Background paper prepared for the Education for All Global Monitoring Report 2011

The hidden crisis: Armed conflict and education

Education sector planning: working to mitigate the risk of violent conflict

Leonora MacEwen, Sulagna Choudhuri and Lyndsay Bird

2010

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working to mitigate the risk of violent conflict

Background paper prepared for
Global Monitoring Report 2011

Prepared by Leonora MacEwen, Sulagna Choudhuri and Lyndsay Bird

10 June 2010
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<th>Full Form</th>
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<tr>
<td>CDTT</td>
<td>Capacity Development Task Team</td>
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<tr>
<td>DRR</td>
<td>Disaster risk reduction</td>
</tr>
<tr>
<td>EiE</td>
<td>Education in Emergencies</td>
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<tr>
<td>EPRP</td>
<td>Emergency Preparedness Response Plan</td>
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<td>ESDP</td>
<td>Ethiopia’s Education Sector Development Plan</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrollment Rate</td>
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<td>IIEP</td>
<td>International Institute for Educational Planning</td>
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<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<td>IDPs</td>
<td>Internally Displaced Persons</td>
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<tr>
<td>KESSP</td>
<td>Kenya Education Sector Support Programme</td>
</tr>
<tr>
<td>LRA</td>
<td>Lord’s Resistance Army</td>
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<tr>
<td>MSEE</td>
<td>Minimum Standards in Education in Emergencies</td>
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<tr>
<td>OPM</td>
<td>Office of the Prime Minister</td>
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<tr>
<td>PDDEA</td>
<td>Plan Décennal de Développement de l’Education et l’Alphabétisation</td>
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<tr>
<td>SCZ</td>
<td>South Central Zone</td>
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<tr>
<td>SNE</td>
<td>Special Needs Education</td>
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<tr>
<td>SIPRI</td>
<td>Stockholm International Peace Research Institute</td>
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<tr>
<td>ESSP</td>
<td>Ugandan Education Sector Strategic Plan</td>
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<td>UNGA</td>
<td>United Nations General Assembly</td>
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</table>
1.0 Introduction

Our children are in danger

Our children chew and eat khat.
They are recruiting babies and pupils as soldiers.
Fighting factions are subjecting us to hell and great burden.
If I come to you tonight, Mr. Minister, to narrate our children’s plight,
For the sake of the almighty God and the national flag,
Help us in guiding our children and assist us in a meaningful way.

This Somali poem¹ gives heartfelt expression to the desire for peace in communities oppressed by violent conflict. At once hopeful and desperate, it underlines the urgency of developing and putting into place strategies to mitigate conflict and promote peace – a need that is increasingly recognized by the international community.

Both violent conflict and natural disasters can have profound adverse impacts on countries’ education systems. This paper examines the relationships between natural disasters (and climate change) and violent conflict. It briefly reviews the evidence that disasters and climate change, by causing resource scarcity and/or triggering displacement and migration, can lead to violent conflict. While these effects have been studied by others (Nel and Righarts, 2008), too little attention has been paid to how educational planning helps to mitigate the effects of natural disaster, and thereby averts conflict.

The paper suggests that educational planning can play an important role in preparing for disaster and in mitigating the potential for conflict in both the short and the long term. Considerable work has been done to include disaster management measures in education sector plans and policies, particularly in Latin America. However, measures for addressing the underlying tensions leading to conflict are frequently omitted from education sector planning processes. This paper outlines how the different steps in the educational planning process can contribute to the mitigation of various risks related to both natural disaster and conflict. It concludes by outlining how IIEP and other development organizations are using the “cluster approach” in the education sector for capacity development in disaster risk reduction and conflict mitigation measures.

¹ Recited by one of the elders from Somaliland attending the recent workshop on “Disaster Risk Reduction and Conflict Mitigation in the Education Sector in Somalia”, held in Nairobi, 22-26 March, 2010
2.0 The risk of violent conflict and its relationship with natural phenomena

The past decade has witnessed growing global concern over the effects of climate change, energy depletion, food and water shortages, as well as natural disasters that have claimed the lives of so many. According to Nels and Righarts, there are several UN reports that highlight the relationships between conflict and natural disasters, displacement and climate change. For example, displacement caused by natural disaster can result in reduced access to natural resources such as water, land or food. The increased inequalities and displacement that are frequently a result of natural disasters can also be considered motives for conflict. Competition for scarce resources following a natural disaster can become incentives for conflict between communities. The fact that state capacity or legitimacy may be weakened or even negated can also provide increased opportunities for conflict to erupt. Thus, natural disasters can provide motives, incentives and opportunities for conflict to arise (Nel and Righarts, 2008). Yet, most of the literature on natural disasters focuses on the immediate material effects of such events and the recovery from their impact (Nel and Righarts, 2008).

This is despite the fact that, as Reuveny notes, environmental factors play a role in mass migration, which can lead to conflict. In the 38 incidences of natural disaster since the 1930s, 19 resulted in some form of conflict. For example, environmental push factors over the past five decades—such as drought, arable/grazing land degradation, water scarcity and deforestation—have led to civil strife and migrant-resident competition and conflict over natural resources in countries including Mauritania, Ethiopia, Somalia and Haiti (Reuveny, 2007: 664-665). Growing desertification and rising sea levels, coupled with the increased frequency and severity of natural disasters, significantly disrupts local economies. This could potentially induce mass population movements to other regions, and thereby increase the risk of global conflicts.

The 2009 Stockholm International Peace Research Institute (SIPRI) has also described the relationship of an increase in internally displaced persons (IDPs) to instability. Such displacement can “undermine the political, economic and social foundations of societies” (SIPRI, 2009: 17), which can lead to rising tension within and across communities.

Migration due to drought in East Africa, hurricanes in the Caribbean region, and flooding in Bangladesh are just a few examples of cases where people have had to migrate from their home regions to become refugees in host countries or internally displaced persons in regions within their own countries (Homer-Dixon 1994; Myers, 1997). Several authors have discussed how internal as well as international migration can lead to tension in receiving areas (ibid, 2005 referring to Fearon 2004; Martin 2005; Weiner, 1978). For example, civil wars in Jordan and Lebanon have involved Palestinian migrants; in the Democratic Republic of Congo, Hutu refugees from Rwanda contributed to local conflicts; and in Macedonia, refugees from Kosovo sparked a minor armed conflict (Salehyan, 2005). Salehyan (2005) mentions that, while migration is not necessarily a causal factor of conflict, it does increase the risk of violence in receiving areas.

This risk is also highlighted in a recent report of the Secretary-General of the United Nations General Assembly (UNGA) which suggests that the “adaptive capacities of individuals, communities and even nation States may be severely challenged if not overwhelmed” as a

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2 See Annex 3, for a table detailing the environmental push factors and the type of conflicts that arose in each of the 19 situations.
result of natural disasters. The report warns that “uncoordinated coping and survival strategies may come to prevail, including migration and competition for resources, possibly increasing the risks of conflict” (UNGA, 2009: 17). Finally, it suggests that “environmental factors may exacerbate conflict dynamics and risk through multiple and indirect pathways, interacting in complex ways with social, political, and economic factors, which tend to be more direct and proximate drivers of armed conflict” (UNGA, 2009: 18).

Figure 1 goes so far as to suggest a causal relationship between natural disasters and the risk of conflict, as put forward by Nel and Righarts (2008). The figure depicts how natural disasters provide motives, incentives and opportunities for tension to increase and potentially lead to conflict. Such factors vary according to the type of impact and the nature of the natural disaster.

*Figure 1: The relationship between natural disasters and the risk of conflict*

<table>
<thead>
<tr>
<th>Type of Impact</th>
<th>Type of Natural Disaster</th>
<th>MOTIVES</th>
<th>INCENTIVES</th>
<th>OPPORTUNITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proximate (immediate impact)</td>
<td>Rapid onset, mostly, but slow onset can also reach discrete crisis points</td>
<td>Widespread suffering, Destruction of living space and means of survival, Refugees and Internally Displaced Persons</td>
<td>Critical competition for scarce resources, Incentives for elite resource grabs</td>
<td>State capacity stretched, or focus shifts creating ‘space’ for resistance, Declining legitimacy of state if its response is inadequate or if it is partially to blame for disaster, Capture of relief resources by combatants and insurgent groups</td>
</tr>
<tr>
<td>Structural (longer-term impact)</td>
<td>Slow onset and Rapid onset</td>
<td>Increased resource allocation inequality, Increased poverty, Population displacement, Rising income inequality</td>
<td>Increased competition for scarce resources, Incentives for elite resource grabs</td>
<td>Weakening of state (Reduce resources while constraining state capacity, Distribution of collective action resources shifts away from state)</td>
</tr>
</tbody>
</table>

Source: Nel and Righarts (2008)

肯尼亚：资源为基础的暴力现象

在肯尼亚，难民移民来自索马里一直是需要关注的问题。达达阿布，一个位于东非的难民营地，容纳了估计279,000名索马里难民——超出其指定容量三倍。正如阿比所建议的，‘本地索马里肯尼亚人历史性和目前经历族裔冲突由于牧场和水资源稀缺。’
expect "hospitality" beyond the short-term for refugees, even if amongst co-ethnics, when the
local populations persistently experience violent confrontations, is unrealistic. Rather, in an
environment of scarcity, a "survival-of-the-fittest" mentality translates to refugees often being
victimized in the relationship with host populations’ (Abdi, 2005: 25).

