

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

# POLICY

Where do we  
want to go?

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A programme of **education above all™**

## About the booklets

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

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

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

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

## **Booklet 3**

POLICY

Where do we  
want to go?

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## Abbreviations

DRR	disaster risk reduction
IBE	International Bureau of Education
PEIC	Protect Education in Insecurity and Conflict

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## Foreword

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

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

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

The mission of the International Institute for Educational Planning (IIEP-UNESCO) is to strengthen the capacity of countries to plan and manage their education systems through training, research, and technical cooperation. Additionally, IIEP has developed expertise in the field of education in emergencies and disaster preparedness. Its programme on education in emergencies and reconstruction has produced a Guidebook for Planning Education in Emergencies and Reconstruction, as well as a series of country-specific and thematic analyses. It has undertaken technical cooperation and capacity development in crisis-affected countries such as Afghanistan, South Sudan, and Chad, and has developed and piloted crisis-sensitive planning tools in West and East Africa.

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

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

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

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## Booklet 3 – Policy: Where do we want to go?



### Take-away points

- 
- ▶ Review existing and proposed new national education policies to determine how they contribute to safety, resilience, and social cohesion and to what extent they address disaster- and conflict-related risks identified in the education sector diagnosis.
  - ▶ Review these policies with reference to international frameworks that promote safety, resilience, and social cohesion.
  - ▶ Ensure that policies address major issues of safety and security, such as responsiveness to recurring disasters, and build resilience and social cohesion, through, for example, more equitable access to primary, secondary, and higher education, by region and for different identity groups, and a curriculum that promotes learning to live together (including through bilingual education policies).
- 
- ▶ Annual sector and policy reviews should determine how policies are implemented and demonstrate impact.
  - ▶ Policy dialogue, goals, and priorities should reflect and address issues related to safety, resilience, and social cohesion.
  - ▶ Policy dialogue to determine priorities should be inclusive and participatory.
-

# Introduction

While most education policies are very broad and focus on issues related to access and quality, this booklet will help us to consider what specific policies can help build an education system that promotes safety, resilience, and social cohesion. The key questions include:

- How can ministries of education ensure that education systems are safe and protective of learners, education personnel, and assets?
- How can education systems be made more resilient and provide continuous education despite the challenges and crises that may occur?
- What strategies need to be in place for education systems to promote resilience and social cohesion through equitable access to quality education, with curricula supportive of these goals?

These are questions education ministers should ask themselves when considering new or existing policies to address the risks raised in the education sector diagnosis (see *Booklet 2*). As Chang points out: 'A clearly formulated policy can play an important "operational" role as a reference for action. It can help to guide decisions and future actions in educational development, including the interventions of international and bilateral cooperation agencies, in a coherent way' (Chang, 2008: 5).

International and national policy frameworks require education systems that:

- protect learners from harm and put in place policies and procedures to ensure this;
- provide quality education that will equip learners to cope with life challenges, develop as persons, and improve their livelihoods;
- provide equitable access to education services.

Education systems must formulate their own context-specific vision to address these issues.

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## Box 3.1

### Understanding policy

**Policy** is 'an explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous decisions' (Haddad, 1995). Examples of what are generally referred to as policies are: the introduction of mother tongue languages in the curriculum, free and equitable access to education, and decentralization of teacher management (see *Table 3.1* for more examples). Such policies can sometimes implicitly contribute to safety, resilience, and social cohesion, but explicit policies, such as a school safety policy, may also need to be considered.

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Ministries of education should consider the following steps when reviewing existing policies or developing new ones, in order to respond to the multiple risks that could affect their education system:

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### **Steps to identify policies for safety, resilience, and social cohesion**

- ▶ Review the existing policy framework and implementation.
  - ▶ Start or strengthen the policy dialogue on safety, resilience, and social cohesion in and through education.
  - ▶ Identify policy priorities and goals related to safety, resilience, and social cohesion.
- 

The sections that follow indicate the type of questions to be asked under each step when reviewing policies to determine to what extent they incorporate issues related to safety, resilience, and social cohesion. Some examples of such policies are provided in *Table 3.1*.

## Step One

# Review the existing policy framework and implementation

Existing policies can be reviewed to determine whether new policies are needed or existing ones should be revised. This can take place as part of the overall educational planning process (e.g. in conjunction with the education sector diagnosis discussed in *Booklet 2*) or as a stand-alone initiative. The decision to revise an existing policy or to develop a new one will depend on the results of the education sector diagnosis (see *Booklet 2*) or be the result of other factors, such as:

- a sudden crisis or opportunity;
- the ministry of education's willingness to consider innovative ideas from other countries;
- the arrival of a new government or a new minister (IIEP-UNESCO, 2012: 11).

