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

PROGRAMMING

How do we get there?

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 وانعدام الأمن
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
www.iiep.unesco.org

Graphic design: nathalie pruneau
Printed in IIEP's printshop
Cover photo:
Somalia, September 2013: Ismahan, holding her sleeping 3-year-old sister, studies arithmetic at a school for displaced children, in Mogadishu.
©UNICEF/NYHQ2013-0554/Delfosse

ISBN: 978-92-803-1385-7 (Set)
ISBN: 978-92-803-1390-1 (Booklet 4)

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

Booklet 4

PROGRAMMING
How do we get there?

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 Niege Lubwuma, Christopher Okecho (Uganda Ministry of Education and Sports), Benoit 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, Ladji 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
IBE	International Bureau of Education
MoE	ministry of education
MRM	monitoring and reporting mechanism
PEIC	Protect Education in Insecurity and Conflict

Table of contents

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 4 – **Programming: How do we get there?**

Take-away points

- When policies and priorities for the goals of safety, resilience, and social cohesion have been agreed, they should be enacted through *programmes* and included in the education sector plan.
- Decision-makers should consider criteria such as contribution to goals/desirability, affordability, and feasibility when prioritizing and phasing possible programmes.
- Key programmes for achieving the goals will include disaster risk reduction measures based on local risks, more equitable access to all levels of education by students in different regions and identity groups, and curriculum content, including textbooks and teacher training.
- A plan with good policies, programmes with multi-year phasing for safety, resilience, and social cohesion, and realistic and 'SMART' targets, will help a decision-maker in building stakeholder support (including donor funding and alignment) for the programmes in the plan.

Introduction

How should policies to promote safety, resilience, and social cohesion (discussed in *Booklet 3*) be implemented? Which policies can be implemented through existing programmes and activities? Which policies will require specific programmes to be included in the budget framework of the education plan? These are some of the questions that this booklet will address. The task of a decision-maker in this regard is to: **Identify programmes relating to safety, resilience, and social cohesion, and build stakeholder support**.

Ministries of education (MoEs) can take the following three steps when programming for safety, resilience, and social cohesion.

Steps in programming for safety, resilience, and social cohesion

- Consider programme options for safety, resilience, and social cohesion.
- Prioritize the programme options, based on criteria of desirability, affordability, and feasibility.
- Set targets for the programmes.

Step One
Consider programme options for safety, resilience, and social cohesion

The first step in the process of programming is to consider the many possible programme options available. They can be grouped under three headings which reflect the different ways in which the incorporation of safety, resilience, and social cohesion can be achieved. These are described in detail below.

Education systems are safe and protective of learners, education personnel, and assets

The first group of programmes is concerned with three objectives: reducing risks internal to schools and colleges; reducing risks from natural and human-made hazards; and protection from insecurity and conflict.

Reducing risks internal to schools and colleges

Some threats to the safety of students and education personnel are from the students and personnel themselves: for example, bullying and harassment, corporal punishment, sexual abuse (including sex for grades), and other forms of psychological or physical violence.

Programme options include developing, implementing, monitoring, and enforcing a code of conduct for teachers and/or students (see Poisson, 2009). This may involve the sensitization of teachers and other education personnel (pre-service or in-service), appointing student advisers, setting up a complaints system, strengthening the role of school management committees in control of teacher behaviour, and enforcing sanctions against misconduct.

Reducing risks from natural and human-made hazards

These include, for example, floods, hurricanes, earthquakes, epidemics, and fires. Programme options include providing safe learning facilities, and school disaster management plans. These are outlined below. For more information, see the excerpt from the Comprehensive School Safety framework in *Annex A*.

Providing safe learning facilities

This would normally be part of a school construction programme, and include, among other options:

- Selecting safe sites for schools, adhering to building codes and performance standards, using disaster resilient designs.
- Training builders, supervision of school construction, and quality control.
- Remodelling, retrofitting, building maintenance, and non-structural risk mitigation.
- Fire safety, including signposting of evacuation routes and location of fire extinguishers.
- Water, sanitation, and hygiene facilities to prevent illness and disease.