The host community is under constant pressure as a result of the growing population influx
and is also struggling with rising food prices and drought (OCHA, 2009). These motives help
explain the amplification of tension, where increases in refugee movement and poverty create
competition for scarce resources. This in turn can increase the risk of conflict. According to a
UNHCR Report, there is a ‘persistent climate of suspicion’ between the two groups. Although
regular large-scale outbreaks of violence between the host and refugee populations have
been averted, there has been significant gender-based violence, bandit raids and even police

The risk of conflict can also be exacerbated by climate change, economic crises and declining
natural resources. This has been observed in the North Rift and North Eastern regions of
Kenya, where violent conflicts involving pastoralists are widespread and becoming
increasingly severe (Pkalya, Adan and Masinde, 2003). During periods of drought (which can
last as long as eight months), pastoralists’ livelihoods become particularly precarious, and
incidences of conflict over scarce water sources and pastures are more common. Economic
insecurity and deprivation during drought periods has increased the risk of violence and social
breakdown (ibid, 2003). During such difficult periods, many pastoralists move to other areas
in search of new livelihoods, which in turn results in school closures and long periods of non-
attendance by school children.

Somalia: where natural disasters can cause violence

Somali Ministry of Education officials, during an IIEP-supported Education Cluster Capacity
Development workshop, outlined different ways in which natural disasters and displacement
can lead to conflict. Many of these have to do with economic changes that can follow natural
disasters, others with the incentives and opportunities that can arise in their wake:

- Looting: This form of violence was felt to be very common in immediate post-crisis
  situations in Somalia, raising tensions not just between the population and police, but
  also among clans.
- ‘Money-mongers make an in-direct profit’: Tensions can rise between groups of
  people where some receive large amounts of funding and appear to be profiteering
  from a crisis. Participants quoted an Arab proverb: ‘the problems of some are the
  benefit of others’.
- Price hikes: Rapid and large increases in commodity prices can lead to increased
  tensions and food riots.
- Sudden diversion of resources: This can lead to a shift of priorities into conflict-related
  activities, including arms purchases and sales. This also increases poverty levels and
  marginalization.

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3 Education Cluster Capacity Development workshop on “Disaster Risk Reduction and Conflict Mitigation in
the Education Sector in Somalia”, Nairobi, 22 -26 March, 2010
4 At the same workshop, a Kenyan participant suggested that the politicization of natural disasters can lead
to violence between opposing political parties. The example of the recent landslides in Kenya was referred
to, after which politicians put forward conflicting views and explanations of the disaster, which led to
clashes between the different party supporters.
• Destruction of livelihoods and community assets: For example, floods can cut off clean water resources, causing an increase in tension.

• Displacement: In order to survive in what may be a difficult new environment, IDPs who suddenly find themselves lacking resources need to fight for life-sustaining resources and rights, including land rights. This can erupt into an explosive conflict (displaced communities may end up in pasture lands leading to land disputes). Furthermore, there may be jealousy between IDP and refugee host communities, which can lead to violence.

• “Gatekeepers”: These people may take advantage of IDPs, who, for example, give land to IDPs in exchange for humanitarian aid.

Given such relationships between natural disasters (and climate change) and conflict, it becomes evident that policies and plans to reduce vulnerability to natural disasters can also contribute to mitigating and reducing the risks of violent conflict. The process of education sector planning – from sector diagnosis, context analysis through to monitoring of implementation strategies – should identify the core vulnerabilities of the country and the education sector to both natural disasters and conflict. Through this process these vulnerabilities can be reduced through capacity gap analysis, strategic planning, policy formulation, and monitoring and evaluating progress.\footnote{See Annex 2 for additional information on the planning process}

Although the processes of including disaster preparedness and conflict mitigation issues in education sector plans may be similar, conflict issues are likely to be more contentious and difficult to address because of their political, ideological or religious foundations. In the following sections, the paper outlines how education sector planning may contribute towards reducing the risks of both natural disasters and conflict.
3.0 Exploring the importance of natural disaster preparedness in educational planning

3.1 Preparedness for natural disasters

Educational planning is crucial for supporting the development of policies and strategies that contribute to disaster preparedness efforts. For example, disaster-prone countries can construct disaster-resistant academic institutions to minimize the potential damage to education infrastructure and loss of life. The earthquake in Chile in February 2010 was of a larger magnitude on the Richter scale than the Haitian earthquake one month earlier. As a result of effective disaster preparedness plans, seismic-resistant infrastructure, and strong emergency response teams and practices in general, Chile was less vulnerable to the effects of the earthquake. The disaster therefore had less of an impact on the population (Hendson, 2010). Unfortunately, in Haiti, thousands of schools were destroyed, killing students, teachers and parents. The earthquake also destroyed the Ministry of Education (MoE), killing most of the senior MoE staff. The capacity of the Ministry to respond to the educational needs of the population was therefore completely undermined.

Similarly, the earthquakes in Pakistan and China in the past decade also caused great damage and loss of life. An estimated 17,000 students were killed in their classrooms as a result of the 2005 earthquake in Pakistan; the 2008 earthquake in China killed 10,000 students. Both earthquakes also significantly damaged education infrastructure. In Pakistan, 6,000 schools were damaged or destroyed; and, in China, 7,000 classrooms and dormitory rooms were destroyed. The scale of this destruction and the consequent psychological trauma are hard to imagine. Contingency planning in such environments, as part of an overall sector response to emergencies provides a sound basis for sustainable recovery and reconstruction of the education infrastructure and system.

Many countries have started preparing for disasters and are at different steps of the planning process as they come under pressure to adapt their education strategies for disaster mitigation. Ministries of education in some Central American countries for example have been confronted with natural disasters such as hurricanes, epidemics and periods of high seismic activity. In the 1990s Central American countries focused their efforts on pilot plans and preparedness training for teachers for emergencies and gradually included disaster management in education in innovative and systematic ways. For example, in 1994 Nicaragua drafted a National Plan for School-Based Education on Emergencies, the first in the region, to integrate inter-institutional efforts in this area across the country, in 1998. Similarly, Costa Rica added risk management to its primary school curriculum in 1992 and then developed its National Plan for Risk Reduction Education in 1998 (ISDR, 2008).

During the Education Cluster Pilot Workshop for senior Ministry of Education officials in 2009, a ministry official from El Salvador presented the work they have undertaken to integrate education and disaster risk reduction through its “School Protection Plan”. A large part of this plan was the vulnerability mapping of their schools, as indicated by the map in Figure 2 below. The Infrastructure Office of the Ministry of Education identified areas where landslides and flooding are likely to occur in the 14 departments of the country. It then indicated the number and location of schools in those areas. This map highlighted schools

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potentially at risk of floods or landslides, and enabled the government to relocate them where necessary in a more effective and efficient manner.

After attending the above mentioned workshop participants from the MoE in Uganda also explored the possibility of integrating a vulnerability assessment with existing school mapping processes.

**Figure 2: Schools in zones at risk of floods in El Salvador**

Source: El Salvador, National Education Plan 2021

### 3.2 Mitigating conflict through preparedness for disasters

As previously described, the relationship between natural disasters and conflict is significant and cannot be ignored. It is therefore important to take into account the social, political and economic vulnerabilities related to the disaster and determine how these may contribute to conflict. For example, are certain groups (e.g. political, ethnic or religious groups) schooled in areas that are more disaster-prone? Are buildings in resource poor areas less resistant to disaster than in wealthier areas? Hurricane Katrina is an example where this was most certainly the case as the poorest areas were the most severely hit. Had more preparedness measures been taken in the resource-poor areas of New Orleans, there may have been fewer incidences of looting, violence and rape.

Policies and strategies that ensure countries are better prepared for disaster can indirectly contribute to mitigating the risks of conflict. Through sound vulnerability analysis that leads to preventive measures being developed and implemented, educational planning can minimize the impact of natural disaster. Figure 3 below aims to illustrate how the process of educational planning (indicated in the left hand boxes), when it includes disaster risk management, may contribute to reducing the potential for conflict.
The following section presents ways in which educational planning may contribute more directly to conflict prevention and provides examples of several countries where conflict has been addressed through the educational planning processes.

