

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

COST AND FINANCING

How much will
it cost and who
will pay?

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United Nations
Educational, Scientific and
Cultural Organization



International Bureau
of Education



International Institute
for Educational Planning



PEIC

PROTECT EDUCATION IN INSECURITY AND CONFLICT
حماية التعليم في ظروف النزاع والعدم الأمن

A programme of **education above all**[™]

About the booklets

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

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

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

Published by:

International Institute for Educational Planning

7-9, rue Eugène Delacroix

75116 Paris, France

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www.iiep.unesco.org

Graphic design: nathalie pruneau

Printed in IIEP's printshop

Cover photo:

Khalida raises her hand to answer a question in the

Puti Kalatsha community-based education class

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

ISBN: 978-92-803-1391-8 (Booklet 5)

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COHESION: A GUIDE FOR
EDUCATION SECTOR PLANNERS

Booklet 5

COST AND FINANCING

How much will it cost
and who will pay?

Acknowledgements

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

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

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

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

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

Abbreviations

GDP	gross domestic product
GPE	Global Partnership for Education
IBE	International Bureau of Education
MDTF	multi-donor trust fund
NGO	non-governmental organization
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.

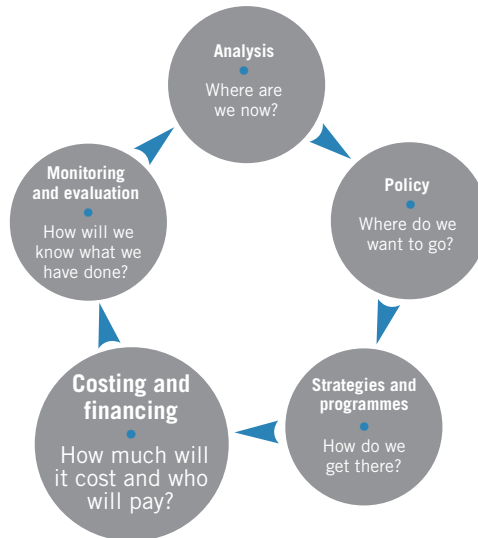
This series of publications, which is the fruit of collaboration between IIEP-UNESCO, PEIC, and IBE-UNESCO, draws on the particular expertise of each of these agencies. With these booklets, we aim to support the staff of ministries of education, at central, provincial, and district levels, to promote 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 5 – **Cost and financing: How much will it cost and who will pay?**



Take-away points

-
- ▶ Priorities for safety, resilience, and social cohesion must be included and costed within the overall education sector plan. This will facilitate implementation and can be used to advocate with donors for funding and to align their support with plan priorities.
 - ▶ Establishing the cost of safety, resilience, and social cohesion priorities is necessary to determine feasible priorities and phasing.
-
- ▶ For some actions, a simulation model will help with the estimation of different costs and will allow testing of different scenarios.
 - ▶ If national resources are not sufficient to finance safety, resilience, and social cohesion priorities, then it may be possible to raise necessary funds from development partners or, in some cases, from humanitarian donors.
-

Introduction

This booklet focuses on the costing and financing of initiatives related to safety, resilience, and social cohesion. Ministries of education have a vital role to play in accurately presenting costs and budgets to the ministry of finance and to external donors. Full costing of priority programmes for safety, resilience, social cohesion, and integration helps make sure priorities are properly planned and phased, and are clearly visible in the plan document. This will assist with implementation, monitoring, and evaluation, and will help the ministry to advocate with external donors for funding and to align their support with plan priorities.

Box 5.1

Understanding cost and financing

Costing: the process of establishing the unit cost of all items of educational expenditure, including teachers and the construction of classrooms. A full costing is needed to ascertain how much it will cost to implement the plan and all of the planned activities, including those related specifically to crisis and disaster risk reduction.

Financing: the financial resources provided to support plan implementation. Financing deals with the distribution of funds inter-sectorally (for education in comparison with health, defence, etc.) and intra-sectorally (for primary, secondary, tertiary, etc.).