When reviewing policy with reference to the relevant international frameworks, the following questions could be asked:

- Do national policies reflect international commitments to equal educational opportunities regardless of race, sex, ethnic group, religion or other social grouping, as required by the Universal Declaration of Human Rights, the Convention on the Rights of the Child, and other international instruments?
- Do national policies reflect global frameworks such as the current Millennium Development Goals and the 'Sustainable Development Goals' that will succeed them in 2016, and the Education for All targets, which deal with access and equity issues mentioned above?
- Do national policies reflect international frameworks relevant to risk reduction to which many governments have also agreed? The Hyogo Framework for Action is an international framework to which many countries are signatory. It specifies global disaster risk reduction objectives and, along with the Rio+20 framework for sustainable development, addresses issues of climate-related risk.
- Are national policies conflict-sensitive and linked to 'conflict sensitive poverty reduction strategies, peacebuilding agreements, stabilization policies, economic recovery policies, youth employment policies, and social inclusion policies' (INEE, 2013: 38), as proposed in the INEE's Guiding Principles for Conflict Sensitive Education (see *Annex A*)?

## Deriving policy frameworks from the diagnosis

With regard to policies for school safety and disaster risk reduction, which help build system resilience, the review process should consider whether current policies adequately cover the risks noted in the sector diagnosis for:

- school safety;
- protecting against insecurity and external violence;
- protecting against disaster.

Ideally, hazard-mapping will have been conducted during the education sector diagnosis to determine what different risks could potentially impact on education. If it hasn't, it should be done at this stage.

The policy review process should ensure that such risks are addressed under current policies. For example, for safety and system resilience:

- Develop a safe school construction policy. This could include clauses to ensure that school buildings are not constructed on flood plains or are retrofitted/constructed to be disaster-resistant (depending on the nature of the risk, whether earthquake, tornado, floods, cyclones, etc.).
- Promote a school-safety policy ensuring that all staff and children are taught and practised in school safety drills.
- Take measures to protect school data, textbooks, and teaching materials, such as moving them underground, putting them in secure offices or containers, and, where possible, backing them up on USB drives or online (IIEP-UNESCO, 2009).

With regard to conflict prevention and peacebuilding, a critical aspect of the policy review process is to conduct a 'conflict-sensitive' review of existing education policies and management practices. In general, policies that are conflict-sensitive focus on:

- equitable access of different regions and identity groups to all levels of education;
- curricula that make respect for others a key value, and do not marginalize traditional or nomadic lifestyles;
- appropriate language policies, including undertaking to 'do no harm'.

Ensuring access for all learners, and avoiding the tensions caused by discriminatory practices, helps to promote social cohesion. Such policies provide the necessary framework within which to develop programmes to reduce risk as part of the educational planning process (see *Booklet 4*), whether these are conflict-related or caused by natural hazards.

If planners and policy-makers are able to develop strategies that promote safety, resilience, and social cohesion within the context of existing educational

policies, then the process is simplified. A good starting point could be, for example, policies related to inclusion and equity in education which, while broad, can provide a framework for more specific actions and advocacy related to the promotion of safety, resilience, and social cohesion.

The policy review needs to assess the extent to which policies and plans address the variety of risks that may impact the education system. The following questions (they are not exhaustive) can help verify whether current policies address any of the key issues related to safety, resilience, and social cohesion.

### **Do existing or planned policies address safety? Do they ...**

- reduce internal risks, such as building safety, fire hazards, bullying, and teacher misconduct, within schools and colleges?
- reduce risks from natural and man-made disasters and strengthen the resilience of the system, for example, by ensuring schools are not built on flood plains, have storm drains, or are built with seismic-resistant materials in case of earthquakes?
- reduce risks from insecurity and conflict, for example, by ensuring strategies are in place to prevent attacks on schools or colleges, by adhering to draft Lucens guidelines on the use of education institutions by military forces (GCPEA, 2014a), or by contributing to the prevention of child recruitment?

### **Do existing or planned policies address resilience?**

#### **Do they ensure that ...**

- education systems are resilient at all levels, through, for example, records protection, effective school management committees or flexibility when access is disrupted?
- education infrastructure is resilient, by, for example, making sure disaster-resistant building standards are met and siting is appropriate?
- education promotes personal resilience, through, for example, psychosocial support for students and teachers, positive classroom management, or student participation? (See curriculum booklets.)