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7 The suggested components in the right hand set of boxes are illustrative not exhaustive.
4.0 Mitigating conflict through educational planning

4.1 How educational planning can mitigate conflict

Because conflict and civil strife also directly impact education in many of the same ways as natural disasters, it is also important to address vulnerabilities to conflict in the education planning process. While intra-state conflict appears to be decreasing, the scale of attacks on education institutions, students and teachers appears to be on the rise according to the latest report from UNESCO *Education Under Attack*. For example the number of attacks on schools, students and staff nearly tripled in Afghanistan from 2007 to 2008, up from 242 to 670. In Georgia, 127 education institutions were destroyed or damaged in August 2008, and in Gaza, more than 300 kindergarten, school and university buildings were damaged or severely damaged in a three week period (UNESCO, 2010).

In ensuring that an education sector plan can help to minimize the risk of such attacks, it is important that the five steps of the planning cycle$^8$ address the relationship between education and conflict. After a comprehensive analysis of the role of education in mitigating or exacerbating conflict, it is possible to develop strategies that are an integral part of the education sector planning process. Potentially these may help prevent conflict in the long term. Figure 4 below identifies the steps from analysis to monitoring and evaluating programmes that could provide a framework for educational planning in conflict prone situations (a more comprehensive outline of how the education planning process can contribute to mitigating conflict is presented in Annex 4).

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$^8$ see Figure 7 in Annex 2
It is therefore possible and important to prepare for potential conflict and to proactively take steps to mitigate it. Even simple measures such as ensuring that education data and equipment are backed up or stored in a secure location, can help preserve the education system in times of conflict. For example, in 2007 the MoE in Afghanistan in anticipation of terrorist attacks on their building, moved offices, equipment and staff to other buildings until the threat was over. Although this disrupted the ongoing work of the ministry at the time of the immediate threat, this was a practical and concrete preparedness measure that was taken at the time. Subsequently the ministry has constructed a secure perimeter wall and reinforced the buildings internally so that potential car bombs are unable to reach the ministry buildings and staff.

Other preparedness measures for conflict include negotiating with conflicting groups that schools will not be used for military occupation or that they will not become targets. The success of such measures was demonstrated in Nepal where negotiations with Maoist rebels ensured that schools were declared ‘Zones of Peace’ and did not come under attack (Save the Children, 2010). A study of attacks on education in Afghanistan, ‘Knowledge on Fire’, indicates that a military presence or association with schools increases the risk of attacks and suggests that community involvement is the most important preparedness measure to ensure protection of schools and children (CARE, 2009: 52 cited in Sigsgaard et al. forthcoming).

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9 The suggested components in the right hand set of boxes are illustrative not exhaustive.
4.2 Country examples

Conflict mitigation has not featured as part of a traditional educational planning approach. This could explain the relatively few strategies for reducing the risk of conflict to be found in national education sector plans. As part of the ‘think piece’ for the Global Monitoring Report that preceded this paper (Bird, 2009), ten education sector plans from the conflict-affected fragile states list as mentioned by UNESCO (2007) were reviewed and the paper examined both the direct and indirect strategies that contributed to mitigating conflict. Direct strategies were linked to immediate conflict reduction methods such as curriculum development on conflict issues, peace education and teacher training in peacebuilding subjects. For example, the Ugandan Education Sector Strategic Plan (ESSP) 2004-2015 uses a direct strategy: “[to] design and help teachers use curricula and instruction appropriate for pupils in conflict areas”. Indirect strategies on the other hand, address access, equity, quality and management issues that can ultimately contribute to conflict mitigation. Also in the Uganda plan as part of the primary objective to support education in conflict areas, one of the activities was to support NGOs working in these areas in order to increase access.

However, of these ten plans, only five had direct strategies for conflict prevention, and of the five, the number of direct strategies in each plan was limited to less than two. Given the type and level of conflict in these countries, it is surprising that most plans do not address the issues of conflict in a comprehensive way.

The fact that most education plans do not build in specific strategies to mitigate conflict implies that the planning process often takes place in isolation from consideration of the conflict context. A plan should provide in-depth analysis of a state’s political and economic commitment and willingness to a) address the educational issues affecting a country in or emerging from conflict; and b) to address the conflict issues that impact on, and are impacted by education. This dual relationship between education and conflict is addressed in another background paper for the GMR 2011 authored by Professor Alan Smith.

Countries that have take account of conflict-related issues in their education sector plans include Nepal, Uganda and Ethiopia. These plans are discussed below.

Nepal

The Nepal Three Year Interim Plan (2007-2010) provides a useful example of how a country emerging from conflict is trying to address the issues challenging its country and sets out a strong road map for its reconstruction. The interim plan was conceived in 2006 and intended to bring peace to the country. At the outset the plan mentions that it “will endeavor to address the aspirations expressed by the Nepalese people through the People’s Movement, to institutionalize different agreements reached at the political level” (Government of Nepal, 2007). Within that process, the education sector reform paper (the closest document currently available to an education sector plan) ensures that previously under-represented groups are given access to educational opportunities, a factor which contributed to the civil

10 Afghanistan, Cambodia, Ethiopia, Kenya, Liberia, Nepal, Nigeria, Sierra Leone, Sri Lanka and Uganda. For more on these and other education plans, refer to www.planipolis.iiep.unesco.org

11 Figure 7 in Annex 1 depicts the education sector plans that have indirectly or directly included conflict mitigation measures, and the conflict phase of each country when the different plans were developed
Nepal has seen a great deal of conflict and an increasing number of natural disasters over the last decade. These natural disasters have also been increasing in strength. UNICEF and Save the Children, the global co-leads of the Education Cluster, worked with the Nepal Ministry of Education (MOE) over a period of three years to integrate education in emergencies into its education sector planning process. A great deal of work remains, including establishing a budget for emergency education preparedness and response. However, Nepal’s MOE is now an active co-lead with UNICEF and Save the Children in the Education Cluster and has designated education in emergency focal points at the national and district levels. Furthermore, the MOE has integrated Education in Emergencies into their Governance and Accountability Action Plan. This is part of their annual education sector plan ensuring continued access to education for all children in the face of natural disasters and conflict.

This process has taken over three years and included building a long-term relationship with the MOE. It has implied continued advocacy and awareness raising regarding the ministry’s role in ensuring children’s right to education in emergencies. Training on education in emergencies was also important in raising awareness about the Interagency Network for Education in Emergencies (INEE) minimum standards and technical elements of preparedness, response and recovery. Cluster agencies also provided assistance to develop a contingency plan for the education sector, which involved both national and district level education stakeholders in the process. Advocacy and refresher trainings have continued and each year the contingency plan from the previous year will be reviewed and updated.

**Key Challenges**

Working with the MOE in integrating education in emergencies into their education sector planning is a long-term process. Although initially a few people within the MOE were designated to include EiE in their job descriptions, EiE was not their priority (largely due to time commitments). There was a lack of knowledge of why education should be prioritized in emergencies, so training and awareness raising were important. It was also difficult to find the right person with decision making power within the MOE who could lead the ministry in this area. Over time, the ministry appointed someone whose major priority was EiE. Lastly, the MOE’s funds are limited and to date there are no funds specifically earmarked for emergency education. The MOE, UNICEF, Save the Children and others are advocating to the Ministry of Finance for the establishment of an emergency education fund that could be easily dispersed to the district level so they can prepare for and quickly respond to emergencies. Ideally the education plan should also include budget lines for integration of preparedness activities into the education sector at all levels.

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12 This case study was prepared by Sweta Shah, Consultant, UNICEF Nepal
Uganda

The Uganda ESSP (2004-2015) has attempted to address the conflict in the north of the country through its approach which aims “to support, guide...quality education...for national integration, individual and national development”. One of the strategies to achieve this is through fee-free universal primary education programmes targeted to disadvantaged children and children in conflict areas. The ESSP extends Ministry resources to programs serving conflict areas. The plan was designed after the cease-fire of the prolonged war in northern Uganda in 2003, when the country was trying to recover from the immense poverty and human suffering caused by the war.

In addition the ESSP proposes that one of its strategies is to “design and help teachers use curricula and instruction appropriate for pupils in conflict areas”. It also mentions that the barriers to teaching literacy in local languages in Uganda are considerable (producing written materials, persuading parents, and resolving political problems surrounding languages of instruction). To overcome this, the Ministry aims to provide sufficient quantities of reading materials in local languages, both by procuring and distributing them and by helping teachers develop their own reading materials. Such activities can help to overcome feelings of alienation and exclusion where a language of ‘dominance’ is imposed.