A well-costed plan is especially important when external resources are needed to support implementation. Decision-makers will want assurances that cost estimates are reasonable and that the resources sought will result in the achievement of plan priorities. As part of this process, decision-makers will also want assurances that ministries have the capacity to spend the money requested in an effective manner. For example, if a plan calls for retrofitting a significant number of schools during the plan period, then decision-makers will want to know that the ministry has the capacity to manage the entire retrofitting process. This process would include identifying schools in need of retrofitting, contract tendering and award, retrofitting identified schools, and signing off on all completed projects. Objectives, costs, and the capacity to implement are all linked in the analysis of an educational plan.

This booklet looks at some typical costs associated with planning for safety, resilience, and social cohesion. The total cost of the plan has to be compared to the available financing. Therefore, the booklet includes a discussion on understanding projected costs within the context of a country's overall budget and identifies the types of financing that might be available. A particularly useful tool in estimating the cost and the financing of some parts of a plan is a simulation model. The booklet will consider in some detail the usefulness and the use of such a model.

Steps to cost and finance priorities for safety, resilience, and social cohesion

- ▶ Identify cost items and unit costs required for safety, resilience, and social cohesion priorities.
 - ▶ Make projections of costs using a simulation model.
 - ▶ Plan for more equitable distribution of education resources between regions and identity groups.
 - ▶ Identify funding gaps and resources.
 - ▶ Mobilize resources.
-

Step One

Identify cost items and unit costs required for safety, resilience, and social cohesion priorities

In most education systems, between 85 per cent and 90 per cent of the annual education budget is spent on salaries. This leaves limited scope for other expenditures, such as teacher training, textbooks, educational supplies, maintenance of education facilities, and other costs related to safety, resilience, and social cohesion, such as contingency funds for use in preparing for crisis or in planning a response. It is essential, therefore, that priorities for safety, resilience, and social cohesion be fully costed and integrated into the overall education sector budget. As stated in *Booklet 4*, costing is not a stand-alone step that happens only at the end of the planning process. Rather, the process of identifying and prioritizing programmes should include at an early stage an analysis of affordability and cost-effectiveness.

Once the initial prioritization has been agreed, planners, working in cooperation with staff from the ministry's finance and budgeting department, must determine the cost of programmes. This process can be repeated until a feasible set of priorities has been finalized. Typical costs to be examined are highlighted below. Note that this list is not exhaustive and that the relevant cost items will vary depending on the context.

- **Salaries and other remuneration/incentives:** In countries where priority is placed on fostering social cohesion, a likely objective is to achieve an equitable distribution of qualified teachers throughout the country. This may involve hiring more teachers in some areas and/or the provision of special incentives, allowances, or housing schemes in order to attract teachers to rural or conflict-affected parts of the country. These additional costs must be incorporated into the recurrent/operating budget and will require approval from the ministry of finance, which often places a limit on the number of teachers (and other civil servants) employed each year. If specialist staff are needed to teach 'learning to live together', then their salaries need to be included in budget calculations and within prescribed staffing limits.

- **School construction and improvements** (such as boundary walls, latrines for boys and girls, and retrofitting for particular hazards) may be a priority associated with objectives related to safety, resilience, and social cohesion. For example, in disaster prone areas, safe school construction is a critical element in protecting the lives of children, teachers, and other educational staff. It fosters resilience also by protecting a country's investments in infrastructure. Similarly, efforts to construct schools and education facilities in areas that have, historically, been under-served can also promote social cohesion. For example, a priority may be to construct secondary schools in areas where none currently exist.

Costs associated with school construction and improvement are part of a country's capital (or development) budget. These costs are typically computed by the ministry of public works or the department within the ministry of education responsible for school construction. In historically under-served and/or remote areas, however, it may be necessary to adjust standard unit costs if materials and technical expertise are not available locally. This may result in higher construction costs, which should be factored into the plan.