An MoE would have to monitor compliance with these standards and include indicators on safe learning facilities in its EMIS – or education management information system (see *Booklet 6*).

School disaster management

Programme options include, among others:

- Setting up, training, and monitoring school disaster management committees, with participation of education personnel, students, parents, and community stakeholders. The committee should be tasked with identifying hazards inside and outside the school – and in the community – and developing action plans.
- Adapting standard operating procedures, including regular school evacuation drills, exercises in 'drop, cover, and hold' in case of earthquakes, and evacuation and safe family reunification procedures.
- Establishing communication and coordination linkages between the education sector and the disaster-management sector.
- First-aid training of teachers, students, and community members.

Protection from insecurity and conflict

This includes, for example, attacks on schools or colleges, attacks on students and education staff on the way to and from school, or child recruitment into armed groups.

Programme options can include any combination of the following and other actions (see GCPEA, 2014*b*: 62-75 and GCPEA, 2011: 10-32, for details across all programmes; GCPEA, 2014*d*, specifically for details on community involvement in protection; and GCPEA, 2014*c*, specifically for details on protection of education personnel):

Community involvement in protection, typically as part of a community-based education programme, with the MoE, for example, supporting:

- school protection committees;
- existing school management committees;
- involving communities in monitoring;
- involving religious leaders or young people.

Physical protection, for example:

- building boundary walls around schools;
- providing dormitories or teacher housing on site (both can be part of a school construction programme), providing transportation or escorts/accompaniment;
- avoiding high-risk routes or times of day;
- using armed or unarmed school guards (although armed guards should be used with caution as they can make schools a target);
- setting up phone or SMS alert systems, providing teachers with radios or mobile phones.

Alternative education programmes taking place in locations safer than regular schools, for example:

- community-based and home-based schools;
- temporary learning spaces;
- mobile schools;
- summer schools (or evening classes);
- distance learning by TV, radio, or internet.

Negotiations between the parties to the conflict, including government (as seen, for example, in Nepal's Schools as Zones of Peace programme), typically aiming to:

- declare schools as safe or neutral spaces (including 'schools as zones of peace');
- restrict military or political use of schools (the latter can have implications for curriculum, for example, on how history is taught, as this subject could be seen as politically sensitive; or for which languages of instruction are used);
- restrict electoral use of schools if this is likely to cause violence.

Advocacy, often as a component of other programme options, for example:

- use of media;
- child/human rights training;
- awareness-raising campaigns, including back-to-school campaigns;
- coalition-building with civil society.

Monitoring and reporting, again as a component of other programme options (see also *Booklet 6*), to support:

- early warning;
- rapid response;

- advocacy;
- accountability (for example, prosecution under national law or international humanitarian law, or the 'naming and shaming' of violators of children's rights).

An important accountability mechanism is the Monitoring and Reporting Mechanism (MRM) on Grave Violations of the Rights of the Child, which feeds into the work of the UN Special Rapporteur on Children and Armed Conflict and the Annual Report of the UN Secretary-General to the General Assembly and Security Council. The MRM applies specifically to military forces and armed groups listed in the annexes to the Secretary-General's Annual Report. The first action to take on the MRM is to develop an action plan. The parties are then monitored to see that they implement it. For more information, see the guidance note, *Protect Schools and Hospitals: Guidance Note on Security Council Resolution 1998* (OSRSG-CAAC, 2014), on action plans, and on monitoring and reporting.

As an aid to monitoring, reporting, and advocacy, the draft Lucens guidelines for *Protecting Schools and Universities from Military Use during Armed Conflict* (GCPEA, 2014*a*) are a tool for reducing or avoiding military uses of schools. They are intended to serve as guidance for those involved in planning and executing military operations. They can also be used as an advocacy tool by MoEs and development partners.