Ethiopia

The draft version of Ethiopia’s Education Sector Development Plan 2010-2014 (ESDP) IV\(^{13}\) includes education in emergencies as one of the cross cutting priority action programmes, alongside programmes such as gender and education, capacity development for improved management, Special Needs Education (SNE), and environmental education. Working in close collaboration with the Ministry of Education, IIEP supported the process of plan development in line with interventions by the Education Cluster in Ethiopia. Although the plan is in a discussion phase at the time of writing (June 2010), it is expected that the chapter on cross-cutting issues will be retained. Therefore it will be one of the few plans to contain a full section on education in emergencies. Some of the expected outcomes of the ‘Education in Emergencies Programme’ include the following:

- Awareness on education in emergencies developed through teacher education
- Capacity of administrators, communities and schools to manage education in emergencies made stronger
- Information on emergency situations included in Education Management Information System
- Education management systems built to plan and prepare for Education response in an emergency

To achieve these outcomes, a series of strategies and policies will be put in place, particularly with regard to teacher education programmes and capacity development. It is stipulated in the draft plan that these strategies will be guided by the Interagency Network for Education in Emergencies - Minimum Standards (INEE-MS).

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\(^{13}\) IIEP has been engaged in providing technical assistance for the development of the ESDP IV since 2008. The plan is currently in draft form; this information is an integral part of the draft document. According to various partners who have contributed to the drafting of the ESDP IV, the inclusion of such issues in the sector plan has primarily been attributed to the advocacy efforts of the Education Cluster members in Ethiopia. (For more information on the Education Cluster, see section 5).
5.0 Capacity development for emergency preparedness and conflict mitigation

Without capacity to identify vulnerabilities to disaster and/or conflict and to plan for and implement strategies to mitigate these, the approach to education in emergencies will remain reactive rather than proactive.

Currently there is limited international guidance to support ministries of education, education planners and policy makers to strengthen their capacities to analyze the complex dynamics of education, natural disaster and conflict.

If we want to analyse how capacity development can mitigate the impact of disaster or conflict it is necessary to first define the term. There are a number of definitions for capacity development which highlight “the complexity and the multi-layeredness of capacity development” (De Grauwe, 2009). For example, OECD/DAC defines capacity development as “the ability of individuals, organizations and societies to make effective and efficient use of resources, in order to achieve their own goals on a sustainable basis” (OECD, 2006: 7). Similarly, UNDP also identifies the importance of individuals, organizations and societies “to obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time” (UNDP, 2008: 1).

UNESCO defines ‘capacity development’ as:

- Improving the competencies and the performance of individual officers in charge of educational planning and management

- Improving organizational performance, if necessary through rethinking the mandate, the structure and the internal management of the organizational units within which individual officers work

- Improving the public administration to which these units belong, through a reflection among other things on the role of public service, the rules of civil service management and the formal and informal incentives

- Improving the social, economic and political context within which officers work and within which education systems develop, by limiting the constraints and strengthening the incentives within the external environment” (UNESCO, 2008: 16-17)

By its very nature therefore, capacity development is a complex and multi-layered endeavor, made even more difficult by an emergency regardless of whether it results from conflict or natural disaster. It requires a comprehensive approach to address various levels of the system including the individual, the organization, and the context and system in which individuals and organizations function (UNDP, 1998). Effective capacity development should build on what already exists (rather than create new or parallel structures) and should utilize and strengthen existing capacities. This is particularly important in emergency situations in order not to undermine the potentially fragile capacity that already exists – to work with, not around, existing government structures.

Therefore effective and sustainable capacity development strategies should be based on needs identified at country level, and any capacity development strategy should focus on utilizing, mobilizing, strengthening and retaining in-country capacity (Houghton, 2008). However, in many humanitarian situations, relief efforts tend to focus on immediate needs,
overlooking the consequences for long-term development. This is perhaps a consequence of organizational structures which separate emergency departments from those dealing in development (even within the same organization). Experience indicates also that often the development ‘arm’ of an organization can be marginalized when the emergency ‘team’ arrives on the ground. The response to crisis can therefore be treated in radically different ways by the two departments, without the synergy required to make a response effective in the long-term.

Regardless of these differences, capacity development in emergency situations can be supported in both the short term and long term through the process of educational planning. This process starts with engaging education actors to develop short-term or interim plans, but requires long-term engagement to develop full sector-wide plans of 5-10 years. It is essential that both processes are in harmony and that the interim plan is one step towards the longer term goals. Côte d’Ivoire is a useful example of such a process. A three-year interim plan has been developed which accounts for the post-conflict period, and during its implementation the process of developing a 10-year plan will be initiated.

By strengthening the capacity of education actors and the ministry of education through a collaborative process of planning, a sense of dignity and pride for their own education system can be instilled. Consciously or unconsciously this can help build an enabling environment that is likely to foster conflict mitigation approaches.

Developing capacity in conflict situations and disaster prone areas

Although the modalities of engaging with government authorities for capacity development may differ in situations of natural disaster and conflict, the processes of developing capacity in both situations are similar in many ways (especially in some countries where they suffer from both natural disaster and conflict concurrently). For example, both conflict and natural disasters require capacity strengthening to develop mitigation strategies at both the central and decentralized levels. Both may imply curriculum and teacher reform, training and skills development. The following sections discuss some of the similarities and differences in capacity development in natural disaster and conflict situations.

Capacity strengthening for conflict mitigation

Conflict or ‘fragile’ countries often present fewer opportunities of engagement due to political instability and insecurity (Bethke, 2009). States may not be willing to fulfill their basic functions and organizational capacities may be low either due to lack of resources or heavy staff attrition rates. In such situations, there may be fewer opportunities to develop capacities within the specific area of educational planning and management (ibid, 2009).

Furthermore, planning that includes conflict mitigation is politically contentious. It often deals with sensitive issues such as curriculum reform. For example, the history curriculum is still not taught in Rwanda sixteen years after the genocide. In some conflict-prone situations the political nature of education can result in a planning process that ignores or significantly minimizes the context of conflict. A good example of this is the draft education sector plan from the Democratic Republic of Congo14, which although it recognizes some of the

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challenges that arise from its status as a post-conflict country, neglects to address the ongoing conflict in the east of the country or to introduce any measures to counteract the conflict.

It is therefore important to ensure that those actors undertaking an education sector diagnosis have the capacity to examine the ways that the education system may contribute to conflict. It is also essential to address the development and maintenance of an EMIS system to monitor, review and change inequitable distribution of education resources or the inequitable access to education provision.

Curriculum reform may also be prioritized in capacity development programmes for conflict mitigation. For example, in Afghanistan, it was essential to reform curricula and textbooks that were explicitly violent. As Sigsgaard et al highlight during the 1990s, “a fourth-grade mathematics text noted that “The speed of a Kalashnikov bullet is 800 meters per second” and then asked students, “If a Russian is at a distance of 3,200 meters from a Mujahid, and that Mujahid aims at the Russian’s head, calculate how many seconds it will take for the bullet to strike the Russian in the forehead?” (Sigsgaard et al, forthcoming). The politicization of education in this way has to be systematically monitored and positively transformed as part of educational planning and implementation if potential conflict is to be prevented.

In some countries emergencies can provide opportunities for capacity development in new areas. For example in Kenya, a course on peace education and life skills was introduced as a result of post-election violence in primary and secondary schools in 2009. A conference report from the ‘Peace Education in Central and East Africa Conference’ held in Nairobi in December 2008 identifies how this course will involve “promoting positive relationships, modeling peaceful behaviour and developing the problem solving skills required to reduce conflict e.g. good listening and reflective thinking. The activities are developmentally sequenced, student centered and interactive. These are similar to pro-social skills programs elsewhere in the world. As with any curriculum, the program’s effectiveness depends on the quality of the teacher and learning environment. More than 3000 teachers have been familiarised with the program that will initially be piloted in two of the provinces affected most by the violence, the Rift Valley and Nyanza. The hope is to have 10,000 teachers trained early in the new-year to provide at least one peace educator per school in pilot areas.” (Shaw, 2008: 15)

Determining at which level to invest in capacity development programmes can also be problematic in conflict situations. Should priority for be invested at school level as demonstrated by the Kenyan programme, or at the central level, or both? Is it even possible at times to invest at the decentralized level? In Afghanistan for example, it has been virtually impossible for either the Ministry of Education or capacity development organizations such as IIEP to work at the regional or district level for security reasons. In places like Somalia on the other hand, working at the central level has been extremely difficult for many of the same security concerns. This evidently has implications for the sustainability of capacity development programmes and will affect their outcomes.