## Do existing or planned policies address social cohesion?

### Do they provide for ...

- equitable access to all levels of education, regardless of identity, gender, religion, or geographic location?
- languages of instruction that respect cultural identity and are pedagogically sound?
- curriculum and classroom practice that promote skills for responsible citizenship, the workplace, personal life and health, respect for all, teamwork, and conflict resolution?

## Are existing policies being effectively implemented?

Relevant policies should be reviewed to assess whether they are being properly implemented. Many policies are well-intended. The challenge is to determine the real impact they are having on learners and their communities. This will require a planned initiative including analyses and consultations of various kinds, to generate quantitative, semi-quantitative, and qualitative data to determine the reality on the ground. Some of this information will be available from the diagnosis exercise described in *Booklet 2*.

A recent UNESCO study, for example, found that 84 per cent of sub-Saharan African countries have national education policies that include the promotion of peace values (Robiolle-Moul, 2013: 7-9). Such policies provide an entry point for advocacy and for prioritizing conflict-prevention and peacebuilding strategies, whether those activities relate to: curriculum reform focused on teaching skills for learning to live together (see accompanying curriculum booklets); changing school disciplinary procedures; or governance dynamics that fuel grievances among groups in society. However, there is anecdotal evidence that policies can sometimes be ignored due to a shortage of resources, political and community pressures, examination pressure, teacher under-qualification and absenteeism, and so on. Local consultations and small surveys may show that there is a big gap between policy and practice.

Some education systems may have policies specifically related to conflict or disaster risk reduction. For example, Kenya's 2014 policy on peace education sets out the education sector's role within the overarching framework of *Kenya Vision 2030*, which stipulates the importance of security, peacebuilding, and conflict management for the social, economic, and political development of the country (Government of Kenya, 2007). The policy recognizes that 'education in general and Peace Education in particular ... has the responsibility to equip young people with requisite knowledge, skills and attitudes for building peace as well as values for constructive intrapersonal, interpersonal, intergroup relations

at the national and international levels’, and encourages all stakeholders to use the policy guidelines when implementing peace education initiatives. Anecdotal evidence suggests that in conflict-affected areas where there has been intensive teacher training and management support, this programme has had considerable impact. Other evidence, however, suggests that the policy has yet to be effectively implemented in other areas (Lauritzen, 2013).

All governments need to assess the extent to which their disaster risk reduction, citizenship, peacebuilding, or peace education policies are implemented, and their impact in reducing the impact of disaster, violence, and conflict within society, not just within a limited number of schools.

Another example is the Sri Lankan National Education Commission’s National Policy and a Comprehensive Framework of Actions on Education for Social Cohesion and Peace, which was approved in 2008. This policy incorporates the key strategic areas identified by stakeholders from different ethnic and religious communities as critical in the Sri Lankan context. These include curriculum, teacher education, a second national language, co-curriculum, school culture, and models of integrated schools.

The aim of the policy was to ‘bring together disparate peace-promoting activities into a coherent framework’ (Davies, 2013: 255, in Sinclair, 2013). A recent review noted that one of the key achievements of the policy was that it provided ‘sustained legitimation for continued work in this area [social cohesion and peace]’ (Davies, 2013: 227, in Sinclair, 2013). This included the creation of 200 pilot schools, where activities related to ‘education for social cohesion’ were consolidated.

As mentioned above, while policies may be in place, they are not always fully implemented. A policy review must ensure that there are monitoring and evaluation strategies and initiatives in place to determine the extent to which the policies have had an impact, at all levels (see *Booklets 4* and *6* for more information on developing strategies and monitoring and evaluation plans). Implementing effective disaster risk reduction policies, such as safe school design and construction, and retrofitting, require significant amounts of funding, as well as implementation capacity. Therefore, monitoring the implementation of disaster risk reduction policies needs to be part of regular education management processes.

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### **Kenya policy on peace education**

#### Guiding principles

- ▶ Proactive and preventive
  - ▶ Appreciation for diversity
  - ▶ Cohesion and integration
  - ▶ Respect for human rights
  - ▶ Environmental sustainability
  - ▶ Inclusiveness and participation
  - ▶ Integrity
  - ▶ Coordination, partnerships, and collaboration
  - ▶ Conflict sensitivity
-

Some of the questions which should guide ministries of education in determining whether their existing or planned policies meet these goals include:

### **Do policies that relate to safety, resilience, and social cohesion explicitly have ...**

- corresponding strategies and actions in the national education sector plan?
- quantitative and qualitative planning and management indicators and feedback mechanisms that show the level of impact the policies have at different levels?
- budgetary implications, and are they included in annual education sector budgets?

