Its secretariat can be the strategic planning team, specifically responsible for preparing the draft education plan.

---

**Working groups** focus on specific themes or sub-sectors, especially those that involve specific groups of key stakeholders. These themes can include, for example, safe school facilities, involving architects, engineers, and maintenance actors; school disaster management, involving educational administrators; and risk-reduction and resilience education, involving curriculum developers and teachers (see the Comprehensive School Safety Framework, GADRRRES and UNISDR, 2014). Specific working groups might also address teacher education, adult education, finance, monitoring and evaluation, and so on. The groups may be asked by the planning committee to draft specific sections of the plan. Development partners, including civil society organizations, can also participate.

## About the programme

This series of booklets arose from a collaboration between the Protect Education in Insecurity and Conflict (PEIC) programme, and two of UNESCO's education agencies, the International Institute for Educational Planning (IIEP) and the International Bureau of Education (IBE). This collaboration, and the overall framework which developed from it, build on the efforts and momentum of a wide range of stakeholders.

These booklets outline a planning process that serves to strengthen education systems so that they are better equipped to withstand shocks such as natural and man-made disasters, insecurity, and conflict, and, where possible, to help prevent such problems. They are the outcome of a programme which aims to support ministries of education, at central, provincial, and district levels, to promote education systems that are safe and resilient, and to encourage social cohesion within education policies, plans, and curricula. As *Education Cannot Wait*, a campaign launched as part of the UN Secretary General's Education First Initiative, recognized: 'No matter where a country is in its planning cycle there are opportunities to determine its priorities for conflict and disaster risk reduction and to integrate them into annual or sector plans'.

More specifically, the programme's objectives are:

- For a core team to catalyse collaboration between partners in order to consolidate approaches, materials, and terminology on the topics of planning and curriculum to promote safety, resilience, and social cohesion;
- To strengthen cadres, first, of planning, research, and training specialists (from ministries of education as well as international experts) in preparing for conflict and disaster risk reduction through education, and, second, of curriculum developers (again, from ministries of education as well as international experts) experienced in integrating cross-cutting issues into school programmes;
- To strengthen national training capacities through institutional capacity development with selected training institutes and universities.

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

- ***An online resource database/website*** containing resources on a range of related topics;
- ***Booklets and training materials on planning and curriculum to promote safety, resilience, and social cohesion;***
- ***Policy briefings*** for senior decision-makers;
- ***Case studies and practitioner examples***, which form part of the online database;
- ***A self-monitoring questionnaire*** to enable ministries of education to determine the degree to which conflict and disaster risk reduction are integrated into their current planning processes.

The booklets can be read independently. Readers seeking clarification on terminology, or the rationale for undertaking a process of promoting safety, resilience, and social cohesion, should refer to *Booklet 1: An overview of planning for safety, resilience, and social cohesion* and the accompanying *Glossary*.

SAFETY, RESILIENCE,  
AND SOCIAL COHESION:  
A GUIDE FOR EDUCATION  
SECTOR PLANNERS

**Education for safety, resilience,  
and social cohesion**

With nearly 50 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 disasters, there is a growing sense of urgency to support strategies that reduce the risks of conflict and disasters. Educational planning for safety, resilience, and social cohesion is increasingly recognized by the international community and national education authorities as an important strategy in many countries.

These booklets provide step-by-step advice for educational authorities on how to address safety, resilience, and social cohesion in education sector planning processes. Organized into six booklets and a glossary, these materials present each step of the planning cycle and suggest concrete actions to ensure that safety, resilience, and social cohesion are an integral part of each step.

## OVERVIEW

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

**UNESCO International Institute  
for Educational Planning**

7-9, rue Eugène Delacroix  
75116 Paris, France

Tel.: +33 (1) 45 03 77 00

[www.iiep.unesco.org](http://www.iiep.unesco.org)