- **Curriculum revision/reform:** As discussed in the curriculum resource package, curriculum review and revision is an essential part of improving resilience and social cohesion. Costs of curriculum review and revision should be included in the operating budget and typically cover:
 - ▶ Technical assistance to support the review of the curriculum, focused on safety, resilience, and social cohesion, and the process of revising or developing textbooks, teacher guides, or other subject-matter and pedagogical materials.
 - ▶ Workshops for curriculum and textbook developers and those involved in the curriculum reform process (e.g. sub-national education authorities, and selected teacher trainers and teachers).
- **Textbooks and other learning materials:** As a result of the curriculum review and revision, it may be necessary to develop supplementary learning materials and/or to revise textbooks in order to incorporate a 'learning to live together' programme or other similar initiative, such as removing discriminatory content from materials. Similarly, certain textbooks and/or teacher guides may require revision to incorporate messages about natural hazards and disaster risk reduction. The costs associated with revising, printing, and distributing textbooks are always significant. It is critical, therefore, that planners and budget staff include all associated costs, especially those for:

- ▶ design and layout of the textbooks, teacher guides, or other learning materials;
 - ▶ translation;
 - ▶ printing;
 - ▶ transport and distribution (to ensure the textbooks and other learning materials reach all schools in the country, including those in remote areas, which may typically be under-resourced).
- **Monitoring and evaluation:** Any additional costs associated with the monitoring and evaluation of priority activities related to safety, resilience, and social cohesion must also be incorporated into the annual operating budget. These costs might include those associated with conducting a baseline knowledge, attitude, and practice (KAP) survey (related to social cohesion and resilience, for example), or a programme evaluation (focusing, say, on a peace education or disaster risk reduction programme). In addition, the checklist for existing monitoring visits to schools should be reviewed to ensure all school visits attend to issues of safety, resilience, and social cohesion.
- **Capacity development:** Capacity development programmes can incorporate a range of approaches, from training workshops and distance learning to on-the-job training, technical assistance, coaching and mentoring. Some of these initiatives can be costly, for example, in-service teacher training targeted at all teachers in a country. But others, such as changes in regulations or policies, or the development of a teacher code of conduct, can be implemented with little or no additional cost. For example, if new messages related to natural hazards and disaster risk reduction, learning to live together, or responsible citizenship are incorporated into the curriculum, then teachers will need training on the new materials. It may also be necessary to ensure that planners have the skills to collect and analyse data on the impact of conflict and disaster in the education sector, and that senior decision-makers understand the importance of addressing safety, resilience, and social cohesion. Capacity development initiatives in this area may include:
 - ▶ Teacher training: The need for teacher training will vary depending on the priority programmes adopted. This applies to head teachers and principals, as well as to other school-based personnel, who all play a role in disaster risk reduction and in the creation of a school ethos that is consistent with the values and attitudes associated with peace and non-violence.
 - ▶ Training for teacher educators (pre-service faculty and in-service trainers), inspectors, supervisors, and education managers at all levels of the system.

- ▶ Technical assistance for planners responsible for developing data collection tools and EMIS (education management information system) indicators.
- ▶ Advocacy with senior decision-makers to ensure that programmes for safety, resilience, and cohesion activities are sufficiently funded.

After priority initiatives for safety, resilience, and social cohesion have been identified, it is worth also developing a supporting capacity development plan. Such a plan could include information about the required capacity development needs, along with an accompanying budget and timeline. This will assist with the mobilization of resources and facilitate implementation.

- **Contingency or preparedness costs:** These types of costs are included in the operating budget. Some of them can be budgeted as separate line items or can be included in block grants for schools or districts to use for preparedness or response activities. Examples of contingency or preparedness expenditures include:
 - ▶ Pre-positioning of supplies (such as learning materials).
 - ▶ Minor repairs or clean-up of school sites following disasters or conflict.
 - ▶ Minor non-structural mitigation activities (for example, securing bookshelves and other heavy objects so they do not fall and cause injuries during an earthquake or storm; or digging drainage ditches around schools to avoid flooding).
 - ▶ Back-up of critical ministry systems and documents (such as student records, human resource and payroll records, examination results, and question banks; and electronic copies of textbooks, teacher guides, and other critical learning materials).
 - ▶ Purchase of supplies (such as first-aid kits, tools for disaster recovery, megaphones for use during disasters, and fire extinguishers).
 - ▶ Orientation/training of parent-teacher associations and school management committees (for example, to assist with enforcement of anti-bullying initiatives and teacher codes of conduct to support safety and resilience efforts or to assist with activities to improve the safety of the school grounds and the safety of children on their way to and from school).
 - ▶ Systems for communicating with parents during times of crisis (for example, through the use of SMS text-message alert systems so that parents know that their children are safe or that they should come and collect their children from the school or a designated safe area).
 - ▶ Non-formal activities (such as campaigns promoting safety and preparedness while at school or within the community).