### **Do annual sector reviews ...**

- include analysis (based on previous sector diagnosis) of the impact of existing policies related to safety, resilience, and social cohesion?
- utilize the findings from existing indicators (such as access, retention, and completion) to determine whether equitable access policies are functioning?
- request additional data collection, surveys, and analysis using quantitative and qualitative indicators to determine if policies relevant and/or specific to safety, resilience, and social cohesion are being implemented and have an impact?

## Step Two

### Start or strengthen the policy dialogue on safety, resilience, and social cohesion in and through education

Few countries have specific policies related to disaster risk reduction in education. As shown in *Box 3.2*, the Solomon Islands is one of the few countries that has developed a specific policy for education. The *Policy Statement and Guidelines for Disaster Preparedness and Education in Emergency Situations in Solomon Islands, 2012-2015* dovetails with its National Education Action Plan.

The policy review and formulation process itself may show whether attention is being given to issues of safety, resilience, and social cohesion. For example, if policies are developed in isolation in the capital city, and the only stakeholders involved in the process are ministry officials, university professors, legislators, and representatives from capital city schools, then the policy formulation process is not inclusive and will be unlikely to reflect the needs of learners and constituents from rural or marginalized areas, or to address the practicalities of nation-wide implementation.

Policies for disaster risk reduction are often the province of national

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#### **Box 3.2**

##### **Policy Statement and Guidelines for Disaster Preparedness and Education in Emergency Situations in the Solomon Islands, 2012-2015**

'All Solomon Islanders who are unfortunate to have encountered hardship in an event of disaster whether it be natural or man-made will have access to quality education during or after an emergency. However, we recognise that disasters caused by hazards can be prevented or minimised through better understanding of vulnerability issues and better preparedness and capacity building for stakeholders in the education system. In strengthening capacity to reduce the impact of disasters through understanding vulnerability, all means of and communication media will be used. We expect that every school has emergency plans as part of the whole school development plan...

And, that Education Authorities, School Boards and Committees, Teachers and parents will understand and appreciate that through better Disaster preparedness and Disaster Risk Reduction, the impact of disasters will be reduced, thus saving not only limited finances but lives lost in disasters and injuries caused by disaster.'

*Source:* Solomon Islands, 2012.

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disaster management bodies. The education sector therefore needs to develop specific disaster risk reduction policies, based on the national framework, that cover the education system. For example, Pakistan’s National Disaster Risk Reduction (DRR) Policy calls for mainstreaming DRR and school preparedness into curricula at all levels (see <http://www.ndma.gov.pk/Documents/drrpolicy2013.pdf>). Accordingly, the education sector might develop a complementary policy for DRR specifically within the education sector. At a minimum, it will need to take responsibility for incorporating the national DRR policy into education sector plans and activities.

Policy dialogue is especially important in building support for education’s contribution to social cohesion and peacebuilding. A policy to promote better access to quality primary, secondary, and higher education for marginalized areas or groups may prove unpopular with other regions or groups unless they understand the importance of equity for a stable and prosperous national future. A policy to remove bias and promote responsible citizenship and peacebuilding through curriculum development will require public understanding and a willingness within the teaching profession to implement it effectively. A policy to use the mother tongue in bilingual lower-primary schooling for marginalized linguistic groups may need strong advocacy. Some key policy issues are shown in *Figure 3.1* below:

**Figure 3.1**  
**Key issues for conflict-sensitive education policy reform**

- 
- A • Mobilize political will and capacity to make education conflict-sensitive**
- 
- ▶ 1. Analyse how education and conflict interact
  - ▶ 2. Disaggregate and map education data to show education discrepancies
  - ▶ 3. Initiate a national dialogue on conflict-sensitive education
- 
- B • Promote equitable access to all levels of education**
- 
- ▶ 4. Plan education targets and future resource inputs to achieve equitable access
  - ▶ 5. Adjust teacher management to improve equitable access
- 
- C • Make curriculum, teaching, and language conflict-sensitive**
- 
- ▶ 6. Ensure that curriculum, teaching, and exams support peace, human rights, and citizenship
  - ▶ 7. Adjust language policies that cause tension
- 
- D • Strengthen emergency preparedness including protecting education from attack**
- 
- ▶ 8. Strengthen local capacity to reduce risks related to conflict and security
  - ▶ 9. Provide education and training for ex-combatants, ex-child soldiers, and their communities
  - ▶ 10. Preparedness for emergencies and disasters should also take conflict into account
- 
- E • Other key issues identified in the national conflict analysis process**
- 
- ▶ 11. Context-specific issues

**Source:** Sigsgaard, 2013: 18.

It is imperative that the policy formulation process seeks input from a wide range of stakeholders, including people from different cultural, ethnic, or religious groups and from different geographical locations, as well as educators, learners (older children, young people, and adult learners), parents, and community members, both women and men. See also *Booklet 1* for guidance on making the education planning process participatory.