Education systems are resilient and provide continuous education regardless of context

The second group of programmes is concerned with two objectives: making education systems more resilient at all levels of management, and promoting personal resilience.

Making education systems more resilient at all levels

Relevant to all levels, from schools to the ministry of education, this includes **keeping in safe locations** copies of:

- student and personnel records;
- EMIS and teacher management databases;
- curriculum documents, learning materials, and examinations;
- keeping back-ups, e.g. on USB keys or online in the 'cloud'.

It also involves:

Contingency planning and flexibility to enable continuous learning when access is disrupted, for example by:

- having the option to use flexible school calendars;

- teaching in double shifts (see Bray, 2008);
- operating catch-up classes and accelerated learning programmes (see also the programme options for alternative methods of education delivery, under *Protection from insecurity and conflict*);
- planning for the redeployment and payment of teachers, or having a roster of standby teachers for circumstances in which regular teachers are not available;
- pre-positioning school supplies, school kits, and tents.

(For more information on education contingency planning see: www.ineesite.org/en/minimum-standards/contingency-planning.)

A strong monitoring system ensuring that the impacts of conflict and disaster are assessed to inform future actions (see planning *Booklet 6* for further details).

Appointing MoE staff as focal points for safety, resilience, and social cohesion, at different MoE levels (from central to school level), to ensure know-how and emergency coordination. This would imply liaison between the MoE, the local education group (or equivalent) and the education cluster (where it exists) to ensure that regular education coordination mechanisms are maintained during an emergency.

Including dedicated budget lines for contingencies in:
- education sector plan budgets;
- operational plan budgets.

Promoting personal resilience

This includes, as part of a teacher training programme:
- psycho-social support for students and teachers;
- positive classroom management by teachers.

And also encompasses:
- student participation;
- risk-reduction education and resilience education to develop a culture of safety and resilient communities (see accompanying curriculum booklets for more information).

Education systems promote social cohesion through equitable access to relevant quality education

Programme options to ensure that education systems promote social cohesion through equitable access to quality education include:

Making access to all levels of education more equitable, regardless of identity, gender, religion, language, or geographic location

MoEs usually have in place a number of policies and programmes on **access and equity**. It is especially important to ensure that different sections of the population do not bear grievances about access to educational (and employment) opportunity. Perceived inequities such as these can cause social tensions and, in extreme cases, armed violence.

Programme options for access and equity can involve, for example:

- ensuring equitable access to all levels of education for different identity groups in the population, including those based on ethnicity, religion, region, etc., to avoid aggravating social tensions;
- promoting girls' education, for example through specific scholarships or quotas for girls;
- education for rural or urban populations affected by specific crises;
- mobile schools;
- distance education for older students, especially where security is a problem, e.g. for girls;
- access of refugee or internally displaced populations to education at all levels – on a par with national non-displaced populations;
- community-based education.

They can be supported by a variety of **actions to promote access and equity**, such as:

- creating an MoE unit to support and strengthen school management committees;
- teacher incentive packages, for example hardship location allowances or early promotions based on years of service in a remote part of the country;
- school feeding programmes;
- abolishing school fees (formal and informal fees);
- conditional cash transfer programmes;
- flexibility in the school calendar (catch-up classes);
- accelerated learning programmes.

Actions to promote quality and individual and societal well-being may include:

- curriculum and textbook revision to promote safety, resilience, and social cohesion, and associated teacher training, pre-service or in-service, as feasible, including the use of school clusters, mentoring, etc. (see accompanying curriculum booklets);
- training, for all teachers, including heads, in content and methods related to safety, resilience, and social cohesion, including psycho-social issues;
- general in-service and pre-service teacher training and support.

Equity can also be ensured by:

- mapping existing and future resourcing and budget allocations by geographical location;
- planning future budget allocations according to need, as reflected in teacher deployment, location of new primary and secondary schools, teacher training colleges and higher education institutions, etc. (For more ideas, see GPE and UNGEI, 2010, and Sigsgaard, 2013: 23-31; 33-35)

It is important for all identity groups to have access to secondary and some form of higher education (at least teacher training) in each geographic catchment area, to lessen social divisions and tensions.