Capacity strengthening for natural disasters

Capacity strengthening for natural disasters is more politically neutral than in conflict situations, and governments are perhaps more willing to introduce preparedness measures for natural disasters. Most governments prone to natural disaster have a national emergency centre or unit often based in the office of the prime minister to support disaster preparedness
activities. There are also many materials on disaster preparedness to support capacity development in this area\textsuperscript{15}. However, it is not common to see disaster preparedness reflected in national education plans, although as the examples provided in section 3.0 demonstrate, there are certain countries and regions that are more prepared than others.

Capacity development for disaster preparedness in the education sector focuses more on practical (rather than ideological or political) components of preparing and responding to disaster. This will involve capacity strengthening to conduct needs assessments; develop and implement contingency plans; adapt or construct safe education institutions; train and prepare teachers and schools; and adapt curricula. Such initiatives would be required at different levels of the education system.

In Sri Lanka for example, after the tsunami in 2004, disaster risk management was introduced into Sri Lankan schools. A report by GTZ outlines the process through which children learn to protect themselves from hazards and to respond appropriately in a disaster. In turn, they “become the messengers of disaster safety, carrying these topics home to their families and out into society as a whole, meaning that schools act as important multipliers” (Metzger, 2008: 10).

There is also a dilemma whether to prioritise at the central or decentralized level (in a similar way to capacity development for conflict mitigation). Should emphasis be placed on school evacuation plans, or systematic wide retro-fitting of all schools for seismic and flood resistance? Ideally, governments and agencies would address both, but where capacity is already weak, and resources limited, the most expedient or cheapest options are frequently chosen.

Areas affected by conflict may be even more prone to the risk of natural disasters, as is the case for Sri Lankans living in rural areas and in the northern regions occupied by Tamil separatists. Not only are the infrastructure and social services in these areas weakened, but as Metzger explains, “the people living there are often unaware of the risks to which they are exposed. They do not know how to prevent and mitigate disasters and are not prepared for emergencies. Children, who make up almost one quarter of the total population of Sri Lanka, are especially vulnerable. They are the ones who suffer most from the consequences of both the armed conflict and the tsunami, physically and mentally, as victims of land mines and armed clashes, as child soldiers or orphans of the flood disaster…” (2008: 10).

The following section describes some of the capacity development work that has been undertaken by the Education Cluster for disaster preparedness and conflict mitigation.

The Education Cluster’s capacity development initiative

The Global Cluster approach was initiated by the Inter-Agency Standing Committee (IASC) in 2005 to strengthen a collaborative response to disaster by enhancing partnerships and complementarity among humanitarian actors (Kirk, 2008). Education was not included at the outset of this initiative, but the establishment of ad hoc education cluster groups (such as in Pakistan post-earthquake) “led to a greater understanding and acknowledgment of the value of including education in the cluster approach, as a means to address capacity gaps and bring actors together at country level to ensure a more predictable, timely and effective education response, with inter-sectoral links to other relevant clusters/sectors.” (OCHA, 2007: 40) The formation of an official Global Education Cluster was formally endorsed in 2006.

At the global level, the Education Cluster is co-led by UNICEF and the International Save the Children Alliance. Its primary objective is to “strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies, and to ensure greater predictability and more effective inter-agency response in education in the main areas of standards and policy setting, building response capacity and operational support” (Global Education Cluster Annual Report, 2008).

An initial capacity analysis of agencies engaged in responding to emergencies revealed significant global and country-level gaps particularly in regard to human and financial resources, technical capacity, and equity of provision. As a result, the Education Cluster has prioritized a number of capacity development projects in order to improve emergency education preparedness and response. The Capacity Development Task Team (CDTT) was formed as one of the priority areas of focus. Different international organizations have been called upon to work on specific initiatives at the global, regional and country levels. These aim to contribute to improving the capacity of UN agencies, NGOs and most importantly ministries of education to ensure better emergency education preparedness and response.

Specifically, the CDTT has been tasked with the following:

- Mapping capacity gaps at global and country levels
- Establish core capacity at global level
- Develop surge capacity\(^\text{16}\) and stand-by rosters for improved education sector response
- Strengthen capacity and preparedness of humanitarian personnel as well as government authorities to plan and manage quality educational programmes in emergencies
- Develop and test an education needs assessment toolkit
- Document and evaluate education responses in selected countries

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\(^{16}\) The ability of an organization to rapidly and effectively increase [the sum of] its available resources in a specific geographic location, in order to meet increased demand to stabilize or alleviate suffering in any given population (Houghton, 2007)
There are two levels at which capacity development is required:

a) At the local level where district education staff, agencies, and teachers need to have the capacity to respond to an emergency and to provide quality education to children and youth affected by emergencies, and

b) At the organizational level of the ministry there is need for capacity strengthening to ensure political support (and the corresponding financial backing) for preparedness and planning at all levels.

As mentioned above, capacity development is a multi-layered approach which addresses the (1) individual, (2) organizational and (3) institutional levels. While working at the individual level is essential for skills improvement and effective implementation, it is important also to inculcate a sense of vision and commitment at the organizational level to achieve a common purpose within the ministry and the education sector as a whole.

Therefore the CDTT covers both the individual level and the organizational levels in its approach towards capacity development (see Figure 5 in Section 6.2). In working at both levels, the Education Cluster strives to build internal leadership and ownership within the ministry of education and other education authorities.

6.1 Educational planning: some examples

Within its institutional role as part of the CDTT, IIEP has a particular mandate to strengthen the capacity of countries to plan and manage their education systems. On behalf of the Education Cluster and with funding from UNICEF, IIEP is supporting efforts to strengthen the capacity and preparedness of government authorities to plan and manage quality educational programmes in emergencies. A capacity development programme was therefore initiated from March 2009 to April 2010 with senior ministry of education officials in Latin America and Anglophone Africa. It aimed to ensure that disaster risk reduction and conflict mitigation activities are an integral part of the education sector planning process. The programme objectives expected that as a result of the programme ministries of education would be able to:

- advocate for education in emergencies as a life-saving and life-sustaining imperative;
- lead or interact with the international humanitarian community, especially through the IASC Education Cluster;
- understand international frameworks and implement disaster risk reduction, preparedness and response activities within national education systems, and
- advocate for resources to improve the capacity of the education system to cope with or prevent future disasters.

The capacity development programme included a pre-workshop capacity analysis survey which was conducted in each country in order to effectively understand each country’s capacity development needs in three areas: national policies and plans for emergency preparedness, emergency response capacity, and coordination capacity. A regional workshop

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17 For the purposes of this paper, we will focus on the capacity development programme that took place with officials from Ethiopia, Kenya, Somalia, Uganda and Zimbabwe. The programme was also implemented at a regional level in Latin America, and at a country level in Chad and Côte d’Ivoire.
was then informed by the results of this survey, and a series of follow-up in-country workshops were designed and implemented with country teams in each of the participating countries.

Through this 16-month initiative IIEP has worked with countries in Anglophone Africa including Ethiopia, Kenya, Somalia, Uganda, and Zimbabwe. The capacity development programme has supported countries at different points in the planning process and with varying levels of disaster preparedness. The ultimate aim is to build strong education plans and policies to support the ministries of education in developing disaster preparedness and conflict mitigation strategies.

The focus of the in-country phase varied according to the context and was designed by the participating ministries based on the capacity analysis and the workshop process. Country teams of four to five senior ministry officials prioritized their own country needs for disaster risk reduction and conflict mitigation and developed action plans. These were then supported by IIEP in the next phase.

The capacity development initiative took the country’s identified needs as a starting point, whereby the focus was determined largely by ministry officials in each country. As mentioned above, each of the countries are at different points in the planning process, and have varying levels of disaster preparedness within their system. Descriptions of the different in-country phase activities that were undertaken in several of the participating countries are provided in the boxes below.

**Education sector diagnosis in Somalia**

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<tr>
<th>The Education Cluster and Conflict Analysis in Somalia</th>
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“The humanitarian situation in Somalia continues to deteriorate drastically...the number of people in need of livelihood and humanitarian support has increased by 77 per cent, from 1.8 million to 3.2 million people since January 2008” (Report from the UN Secretary General, UN News Centre, 2008). Moreover the overall access to basic education in Somalia remains dangerously low, with Gross Enrollment Rates (GERs) ranging from 40% in the North-West Zone to just 22% in the South Central Zone (SCZ).

There are multiple factors that contribute to this crisis in Somalia. The country is mostly barren, with drought being an ever-present threat. The population is highly mobile in central and northern areas with nomads and refugees, which are constant causes of tension in these areas (Economist Intelligence Unit, 2008). Accompanying these are factors such as continued clan based violence, the economic crisis and inflation that caused fatal food riots, and a massive IDP population which will reinforce similar, or potentially worse situations in the future.