Questions to help ministries of education determine whether their policy dialogue process relating to safety, resilience, and social cohesion is genuinely inclusive and participatory could include:

### Does the policy dialogue ...

- include and respect all major stakeholders and end-users, including the most marginalized groups and youth?
- have representation and/or seek feedback by a variety of means from all geographic regions of the country?
- include representation from the humanitarian, peacebuilding, and disaster-management sectors?
- cover issues relating to safety of school facilities for girls, boys, and male and female staff, dangers from insecurity, violence, or disasters, as well as system resilience, student resilience, and social cohesion?

## Step Three

### Identify policy priorities and goals related to safety, resilience, and social cohesion

The policy goals – by which we mean the long-term goals which guide the future orientation of the sector – for safety, resilience, and social cohesion can often be located within broad education policy goals (as demonstrated in *Figure 3.2*), as follows:

- **Access:** Equitable access, participation, gender equity, and safety issues might be addressed, along with other equity issues concerning disability, religion, geographic location, vulnerability to attacks on education and/or its military use, and disaster risk reduction and response.
- **Quality:** Depending on the context, and the relative likelihood of disaster or conflict, this could concern how identified hazards impact on quality, related internal efficiency and external effectiveness, and how school-to-work transitions mitigate or exacerbate possible youth-related tensions.
- **Management:** This might include risk-informed governance, decentralization – including strengthening of school management committees to make them more responsive in the face of danger – and ensuring that measures to promote safety, resilience, and social cohesion are included in education sector budgets (UNESCO, 2006: 32).

**Figure 3.2**  
Policy goals



All of these goals should contribute to ensuring that the lives of learners and staff are protected and that educational assets are safe from the impacts of risks (these can also be framed within the Comprehensive School Safety Framework endorsed by many agencies and countries in the context of disaster risk reduction – see *Annex B*).

For example, if an education sector diagnosis has revealed that there are significant biases against particular ethnic groups with regard to access to education or its quality, it will be useful to move towards equal educational opportunities at all education levels, regardless of race, ethnic group, sex, or geographic location. Such a strategy should be an integral part of an education policy on equity. It should contribute to social cohesion efforts, as there will, most likely, be fewer grievances from minority or marginalized groups if they have a real opportunity to access and complete schooling, and have the possibility of entering secondary, post-secondary, and higher education, including the teacher training that will enable them to help their own communities.

Specific examples of policies that relate to promoting safety, resilience, and social cohesion can be found in *Table 3.1*. These are not exhaustive but provide some illustrations of what policies for safety, resilience, and social cohesion, relating to broader frameworks of access, quality, and governance and management, might be included.

**Table 3.1**  
**Policy goals**

Type of policies	Key components
Policy on schools as zones of peace	<ul style="list-style-type: none"> <li>▶ States that schools are never to be used for military purposes and should be free from political or other forms of indoctrination.</li> <li>▶ Protects children from recruitment into the armed forces.</li> <li>▶ Supports advocacy by ministries of education for use of Lucens guidelines.</li> </ul>
School safety policy	<ul style="list-style-type: none"> <li>▶ Provides for limited use of schools as short-term shelters, while providing for the protection of school assets and educational continuity.</li> <li>▶ Establishes criteria for schools to be located in safe areas, and ensures that they are constructed and maintained according to safe-school construction codes to be secure in the face of known hazards and risks.</li> <li>▶ Sets out standard operating procedures and priority responses in case of emergencies (e.g. building or area evacuation, safe assembly and supervision, shelter-in-place, lockdown, and safe family-reunification).</li> <li>▶ Ensures access routes to school are safe and secure.</li> </ul>
Teacher code of conduct	<ul style="list-style-type: none"> <li>▶ Emphasizes child-friendly, constructive classroom management techniques and the prohibition of all forms of abuse of students, including corporal punishment and sexual harassment or abuse.</li> </ul>
Anti-bullying/harassment policy	<ul style="list-style-type: none"> <li>▶ Typically applies at the school level, although it should be nationally driven. Often includes how to prevent, and respond to, bullying or harassment.</li> </ul>