MoEs will need to ensure **monitoring and adequate financing** of these programmes. Programmes on MoE **planning and management system strengthening** may also be needed, on, for example:

- mapping of education data;
- EMIS improvements;
- public expenditure tracking surveys.

See also the section on political and financial feasibility analysis below.

Enhance curriculum and classroom practice; and promote a policy of language(s) of instruction that respects cultural identity and is pedagogically sound

The curriculum is, of course, fundamental to the purpose and role of education. It is crucial to strengthen competencies for safety, resilience, and social cohesion, as mentioned in *Booklet 1*. The curriculum should promote skills for responsible citizenship, the workplace, personal life and health, respect for all, teamwork, and conflict resolution. The language(s) of instruction should respect cultural identity and be pedagogically sound. It will be necessary to progressively review, develop, pilot, and introduce new or revised textbooks over a period of years, with associated training to the extent possible. Policy changes for language of instruction can have considerable budget/planning implications, as well as implications for class sizes, teacher recruitment, allocation, and training (see accompanying curriculum booklets for more information).

Step Two

Prioritize the programme options, based on criteria of desirability, affordability, and feasibility

Planners face a considerable challenge in achieving the goals of safety, resilience, and social cohesion. Some policy decisions do not cost much, for example allowing greater flexibility for registration of children for school despite their age or lack of documents arising from an emergency. In practical terms, however, many decisions carry heavy costs and require prioritization. It can be costly, for example, to bring all existing infrastructure up to the desired safety standards, including for disaster resistance, as well as ensuring normal precautions are in place dealing with risks such as fire and flood. The process of developing better infrastructure standards and supervising their implementation is also costly.

Likewise, it is an expensive undertaking to remedy past inequalities in education provision for different regions of a country or different identity groups. Yet this is essential if social tensions are to be reduced and social cohesion promoted. Prioritization will again be needed. This should take account of the perceived concerns of the affected groups. Is their main concern, for example, the distance to the nearest primary or secondary school? Or is it a shortage of equipment or competent teachers? Is there a concern that access to post-secondary education is limited? Can prioritization be arranged so that each region or group has the prospect of gradually achieving stated goals, such as a secondary school in each sub-district or a teacher college in each district or province?

The reform of curriculum, textbooks, and teacher training to support safety, resilience, and social cohesion is also costly. The process must be spread over several years and includes development work, piloting, and the actual production and distribution of the textbooks. This, again, is critical if the goals are to be met.

Planners therefore need to phase over several years the steps to their key goals, especially those to do with safer infrastructure, reducing grievances over inequitable access, and the revision of textbooks and improvement of teacher training.

These decisions often have political dimensions, as well as requiring the buy-in of other stakeholders, including teachers, and students and their families.

It will be necessary to conduct an assessment of which programmes are actually possible, from the points of view of finance, politics, and capacity. This assessment can be based on a number of criteria, including:

- **Contribution to the goals/desirability**: The situation analysis described in *Booklet 2* will identify priority actions. The aim is to prioritize actions that will contribute to safety and security in the short term, while making reforms to promote longer-term resilience and social cohesion. This will include difficult decisions about the allocation of resources to neglected regions or identity groups, or to the promotion different types of safety measures. In all cases, there can be a phased plan to strengthen the content of schooling in support of these goals.
- **Affordability**: Hard decisions need to be made, for example, as to whether to retrofit a few multi-storey schools for earthquake resistance or to focus on the safety of new school buildings. Again, many boundary walls could be built to increase protection from attack for the cost of retrofitting a large school. There may also be *private costs* associated with a particular programme (e.g. will the construction of boundary walls require households to share the costs or contribute labour, and, if so, what happens to poor social groups or areas?). This may lead to the use of selection criteria for omitting some schools or areas from the programme; omitting areas with no or few security incidents from the boundary wall construction, for example.
- **Feasibility/sustainability**: Are the necessary human and institutional resources available to implement the programme? Are funds, political will, and capacity available? What additional capacity is needed, for example, to make sure that the system incorporates safety, resilience, and social cohesion? For instance, in the example of curriculum reform for social cohesion, once the ministry has secured political support, is it able to immediately mobilize technical capacity in the form of curriculum writers with specialized subject knowledge in the language(s) needed? Curriculum reform takes years to introduce and the phased process requires sustained resources, including funding and political support, over a multi-year period.