The education cluster in Somalia has been working on the issues of emergency and conflict by implementing activities ranging from teacher training to school reconstruction and community mobilization since 2005\(^1\). NGO officials reported that the capacity mapping

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\(^1\) Interview with NGO officials in Somalia during the workshop on “Disaster risk reduction and conflict mitigation in the education sector in Somalia”, Nairobi, 23 – 25 March, 2010
initiated by the cluster and implemented by all of the cluster agencies in the three regions of Somalia has helped them identify gap areas which need more attention and has contributed to more effective coordination and fundraising efforts. It has also provided Somaliland Ministry of Education officials with a greater understanding of what the different organizations are able to undertake. This has greatly facilitated coordination by and with the government. NGO officials suggest that as a result of this improved coordination, there has been an increase in school enrolments in Somalia.

Ministry of Education officials from Somalia began a conflict analysis process by looking at the role of education in either mitigating or exacerbating the risk of conflict. This was a module in the Education Cluster workshop on “Disaster risk reduction and conflict mitigation in the education sector in Somalia” held in March 2010. Clarifying the role of education and its relationship to conflict is a requisite to developing sound plans and policies that have a mitigating effect. One of the factors identified by participants as a potential cause of tension was the different educational objectives between rival factions and school communities. The inequitable distribution of resources and scholarships by different clans, was also considered an issue. Furthermore, the inaccessibility and insecurity of certain areas has made the provision of quality education extremely difficult.

One Ministry of Education official described how education had been used to exacerbate tension during his time as a high school headmaster by reinforcing affiliation with a dictatorial ruling party. During this period of dictatorship, the military implemented a rule whereby “every morning, each and every school, each and every student recited a song” that demonstrated their affiliation with the ruling party. One morning, a group of students resisted singing the anthem, and insisted on reciting a verse of the Koran. As headmaster, he was confronted with the difficult decision of either forcing his students to sing the military anthem, and prohibiting them from reciting the Koran, or vice versa. Ultimately he decided to let them sing the Koran, on the condition that they would then sing the military anthem.

During the workshop, participants also explored ways in which traditional conflict resolution mechanisms could be integrated into an education sector plan. These mechanisms ranged from using arbitration teams to defend injured parties, negotiation between two parties, implementing pre-agreed punishments for certain crimes, mediation by a third party and also involving women as peace builders. As there are currently no full education sector plans for Central Southern Somalia or Puntland, (there is a Education Sector Strategic Plan 2007-2011 for Somaliland) there is potential during any future planning process to support the inclusion of conflict mitigation strategies.

Plan implementation: development of guidelines for emergency preparedness in Uganda

Ugandan Ministry of Education officials requested technical assistance with the development of education sector guidelines for emergency preparedness as described in the box below.

Uganda: Developing education sector guidelines for emergency preparedness

In Northern Uganda, up to 1.6 million people have been displaced in the conflict with the rebel Lord’s Resistance Army (LRA), notorious for its campaigns of lootings, murders, mutilations and abduction of children to serve its militia. The Ugandan government has addressed conflict mitigation through training of teachers and developing curriculum for
students in its education sector plan. In a complementary effort, during the Education Cluster’s Regional Workshop described above, the ministry felt it was important to develop a comprehensive set of guidelines for disaster risk reduction and conflict mitigation for the education sector.

The Ugandan Ministry of Education therefore co-facilitated a three-day workshop with IIEP to develop the guidelines for disaster risk reduction (DRR) and conflict mitigation for the education sector in Uganda. The workshop involved officials from different departments of the Ministry of Education, Ministry of Health, Office of the Prime Minister, Ministry of Home Affairs, Save the Children and UNICEF. A zero draft of the guidelines for emergency preparedness for the education sector was produced during the workshop, providing an overall introduction to disaster preparedness, and terminology. The aim as specified in the guidelines was “to take necessary measures to assess, prevent and mitigate the impact of disasters on the education system of Uganda and ensure readiness at country, district, school and community level to respond to both natural and manmade emergencies that affect education systems, through collection of information, analysis and planning.”

There was recognition that educational policies and plans for preparedness should also be integrated into a country’s conflict mitigation plans and a small committee was nominated to follow up the work on the guidelines. This committee would liaise with the Office of the Prime Minister (OPM) on next steps to ensure that the guidelines would be included in the National Disaster Preparedness and Management Policy. This committee was also tasked with addressing how the vulnerability mapping already conducted by the OPM could be integrated with the existing Uganda school mapping data to provide a comprehensive vulnerability map for the education sector.

It is hoped that by incorporating education preparedness measures in cross-sectoral programmes and policies, Uganda will be able to effectively prepare for natural disasters and conflict in a manner that contributes to the country’s development. The cross-sectoral collaboration that took place around the development of these guidelines demonstrates the important role that the education sector can play in ensuring the effective implementation of the country’s preparedness and prevention measures.

Monitoring and evaluation in Kenya

Officials in Kenya addressed the monitoring and evaluation of emergency preparedness programmes and worked on developing specific indicators, as described in the box below.

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<tr>
<th>Kenya: Developing indicators for preparedness</th>
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<td>In Kenya, climate change has made drought and floods much more frequent and the humanitarian consequences are worsening. High prices for food, water and other commodities when combined with poor harvests, restrict availability and access to food by vulnerable households. Populations most affected are not only in the pastoral areas but also include agro-pastoralists and marginal farmers, IDPs and urban slum dwellers. In addition over 300,000 people live in overcrowded refugee camps. The constant pressure of refugee and IDP movements into Kenya makes it a borderline case for emerging conflict and violence. These issues, in addition to the post-election violence of 2007, where over 1,200 people were killed and 350,000 people displaced, led the Ministry of Education to focus on emergency</td>
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preparedness. Through the Education Cluster, in collaboration with UNICEF, the Ministry of Education has developed a national Emergency Preparedness Response Plan (EPRP) for education in 2010.

In order to monitor and evaluate the efforts made by the Ministry of Education to reduce the risk of disaster and conflict, Ministry of Education officials from Kenya co-facilitated a three-day workshop on “Education Indicators for Disaster Risk Reduction and Emergency Response”. Participants, who were drawn from the central, provincial and district levels, developed disaster risk reduction indicators for the education sector. For example, they developed indicators ranging from the number of education managers trained on disaster management and mitigation at each level of the system, to the number of training manuals developed and the number of schools that have developed contingency plans.

These indicators will need to be evaluated and agreed upon by education sector actors who are involved with the EMIS and with the development of the Kenya Education Sector Support Programme (KESSP II) that is currently being finalized at the time of writing (June 2010).

In addition to the development of indicators, participants agreed that a working group on Education in Emergencies should be formed. While there is currently a unit for Education in Emergencies within the Department of Basic Education, there is impetus from within the Department of Basic Education to encourage the support and participation of officials from other Departments. This working group has not been formally created, but several of the participants of the capacity development programme planned to meet regularly until the group is formally established.

Further advocacy is required to formalize the above-mentioned Working Group and to ensure the integration of education in emergencies, disaster risk reduction and conflict mitigation issues into Kenya’s ongoing education sector planning processes. The Working Group should be encouraged to include officials from the Department of Policy and Planning, so that relevant issues (including the indicators developed during this workshop) will be mainstreamed into regular education sector planning processes.

Reflections on the outcomes and challenges of Capacity Development Programme overall has led the Education Cluster to revise its approach to capacity development. There was particular concern about the overlap in participants between the different workshops that were offered by various agencies, and the effectiveness and sustainability of using a regional approach was questioned. It was proposed that future capacity development initiatives be conducted at country-level, rather than at a regional level. This allows for more in-depth discussion of the disaster risks faced by each country and for possible risk reduction measures to be incorporated within education systems.

The revised Cluster approach to capacity development is described in the following section and depicted in Figure 5 below.

6.2 Working towards an integrated Cluster approach

The revised approach aims to work at the individual, organizational and institutional levels over a period of at least three years in order to ensure that education stakeholders at national
and sub-national levels have the capacity to prepare for and respond effectively to educational needs in emergencies.