Safety (relates also to issues of access)

	Type of policies	Key components
<b>Resilience</b> (relates also to issues of management)	Risk reduction management policy	<ul style="list-style-type: none"> <li>▶ Includes maintenance of school facilities for safety, non-structural risk reduction, protection of school supplies and materials, adequate water, hygiene, and sanitation facilities.</li> <li>▶ Covers such things as flexible school calendars or alternative time periods if schooling is disrupted, use of disaster-resistant construction standards and designs, interaction and cooperation with other national disaster management bodies, criteria for the use of schools as emergency shelters, etc.</li> </ul>
	Curriculum policy	<ul style="list-style-type: none"> <li>▶ Includes the development of knowledge, skills, values, and competencies that foster skills such as citizenship and learning to live together, throughout the curriculum (see curriculum booklets).</li> </ul>
	Capacity development policy	<ul style="list-style-type: none"> <li>▶ Includes actions to develop the capacities of authorities (including inspectors, district education officers, and other ministry personnel) related to conflict and disaster risk reduction, including learning to live together (see curriculum booklets).</li> <li>▶ Covers practices related to keeping children safe during disasters or in response to conflict, and the protection of national investments in education, such as schools and equipment.</li> </ul>
	Decentralization policy	<ul style="list-style-type: none"> <li>▶ May include devolution of responsibilities and decision-making to local education authorities, if relevant. This may contribute to peace building efforts if local areas have enough autonomy and the capacity to implement objectives related to tackling issues that affect their region.</li> <li>▶ Could include specific risk reduction policies at a decentralized level.</li> </ul>
<b>Social cohesion</b> (relates also to issues of quality)	Policy to promote citizenship, peace and/or social cohesion, or peace education	<ul style="list-style-type: none"> <li>▶ Could start with curriculum and textbook review and link this with curriculum policy (see above and curriculum booklets).</li> <li>▶ Includes a system-level review of whether safety, resilience, and social cohesion have been included throughout the education system, for example in teacher development programmes, school inspection guidelines, etc.</li> </ul>
	Equitable access for all/inclusive education policy	<ul style="list-style-type: none"> <li>▶ Ensures that all children have access to education, including children with disabilities, as well as children from all socio-economic and identity groups, internally displaced persons, and refugees.</li> </ul>
	Teacher recruitment and deployment	<ul style="list-style-type: none"> <li>▶ Provides for the equitable recruitment and deployment of teachers in an open and transparent manner in all parts of the country.</li> </ul>
	Peacebuilding or conflict management policies	<ul style="list-style-type: none"> <li>▶ Sometimes have a focus on education as a central mechanism for promoting peacebuilding or conflict-management policies.</li> </ul>
	Inclusive language policy	<ul style="list-style-type: none"> <li>▶ Ensures that one language group is not favoured over another and that minority groups are not disadvantaged.</li> </ul>

Type of policies	Key components
Equitable resource allocation	<ul style="list-style-type: none"> <li>▶ Ensures that education finances and investments are equitably distributed throughout the country (including provision for teaching positions, schools, classrooms, and water and sanitation facilities).</li> <li>▶ Can include a demonstration of how such a policy contributes to overall peace building efforts by providing quality services to all areas of the country. This avoids conflicts that can arise if resource distribution benefits one group over another.</li> </ul>

When policies to promote safety, resilience, and social cohesion are developed, a further critical step is to allocate dedicated resources to the implementation and subsequent monitoring and evaluation of the policies as part of the planning process (see *Booklet 5* for a discussion of the costing and financing of such initiatives).

The choice of which policies to implement will vary from country to country, depending on the outcome of the conflict and disaster risk analysis undertaken as an integral part of the education sector diagnosis process. As all contexts are different, and the nature of the challenge facing countries varies, policies must be adapted according to the specific context of the country, and, indeed, of the different parts of the country. Once the broad policies have been defined, specific strategies and programmes can be developed to promote safety, resilience, and social cohesion (see *Booklet 4* for more information).

Questions that could help identify policy goals and priorities that contribute towards safety, resilience, and social cohesion include the following:

### Do the selected policy priorities ...

- reflect the socio-cultural context (religious, ethnic, linguistic, tribal, gender, or regional) of the country?
- allocate resources to support equitable access of different identity groups to all levels of education, with school curricula supportive of safety, resilience, and social cohesion?
- ensure that learners, staff, and educational assets are protected and can withstand identified risks, especially from disaster and insecurity?