Setting priorities is not easy. For example, prioritizing the construction of child-friendly and safe schools may take resources away from other objectives, such as universalizing upper-secondary education. So the priorities (objectives, targets, and programmes) must be based on well-argued criteria; be clearly

justified and explained; and be based on consultation processes with relevant national stakeholders and groups.

Therefore, when selecting programmes, it can be useful to ask the following questions:

- Were the assessment criteria of contribution to the goals/desirability, affordability, and feasibility/sustainability (outlined above) utilized to verify the programme choice?
- Were relevant stakeholder groups involved in the process of programme formulation?
- Does the programme chosen contribute to achieving overarching national and international education and development goals?
- From a 'do no harm' or conflict-sensitive point of view, could the programme choices create grievances among members of a particular group, and how can this be remedied?

Step Three
Set targets for the programmes

Once programmes have been selected, clear targets should be set for each programme. *Box 4.1* explains the link between objectives, targets, and programmes.

In some cases, it can be better to reflect directly on the programmes that could be implemented to achieve an objective, without spending too much time on identifying targets. Target-setting is good, but quantification should not become an obsession. This is particularly true regarding prevention of risk. How do you measure your success if your criterion is that something dangerous *did not* happen?

Table 4.1 gives some illustrations of how the goals, objectives, targets, and strategies may be set out. The strategies, in turn, are translated into specific programmes. Please note that there will be many different possible activities to include in the plan, especially at the level of objectives, targets, and programmes, and the examples given in *Table 4.1* represent only a fraction of what is needed. Some activities relating to safety, resilience, and social cohesion will appear as separate goals or objectives, while others will appear as targets and programmes under broader goals and objectives.

Box 4.1.
Understanding the link between objectives, targets, and programmes

Plan *goals* are broad, overarching principles that guide decision-making.

Example of a goal: Achievement of universal primary education in country X by 2015.

Plan *objectives* follow from the goal. Objectives are more specific than goals. Achieving them may take longer than the plan period.

Example of an objective: Reducing by 50% the number of schools closed due to flooding by 2020.

Plan *targets* should preferably be SMART: specific, measurable, achievable, realistic, and time-bound. A sector plan is successful if it achieves its targets because that is one step closer to achieving the objectives and goals. Most of the plan elements – such as the programmes and their costs – depend on the plan targets (rather than on the objectives or goals, as these are less specific).

Example of a target: increase by 50% the number of schools with flood drains by 2015.

Programmes are identified to achieve the targets. Programmes are a combination of activities (in the same area).

Examples of programmes: See *Step One*.

Table 4.1
Illustrative examples of a sector plan's goals, objectives, targets, and programmes

Goals	Objectives	Targets	Programmes
1. Achieve universal primary education by 2020	1.1 Increase enrolment for all, including those affected by insecurity, conflict, or disaster	1.1.1 Increase net enrolment rate in primary education from 80% to 100% by 2020, with a focus on crisis-affected and marginalized groups and regions	1.1.1.1 Provide school facilities in under-served areas and zones at risk of disaster, insecurity, or conflict 1.1.1.2 Provide additional classrooms in the existing schools, with a focus on marginalized areas 1.1.1.3 Provide non-formal education centres or alternative to schools in crisis situations, pending resumption of the school year 1.1.1.4 Sensitize parents to send their children to schools, especially through activating school management committees in crisis-affected and at-risk groups/areas
	1.2 Decrease dropout, especially of crisis-affected populations	1.2.1 Reduce dropout rate in grades 1 to 4 from 15% to 5% by 2020, especially for marginalized and crisis-affected populations	1.2.1.1 Provide uniforms, textbooks, and scholarships, especially in areas with low enrolment ratios 1.2.1.2 Introduce attendance-based incentives, especially in areas with low enrolment ratios
	1.3 Improve quality, especially for schools serving crisis-affected and at-risk populations	1.3.1 Increase learner achievement in grade 5 by 25% by 2020, for crisis-affected and marginalized locations and groups	1.3.1.1 Improve classroom learning conditions and refurbish classrooms and learning materials damaged by disaster or conflict 1.3.1.2 Provide trained teachers, including in remote areas and zones affected by recurrent disasters or conflict