**Figure 5: CDTT’s phased approach to capacity development**

<table>
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<tr>
<th>Phase 1: 2009-2010</th>
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<tbody>
<tr>
<td><strong>Expansion</strong></td>
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<tr>
<td>Expanding training at country level, harmonising training, post-training support, development of plans, documenting and sharing good practices</td>
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<th>Phase 2: 2011-2012</th>
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<tr>
<td><strong>Consolidation</strong></td>
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<tr>
<td>Training + Technical Support + Establishment of Systems and Structures + Cross-country learning</td>
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<th>Phase 3: 2012-2015</th>
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<tr>
<td><strong>Institutional Capacity and System Strengthening</strong></td>
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**BY 2015 INSTITUTIONS AND KEY STAKEHOLDERS AT NATIONAL AND SUB-NATIONAL LEVELS HAVE THE CAPACITY TO PREPARE FOR AND RESPOND EFFECTIVELY TO EDUCATION NEEDS IN EMERGENCIES.**

Phase 1 will combine and harmonize several of the current workshops offered by different agencies to form a core foundational set of modules for advocacy and awareness raising with both agency, partner and ministry stakeholders. The focus of this phase will be primarily on the implementation capacity and will aim to ensure that an adequate number of staff within the MoE and other education authorities have the necessary capacity to respond to emergencies; that Cluster Co-leads have adequate technical capacity (expertise and numbers); and that Cluster partners have adequate capacity in terms of personnel and technical expertise.

In addition to the core set of workshop modules, additional modules (for example on development of indicators, conflict mitigation, or gender) will be available as required on a country by country basis. This will enable countries to address themes or issues that are of particular relevance to them.
Phase II will take a long-term approach, based on a set of core principles for capacity development. Each region will identify a small number of priority countries in their region for Phase II support. This approach, which aims to ensure consistency and long-term engagement, will be context driven. It includes relevant stakeholders, builds on existing capacity in order to empower local partners, and takes an approach of mentoring and ‘learning by doing’. This phase will aim to ensure that national authorities and cluster partners have developed preparedness, contingency and response plans; that education preparedness and response plans are linked to national, regional, and cross-sectoral preparedness and response plans; and that joint cluster/sector working group contingency and response plans are revised regularly.

Phase III also requires the long-term approach described above and will focus primarily on the institutional level. It aims to meet the following objective: MoE/National authorities have functional Education in Emergencies (EiE) units or focal points and the establishment/strengthening of cluster/sector working groups.

This capacity development strategy aims to ensure that not only the technical response capacity is developed, but that there is also buy-in and ownership from senior decision makers within the Ministry of Education (where possible advocacy with decision makers from other Ministries such as the Ministry of Finance will be undertaken). A launch of this approach in Chad and Côte d’Ivoire has been undertaken which includes specific technical guidance from UNICEF, with the collaboration of IIIEP-UNESCO.

Testing the approach in Chad

To pilot this approach in Chad, the Western and Central Africa Region brought IIIEP-UNESCO, UNICEF and Save the Children together for an initial workshop which was co-facilitated by UNICEF and the Chadian Ministry of Education in December 2009. The workshop laid the groundwork for integrating education in emergencies into the national education sector plan (Plan Décennal de Développement de l’Education et l’Alphabétisation (PDDEA)) that is currently in development.

The Education Cluster is actively supporting the newly created Working Group on Education in Emergencies as they develop their terms of reference and a template for the regional action plans and diagnostic study. This support may be followed up with a workshop during which participants could be exposed to the basics of educational planning and programming and could work to integrate the regional action plans into the PDDEA.

The approach will soon be piloted in Côte d’Ivoire.
7.0 Conclusions and implications

This paper has mapped out a number of key points relating to emergency preparedness for education systems affected by conflict or natural disaster. It asserts that (a) there is a relationship between natural disasters (and climate change) and conflict; (b) educational planning can contribute to the mitigation of the risks of both; (c) ministries of education should be supported and encouraged to embed preparedness and mitigation measures within their education sector planning processes; and (d) the education cluster should continue to advocate for the integration of mitigation strategies in its capacity development initiatives.

There are a number of challenges related to achieving this integration and to implementing capacity development initiatives with regard to such issues. These challenges are presented – along with recommendations for international agencies, donors and national education authorities – in the following section.

Challenges for the integration of preparedness and mitigation in educational planning

Organizational requirements

In countries that constantly face the challenges of disaster or conflict, organizational requirements for the integration of preparedness and mitigation into planning processes may often take a back seat. Ministries and international agencies often have distinct ‘education in emergencies’ units, which frequently implement preparedness or response activities or programmes without regard to longer-term, more development-oriented goals. This can result in a lack of continuity and compromise sustainable preparedness and prevention efforts. It is essential that linkages are made to bridge the humanitarian–development divide and to ensure that different organizational structures work towards the same long-term objectives.

Insecurity

One of the major challenges for countries affected by conflict is the lack of security. Insecurity may make areas of a country inaccessible, to both international and national officials, as has been the case in Afghanistan. In other situations, militia groups may occupy zones or regions, also making accessibility a challenge. In Somalia, for example, international agency personnel are currently prohibited from travelling to Mogadishu. This greatly limits the involvement of senior ministry officials, particularly those from Mogadishu, making it difficult to ensure that planning processes take the risk of conflict or natural disasters into account. In this case, new ways need to be found to include and inform the ministry officials, and creative ways (perhaps using technology) should be explored to communicate and coordinate with each of the three regions.

Challenges for capacity development for preparedness and mitigation measures

Prioritizing capacity development

For effective capacity development to take place, there needs to be the political will and ability to prioritize it. Generating the impetus for long-term capacity development in education in emergencies is a significant challenge. Senior officials in both international agencies and ministries of education are often under pressure to show ‘immediate results’. This can lead to capacity development efforts that are given short-term priority in the interest of ‘getting the
job done’ (Bethke, 2009). This is compounded by the frequent tension between the need to prioritize at different levels, i.e. whether investment should be focused at the central or local level. In many instances, expediency rather than real need will take precedence.

Meaningful participation for decision-making

Securing the long term engagement and participation of officials at a decision-making level to ensure activities can be implemented is often quite challenging. Yet, this is critical for any capacity development project to ensure buy-in and political support from national authorities for such initiatives. Ideally, participants for capacity development programmes on preparedness and conflict mitigation should include MoE staff who are emergency focal points or who have educational planning responsibilities. Another major challenge is to ensure political buy-in to incorporate education in emergencies at the level of a Minister (particularly the Minister of Education and the Minister of Finance).

Recommendations

For national authorities

Consider establishing a unit or focal point for preparedness and emergency issues within the Ministry.

To develop ministerial capacity to prepare for and respond to emergencies, this unit should preferably be housed within the Department of Planning, so as to ensure that preparedness measures are integral part of the planning process. The unit/focal point’s mandate should be carefully described and should focus on ensuring that preparedness is integrated throughout the planning process.

Include an examination of the education system’s vulnerabilities to natural disasters and conflict as an integral part of the education sector diagnosis and planning process.

When analysing the sector, it it is essential to examine how the social, political and economic vulnerabilities may contribute to conflict, as well as the country’s vulnerability to natural disaster and the potential relationship to conflict. For example, this may include monitoring curricula for the politicization of education, examining disparities in access to education, identifying infrastructure and disadvantaged regions that are susceptible to disasters.

Identify and budget for strategies to overcome vulnerabilities to natural disaster and conflict.

The vulnerability analysis described above should serve as the foundation of the development of a sector plan that includes strategies to reduce the risk of conflict, and vulnerability of the education sector to natural disaster. This should be integrated into implementation strategies, budgets, and monitoring and evaluation frameworks.

For international agencies and donors

Shift to long-term technical partnerships to ensure the mainstreaming of emergency preparedness and conflict mitigation into educational planning.

Given the plethora of workshops to which ministry officials are invited and the nature of the educational planning process, it would be advisable to engage with national authorities
through a longer-term process of technical partnership. Such cooperation enhances ownership and sustainability of efforts. The use of an approach to support plan development that involves coaching, mentoring as a ‘learning by doing’ process aims to ensure that the plan is locally owned. As awareness of the importance of embedding conflict mitigation strategies into the national processes increases, such an approach is not only a mechanism for ensuring that conflict mitigation strategies are monitored and budgeted for, but it is also a critical capacity development exercise. It allows planners to review their countries’ tensions and to examine how education might contribute to these tensions in a safe environment. It also gives them the opportunity to design practical, locally appropriate strategies to overcome the tensions they have identified.

**Work with, not around governments**

Ministries of education should always be actively involved in the coordination of education provision and management in emergency situations. Partner agencies should pursue advocacy efforts with Ministers of Education, including through regional level platforms and partnerships. Capacity development should build on what already exists (rather than create new or parallel structures) and should utilize and strengthen existing capacities and structures where they exist. This is particularly important in emergency situations in order not to undermine the potentially fragile capacity that already exists – to work with, not around, existing government structures. If country-level workshops and technical partnership activities on preparedness and conflict mitigation are conducted, meetings with the Minister or his/her representatives should be organized to discuss the importance of integrating disaster risk reduction and preparedness measures in education plans.