Identify/compute unit costs

The costing process will require close collaboration between the planning, finance, and construction departments of the ministry of education, as well as with other ministries, where appropriate, in order to identify unit costs for budgeting purposes. Calculating unit costs can be achieved by:

- Using historical costs of similar activities (the cost of a generic training workshop, for example, can be used).
- Using standard costs for transportation and living allowances, as specified by the ministry of finance or as used by the ministry of education for activities such as inspection visits.
- Consulting with the ministry of public works or the school construction department for their cost estimates for new disaster-resistant school construction or for the cost of retrofitting schools. Those responsible for school construction will be able to compile cost estimates by consulting with vendors, contractors, or development partners involved in school construction or retrofitting.

These costs may need to be increased for hard-to-reach or insecure areas. Once unit costs have been identified, then they need to be applied to each of the priority safety, resilience, and social cohesion programmes.

Step Two

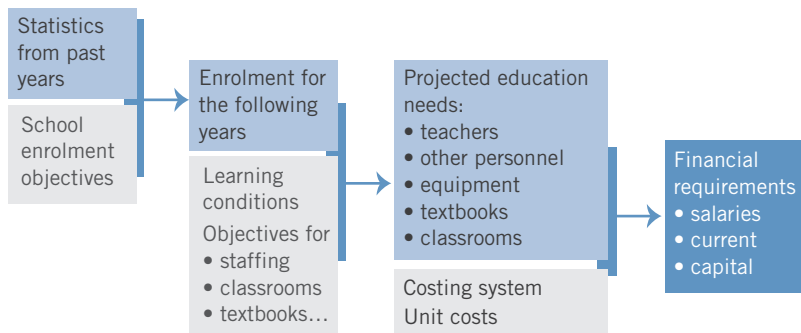
Make projections of costs using a simulation model

Simulation models use current and historical educational data, such as enrolment and promotion and repetition rates, or policy objectives and targets, to simulate or estimate the future state of the education system (that is, over the course of the planning period). In general, the four objectives of simulation modelling are to:

- **Provide information** necessary for a political dialogue based on evidence and to test the feasibility of different options.
- **Clarify the required human and educational resources** (such as classrooms and textbooks) to achieve the planned objectives.
- **Estimate the operating and capital resources** necessary for implementation of a plan. Governments can thus identify financing gaps and mobilize additional resources where appropriate.
- **Provide a framework within which to estimate costs of specific priorities**, including those related to safety, resilience, and social cohesion.

In educational planning, simulation models are typically used to make projections as to how many teachers, classrooms, and textbooks will be needed to accommodate a planned increase in enrolment or to achieve a certain student/teacher or student/textbook ratio, for example. Many priority programmes for safety, resilience, and social cohesion can be incorporated into a ministry's existing simulation model. For example, if the curriculum review identifies the need to revise or develop new textbooks to incorporate disaster risk reduction or learning to live together, then the costs associated with development, printing, and distribution can be incorporated in the simulation model. *Annex A* describes the types of data that a ministry needs to gather in order to start the costing process. *Figure 5.1* illustrates the main components of a simulation model.