Goals	Objectives	Targets	Programmes
2. Universalize or increase participation in lower-secondary education by 2020	2.1 Increase enrolment for all, including those affected by insecurity, conflict, or disaster	2.1.1 Increase the transition ratio from primary to lower-secondary education from 70% to 85% by 2020, with a focus on marginalized areas and groups	2.1.1.1 Introduce scholarships for girls and ethnic minorities
	2.2 Improve quality for all, including those affected by insecurity, conflict or disaster	2.2.1 Ensure that 75% of learners (including ethnic minorities, IDPs, and refugees) demonstrate minimum competencies at the end of lower secondary school	2.2.1.1 Improve laboratory and library facilities in remote locations 2.2.1.2 Improve teacher pay and development in remote locations 2.2.1.3 Improve school leadership in remote and under served locations 2.2.1.4 Strengthen school supervision, in particular for beginning teachers, through measures developed for under-served locations
3. Improve the effectiveness of educational management in contingency planning, especially in remote and under-served locations	3.1 More effective contingency planning, management, and resource allocation and utilization, through improving skills of educational experts	3.1.1 By 2020, 90% of MoE staff have clear terms of reference and the skills needed to undertake their work	3.1.1.1 Design appropriate professional development programmes for MoE staff at central, provincial, and district level, including in contingency planning 3.1.1.2 Organize professional development programmes in educational planning and management, with special provision for crisis-affected areas 3.1.1.3 Organize professional development programmes in EMIS, with special guidance for planners to include indicators to measure safety, resilience, and social cohesion 3.1.1.4 Develop and make available guidelines and support materials in educational planning and management and in EMIS, in curriculum and textbook revision, and in teacher training and support

Goals	Objectives	Targets	Programmes
4. Revise social studies textbooks to incorporate safety, resilience, and social cohesion	4.1 Students gain competencies that will help them face personal and national challenges	4.1.1 By 2020, all social studies textbooks incorporate a course unit on learning to live together and responsible citizenship, including safety and disaster risk reduction	4.1.1.1 Create and train a curriculum and textbook review, and development team and process 4.1.1.2 Prepare revised textbooks and pilot them in a representative sample of schools 4.1.1.3 Revise and print textbooks, introducing them on a phased basis with associated teacher training 4.1.1.4 Monitor implementation and revise the next edition of the textbooks and the ongoing teacher training

Key actions

- Identify what programmes for safety, resilience, and social cohesion might be needed in addition to the traditional programmes on access, equity, and management.
- Align programmes for safety, resilience, and social cohesion with already-existing education programmes (for example, on access, equity, quality, and management) wherever possible.
- Consider not only the financial, but also the social and political cost of the programmes, to prioritize and phase actions and ensure sustainability.
- Involve stakeholder groups in programme development to ensure broad ownership.

Key Resources

Bray, M. 2008. *Double-shift schooling: design and operation for cost-effectiveness*. Third edition. Paris: IIEP-UNESCO.

- **http://unesdoc.unesco.org/images/0016/001636/163606e.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/go/31059**

GCPEA (Global Coalition to Protect Education from Attack). 2011. *Study on field-based programmatic measures to protect education from attack*.