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## Key actions

- ▶ Review existing policies against the risks identified in the education sector diagnosis (see *Booklet 2*).
  - ▶ Review existing policies to determine the extent to which they promote safety, resilience, and social cohesion, and develop new policy options.
  - ▶ Enter into a policy dialogue with key stakeholders to determine the degree to which existing policies need to be strengthened or new ones developed.
  - ▶ Select policy priorities and goals which will be reflected in the selection of priority programmes in the next phase of the planning cycle (see *Booklet 4*).
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## Key Resources

**Chang, GW.** 2008. *Strategic planning in education: Some concepts and trends*. Unpublished working document for 'Directions in educational planning: Symposium to honour the work of Francoise Caillods'.

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- ▶ <http://educationandconflict.org/sites/default/files/publication/LEARNING%20TO%20LIVE%20TOGETHER.pdf>

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—. 2010d (unpublished). *Policy formulation: Concept, process and directions*. Educational sector planning, Working Paper 4.

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

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

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# Annex A

## Guiding principles for conflict-sensitive education<sup>1</sup>

### INEE GUIDING PRINCIPLES ON INTEGRATING CONFLICT SENSITIVITY IN EDUCATION POLICY AND PROGRAMMING IN CONFLICT-AFFECTED AND FRAGILE CONTEXTS

- 1 ASSESS**

Conduct an education and conflict analysis or assessment to review:

  - The broad conflict status or risk of conflict and the historical links between education and conflict
  - How conflict affects education
  - How education might contribute to conflict
  - How education can mitigate the conflict dynamics
  - Details matter: what, why, who, by whom, when, where and how
- 2 DO NO HARM**

Education interventions in conflict-affected and fragile contexts are not neutral: they may reduce or increase the risk of conflict. Ensure that:

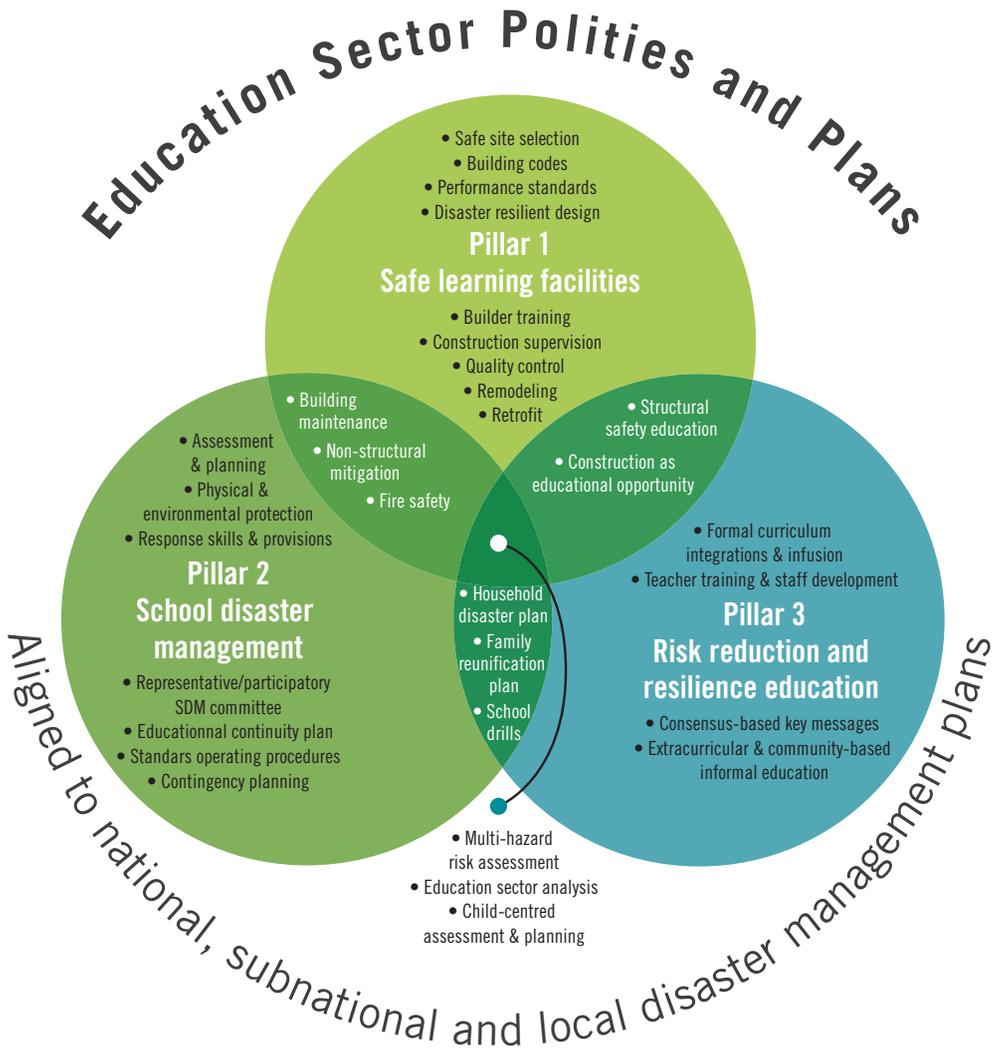
  - Policy priorities, plans and programmes are based on a comprehensive conflict analysis
  - All education providers apply conflict sensitive programming
  - Programmes do not intentionally favour one group over another
  - Education is not manipulated to promote exclusion and hate
  - Education does not reflect and perpetuate gender and social inequities
- 3 PRIORITISE PREVENTION**
  - Education programmes respond to diverse local priorities and take account of the particular context
  - Community participation is prioritised
  - Protect teachers and students from attacks and recruitment into armed forces
  - Protect learning environments from attacks
  - Focus on safety for students and teachers
  - Support policies to protect girls and boys, young women and men from abuse and exploitation
  - Provide alternative education for youth, including life and employability skills
  - Educate on risks such as landmines and unexploded ordnance
  - Build emergency preparedness and readiness through Conflict and Disaster Risk Reduction
- 4 PROMOTE EQUITY AND THE HOLISTIC DEVELOPMENT OF THE CHILD AS A CITIZEN**
  - Promote equitable distribution of services across identity groups (ethnic, religious, geographic, gender)
  - Avoid pockets of exclusion and marginalisation
- 5 STABILISE, REBUILD OR BUILD THE EDUCATION SYSTEM**
  - Focus on the reintegration of out-of-school children and youth
  - Deliver teaching and learning for peace through pedagogy, curriculum and materials that are free of gender and social prejudices and build competencies for responsible citizenship, conflict transformation and resilience
  - Provide psycho-social protection for children
  - Involve parents, communities, civil society and local leadership
  - Strengthen institutional systems, staffing capacity and competencies
  - Strengthen the process of supplying and training teachers (and teacher trainers)
  - Strengthen the *Teacher Development Management Information System, the Education Management Information System* and teacher salary systems
  - Ensure an adequate number of trained teachers who reflect the diversity of their societies (different ethnic and religious groups, and gender)
  - Provide safe, relevant, appropriate, continuous education to children and youth in accordance with the INEE Minimum Standards and aligned with national priorities
  - Favour fairness, transparency and accountability
- 6 DEVELOPMENT PARTNERS SHOULD ACT FAST, RESPOND TO CHANGE AND STAY ENGAGED BEYOND SHORT-TERM SUPPORT**
  - Develop flexible education financing mechanisms to adjust to contingencies
  - Be ready to adjust assistance programmes to eliminate negative impacts on the context and to improve contributions to peace
  - Respond to changing conditions on the ground such as displacement or attacks
  - Coordinate with existing education coordination structures (e.g. the Education Cluster and/or Local Education Group)
  - Respond to national priorities and jointly prepare exit strategies for handing over of emergency education interventions to longer-term education systems development
  - Ensure that existing commitments are respected
  - Recognise the links between education, development objectives, state-building and security

**INEE** | An international network for education in emergencies

1. For the full Conflict Sensitive Education Pack see [http://www.ineesite.org/uploads/files/resources/INEE\\_Intro\\_to\\_Pack\\_English.pdf](http://www.ineesite.org/uploads/files/resources/INEE_Intro_to_Pack_English.pdf)

## Annex B

### Comprehensive school safety framework<sup>2</sup>



2. For the full document see [http://www.preventionweb.net/files/31059\\_31059comprehensiveschoolsafetyframe.pdf](http://www.preventionweb.net/files/31059_31059comprehensiveschoolsafetyframe.pdf)

## About the programme

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

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

More specifically, the programme's objectives are:

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

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

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

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

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

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

With nearly 50 per cent of the world's out-of-school children living in conflict-affected countries, and an estimated 175 million children every year in this decade likely to be affected by disasters, there is a growing sense of urgency to support strategies that reduce the risks of conflict and disasters. Educational planning for safety, resilience, and social cohesion is increasingly recognized by the international community and national education authorities as an important strategy in many countries.

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

## POLICY

Where do we  
want to go?

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