**Need for long-term and flexible funding**

The capacity development process for preparedness and prevention is long and expensive, but it is considerably less expensive than the cost of response and reconstruction. For activities to have greater potential impact, it would be useful for donors to maintain a flexible pool of funding for use in implementing high priority projects identified by the country teams. Identifying potential donors who would be willing to fund over the long term and in a flexible manner is also critical for the future sustainability of emergency preparedness planning. Donors should encourage and assist governments to conduct a vulnerability analysis as part of the requirement for funding. Likewise, it is important to encourage education authorities to include strategies to combat identified vulnerabilities in the national education sector plan budget.
References


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Of the ten countries analyzed in this section, the countries that were in conflict at the time their respective plans were drafted are the following: Nigeria, Liberia, Sri Lanka and Kenya. The countries that were in the post-conflict phase are Cambodia, Ethiopia, Afghanistan, Sierra Leone, Nepal and Uganda. However for Afghanistan and Ethiopia there were continuous tensions even after the wars when their education sector plans were drafted. The dates of plan formulation vis-à-vis the countries’ conflict phases are described below:

1. Nigeria: plan developed in 2007 when the country was in a state of continuous ethnic and political conflict.
2. Cambodia: plan developed in 2005 when the country was in a state of relative peace after the fall of the Khmer Rouge in 1999.
3. Ethiopia: plan developed in 2004 when the country was in a post-conflict phase as the war with Eritrea had stopped in 2000, but tensions were still present.
4. Afghanistan: plan was formulated in 2007 after end of the war in 2001, but post conflict insurgencies were still frequent.
5. Liberia: the plan was formulated in 2003 when the civil war, which had started in 1999, had escalated in Liberia. However peace followed soon by the end of 2003 and presidential elections took place in 2005.
6. Sierra Leone: plan was formulated in 2007. The country had declared peace in 2002.
7. Sri Lanka: plan was formulated in 2004. From 1983 to 2009, there was an on-and-off civil war against the government by the Liberation Tigers of Tamil Eelam (LTTE). The war ended in 2009.
8. Kenya: plan was formulated in 2004. Violence has been ongoing since 1998. There has been recent post-election violence in 2008 in Kenya killing over 1,500 people.
9. Nepal: The interim plan was conceived in 2006 after a long people’s movement had intended to bring peace to the country.
10. Uganda: the plan was designed after the cease-fire of the prolonged war in northern Uganda in 2003, when the country was trying to recover from the immense poverty and human suffering caused by the war.
Annex 2 – Educational Planning Process

Figure 7: Educational Planning Process

I. Context analysis
   - Macro-economic context
   - Demographic context
   - Socio-cultural context
   - Politico-institutional context
   - Environmental context

II. Analysis, formulation, preparation and implementation of educational policies and plans

III. Analysing and monitoring the education system performance
   - Access
   - Internal efficiency
   - Quality
   - External efficiency
   - Equity

IV. Analysis of the management capacity and addressing capacity needs

V. Analysis of cost and financing and projecting budgets

### Annex 3 – Environmental migration episodes

#### Environmental migration episodes

<table>
<thead>
<tr>
<th>Panel A: conflict</th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Origin, period</strong></td>
<td><strong>Destination</strong></td>
<td><strong>Environmental push factors</strong></td>
<td><strong>Other push factors</strong></td>
<td><strong># Moving</strong></td>
</tr>
<tr>
<td>Bangladesh, rural areas, coastal areas, islands, 1950s–1990s</td>
<td>Bangladesh, Chittagong Hill Tracts</td>
<td>Droughts, water scarcity, floods, storms, erosion, desertification</td>
<td>Overpopulation, underdevelopment, government migration incentives</td>
<td>600,000</td>
</tr>
<tr>
<td>Ethiopia: (a) central/northern, (b) Awash river basin/Amhara, 1984–1985</td>
<td>Ethiopia: (a) southwest, west; (b) Wollo region</td>
<td>Drought, famine, forest fires, locust invasion</td>
<td>Underdevelopment, overpopulation, government promotes cotton sugar, overgrazing</td>
<td>600,000</td>
</tr>
<tr>
<td>Bangladesh, various regions 1950s–current</td>
<td>India, West Bengal, Assam, Tripura</td>
<td>Droughts, water/land scarcity, land erosion, storms, salt intrusion</td>
<td>India’s diversion of Ganges River, failure to share river water, overpopulation</td>
<td>12–17 Million</td>
</tr>
<tr>
<td>El Salvador, 1950s–1980s</td>
<td>Honduras up to the late 1960s, then US</td>
<td>Deforestation, land degradation, arable land/water scarcity</td>
<td>Wealth disparity, skewed land tenure, poverty, overpopulation, repression</td>
<td>300,000 to 500,000</td>
</tr>
</tbody>
</table>

^ Reuveny, 2007: 663–664
<table>
<thead>
<tr>
<th>Origin, period</th>
<th>Destination, years</th>
<th>Environmental push factors</th>
<th>Other push factors</th>
<th># Moving</th>
<th>Conflict in destination</th>
<th>Conflict intensity</th>
<th>Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>Region</td>
<td>Years</td>
<td>Natural Disasters/Causes</td>
<td>Population Affected</td>
<td>Major Issues</td>
<td>Affected Pop. Group</td>
<td>Severity</td>
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<tr>
<td>14.</td>
<td>Brazil, central and southern Amazon region</td>
<td>1960s—present</td>
<td>Droughts, land degradation, water scarcity, deforestation</td>
<td>8 Million</td>
<td>Overpopulation, poverty, land disparity, government subsidies, land tenure</td>
<td>Landowners and squatters</td>
<td>Medium</td>
</tr>
<tr>
<td>16.</td>
<td>US, Great Plains, 1930s</td>
<td>US, other regions</td>
<td>Droughts, sand storms, land degradation</td>
<td>2.5 Million</td>
<td>Great Depression, over-plowing/grazing</td>
<td>Rejection of migrants, contest over jobs, discord</td>
<td>Medium</td>
</tr>
</tbody>
</table>
Annex 4 – Conflict mitigation in educational planning: the process

An education sector diagnosis for conflict mitigation must look at the risk factors (natural and man-made) to the system. This might include an analysis of:

- equitable resource distribution (human, material, financial)
- the extent of integration or segregation within the education system at national or local level
- bias in curricula

The education sector diagnosis process involves asking key questions which indicate whether the system is under strain and identifying existing tension points currently within the political system and within the education system specifically. This requires looking at the root causes of the conflict, which may be based directly in the education sector. To identify these roots of tension, it is important to look more broadly at governance, political, economic and environmental factors of a country. It is then necessary to assess that against the role education has played – e.g. inequitable distribution of personnel within the system favouring certain ethnic/religious/tribal groups, or curricula bias, or inequitable distribution of resources away from marginalised areas. The example of Côte d’Ivoire is relevant. As indicated by Sany, (2010), education created inequality through an inequitable distribution of resources. He further explains that “such education-based inequalities exacerbated frustrations and more importantly created the space for violent political and social contestations, which have opened the road to the politicization of education and fueled the conflict.” (Sany: 2010, p. 1)

Education sector plan formulation should address what needs to change to help prevent further conflict/disaster and consider how education can play a role in reducing these risks. This involves developing specific policies which might address the tensions or disaster/emergency issues outlined in the sector diagnosis, as well as specific strategies for the implementation of such policies. This may include for example ensuring equitable access in conflict affected areas through activities such as stockpiling, of materials, using early warning alerts, to ensure the safety and security of school communities and developing contingency plans in case of disasters. These activities should be costed and budgeted for and ultimately integrated into national education sector plans, where possible.

Finally, monitoring and evaluation mechanisms should also contain indicators related to preparedness, such as the number of schools that have developed contingency plans, or the number of districts that have conducted a vulnerability mapping. The information related to these indicators should be collected and updated on a regular basis. This can be done through incorporating new indicators into existing school survey questionnaires or through sample surveys distributed to select districts or regions.

An analysis of the management capacity should examine both the capacities to provide quality education in a time of conflict and to develop plans and policies that mitigate conflict. To this end it is important to consider how the skills of concerned actors can be drawn upon to ensure that they recognise and put in place interventions that reduce the drivers of conflict and actively promote peace. It may also involve identifying or creating a specific unit within the Ministry of Education that deals with such issues. Additionally, it is important to look at how the national disaster preparedness process/committees/units relate to the Ministry of
Education and vice versa – how education issues are discussed or incorporated in policies and strategies for disaster preparedness.

An analysis of cost and financing and projecting budgets should include an estimation of the financial envelope available and the total costs required (including in relation to disaster management, conflict mitigation etc). Such costing contributes to determining the financial gap which must be analyzed. It is important to explore internal and external efficiencies, the potential for private investment and community contributions to education in conflict settings in order to fill any financial gaps that may exist and include conflict mitigation and prevention activities.