- **http://protectingeducation.org/sites/default/files/documents/study_on_field-based_programmatic_measures_to_protect_education_from_attack_0.pdf**

——. 2014*a*. *Draft Lucens guidelines for protecting schools and universities from military use during armed conflict*.

- **http://www.protectingeducation.org/sites/default/files/documents/draft_lucens_guidelines.pdf**

——. 2014*b*. *Education under attack 2014*.

- **http://protectingeducation.org/sites/default/files/documents/eua_2014_full_0.pdf**

——. 2014*c*. *Protecting education personnel from targeted attack in conflict-affected countries*.

- **http://protectingeducation.org/sites/default/files/documents/protecting_education_personnel.pdf**

——. 2014*d*. *The role of communities in protecting education from attack*.

- **http://protectingeducation.org/sites/default/files/documents/the_role_of_communities_in_protecting_education_from_attack.pdf**

GPE (Global Partnership for Education) **and UNGEI** (United Nations Girls' Education Initiative). 2010. *Equity and inclusion in education: A guide to support education sector plan preparation, revision, and appraisal*.

- **http://globalpartnership.org/content/equity-and-inclusion-education-guide-support-education-sector-plan-preparation-revision-and**

OSRSG-CAAC (Office of the Special Representative of the Secretary-General for Children and Armed Conflict). 2014. *Protect schools and hospitals: Guidance note on security resolution 1998*.

- **https://childrenandarmedconflict.un.org/publications/AttacksonSchoolsHospitals.pdf**

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

Poisson, M. 2009. *Guidelines for the design and effective use of teacher codes of conduct*. Paris: IIEP-UNESCO.

- **http://unesdoc.unesco.org/images/0018/001850/185010e.pdf**

Sigsgaard, M. 2013. *Conflict-sensitive education policy*. Doha: Protect Education in Insecurity and Conflict (PEIC), Education Above All.

- **http://educationandconflict.org/sites/default/files/publication/Conflict_sensitive_education_policy-14-Aug-2012.pdf**

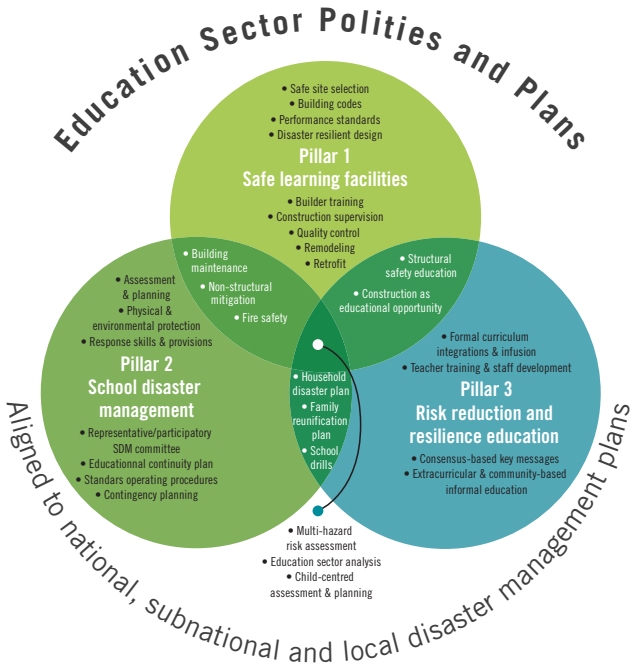
Annex A
Comprehensive school safety framework

The Three Pillars of Comprehensive School Safety

Comprehensive school safety is addressed by education policy and practices aligned with disaster management at national, regional, district, and local school site levels.

- **Safe Learning Facilities**
- **School Disaster Management**
- **Risk Reduction and Resilience Education**

Multi-hazard risk assessment is the foundation for planning for Comprehensive School Safety. Ideally, this should be part of Educational Management Information Systems at national, subnational, and local levels. It is part of a broader analysis of education sector policy and management in order to provide the evidence base for planning and action.



1. Safe Learning Facilities involves education authorities, planners, architects, engineers, builders, and school community members in safe site selection, design, construction and maintenance (including safe and continuous access to the facility). The key responsibilities for both public and private schools are to:

- Select safe school sites and implement disaster-resilient design and construction to make every new school a safe school.
- Implement prioritization schema for retrofit and replacement (e.g. including relocation of unsafe schools).
- Minimize structural, non-structural and infrastructural risks to make buildings and facilities for survival and evacuation.
- Incorporate access and safety for people with disabilities in design and construction of school facilities.
- If schools are planned as temporary community shelters, design them to meet these needs, and be sure to plan for suitable alternate facilities for educational continuity.
- Ensure that children's access to schools is free from physical risks (e.g. pedestrian paths, road and river crossings).
- Adapt water and sanitation facilities to potential risks (e.g. rain-fed and lined latrines).
- Implement climate-smart interventions to enhance water, energy and food security (e.g. rainwater harvesting, solar panels, renewable energy, school gardens).
- Plan for continuous monitoring, financing, and oversight for ongoing facilities maintenance and safety.

2. School Disaster Management is established via national and sub-national education authorities and local school communities (including children and parents), working in collaboration with their disaster management counterparts at each jurisdiction, in order to maintain safe learning environments and plan for educational continuity, conforming to international standards. The key responsibilities are to:

- Establish national and/or sub-national level committee and fulltime focal point(s) leading comprehensive school safety efforts.
- Provide policies, guidance at sub-national and school-site levels for ongoing site-based assessment and planning, risk reduction, and response preparedness as part of normal school management and improvement.
- Develop, train, institutionalize, monitor and evaluate school committees. These should be empowered to lead identification and mapping of all hazards inside and outside school and community and action-planning for ongoing risk reduction and preparedness activities. Encourage participation of staff, students, parents and community stakeholders in this work.
- Adapt standard operating procedures as needed, for hazards with and without warnings, including: drop cover and hold, building evacuation, evacuation to safe haven, shelter-in-place and lockdown, and safe family reunification.

- Engage schools in making early warning and early action systems meaningful and effective.
- Establish national and sub-national contingency plans, based on the Interagency Network for Education in Emergencies (INEE) Minimum Standards (2010), to support educational continuity, including plans and criteria to limit the temporary use of schools as temporary shelters.
- Identify alternate locations for temporary learning spaces and alternate modes of instruction.
- Incorporate the needs of pre-school and out-of-school children, children with disabilities, and both girls and boys.
- Link education sector and disaster management sector, and public safety policies and plans at each level of social organization (national, sub-national levels, and local and school site level) and establish communication and coordination linkages across sectors.
- Practice, critically evaluate, and improve on response preparedness, with regular school-wide and community-linked simulation drills. Adapt standard operating procedures to specific context of each school.

3. Risk Reduction and Resilience Education should be designed to develop a culture of safety and resilient communities. Key responsibilities are to:

- Develop consensus-based key messages for reducing household and community vulnerabilities, and for preparing for and responding to hazard impacts as a foundation for formal and non-formal education.
- Engage students and staff in real-life school and community disaster management activities, including school drills for fire (and other hazards, where applicable).
- Develop scope and sequence for teaching about critical thinking for all hazards.
- Infuse risk reduction throughout the curriculum and provide guidelines for integration of risk reduction and resilience into carrier subjects.
- Develop quality teaching and learning materials for students and teachers. Address all dimensions of climate-smart risk reduction education: disaster mechanisms, key messages for safety and preparedness, understanding risk drivers and mitigating the consequences of disasters, building community risk reduction capacity and a culture of safety and resilience, and learning to live together.
- Provide teacher training for both teachers and teacher trainees on risk reduction curriculum materials and methodologies.
- Develop strategies to scale-up teacher involvement for effective integration of these topics into formal curriculum as well as non-formal and extra-curricular approaches with local communities.

Source: GADRRRES and UNISDR, 2014: 2-4.

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

PROGRAMMING

How do we get there?

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.

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