Figure 5.1
Illustration of how a simulation model works



As *Figure 5.1* shows, a simulation model works as follows:

- Current enrolment statistics are entered, along with school enrolment objectives, for example, to achieve Education For All goals and reach all children without discrimination. The model then calculates projected enrolment for each of the plan years.
- Objectives are entered into the model for different learning conditions, for example, the desired number of teaching and non-teaching staff, student/teacher or student/classroom ratios, student/textbook ratios, and the number of classrooms. These objectives, combined with projected enrolment for following years, result in projected education needs.
- Unit costs are also included as inputs to the model. The model then calculates the annual financial requirements, broken down in terms of salaries, and current and capital costs.

Policy-makers can use the results of simulation models to review the estimated costs and adjust priorities in line with available resources. Examples of projection-model templates can be found at:

► <http://inesm.education.unesco.org/en/explore/home>.

The overall usefulness of a simulation model depends on the availability and quality of data used (this includes educational data as well as population and economic data). The ministry of education will need to work closely with the ministry of finance and the central statistics office to gather data to use as inputs to the model.

Use scenarios to test assumptions

Simulation models can be used to generate multiple scenarios, based on sets of choices. These choices can concern a variety of decisions, for example:

- Setting different enrolment targets (for example, for primary or secondary education).
- Considering different targets for student-teacher or student-classroom ratios.
- Providing free textbooks to all primary and secondary school students.
- Revising and printing new textbooks with messages related to learning to live together and disaster risk reduction included.
- Moving to a single-shift education system.
- Increasing teacher salaries by a certain percentage in each year of the plan.
- Retrofitting all schools based on the basis of identified hazard risks.
- Providing schools with disaster contingency or preparedness funds to be used for school-level preparedness or mitigation activities.

These are some of the different types of scenarios that can be analysed. With regard to an overall education sector plan, the simulation model will incorporate multiple priorities. Therefore, one scenario will be full implementation of all plan objectives. Once developed this scenario can be analysed by policy-makers and stakeholders in order to determine what adjustments are needed to the planned objectives.

Step Three

Plan for more equitable distribution of education resources between regions and identity groups

An education sector plan that includes priorities for social cohesion will inevitably include goals related to the equitable provision of education throughout an entire country. Disparities in educational quality and access can create grievances and even lead to conflict. Therefore, the issue of equity is essential in plan formulation and must be considered in both the costing of the plan and in the distribution of funds. This can be accomplished by analysing educational data – inputs as well as outputs at decentralized levels – as discussed in *Booklet 2*. Questions to ask when looking to address potential disparities include, but are not limited, to:

- Is there at least one secondary school (or one secondary school for girls and one for boys, when appropriate) in all districts of the country?
- Is there at least one teacher training college or university within each administrative unit, such as a province or group of districts?
- If there are differences in financing between districts, what are the reasons for those differences?
- Are there major differences in the qualifications or quality of teachers in different areas of the country?
- Are there major differences in the quality of schools and classrooms in different parts of the country?
- Do children in all parts of the country have equal access to textbooks and other learning materials, such as science and computer laboratories?

When disparities emerge, then the plan should include strategies for redressing them. These might include the need for positive discrimination and higher investments in remote, marginalized areas in order to achieve a more equitable system over the plan period.

Transparency is key in achieving equity in education and in the disbursement of educational funds. Ministries must have in place reporting procedures that are open and transparent so that all stakeholders, including communities and parents, are informed about resources that are planned for and ultimately provided.

Step Four

Identify funding gaps and resources

Once the plan has been fully costed, the next step is to compare costs with available finances and identify funding gaps and potential resources. The financing of the education sector plan is an important exercise for the government and tends to represent a significant share of overall public spending. It is necessary, therefore, to link spending on the plan to the overall resources available. In nearly every country, the budgetary allocation process begins with the ministry of finance formulating the macro-economic framework which serves to estimate the total amount of resources available, taking into account relevant macroeconomic indicators such as GDP (gross domestic product) growth, inflation rates, fiscal pressure, and so on. The projected budget allocations for the education sector will be compared to the estimated cost of the plan to determine whether external financing and/or revisions to education plan priorities are needed.

Figure 5.2

Stages in calculating the budget for the education sector and its sub-sectors

Macro-economic framework

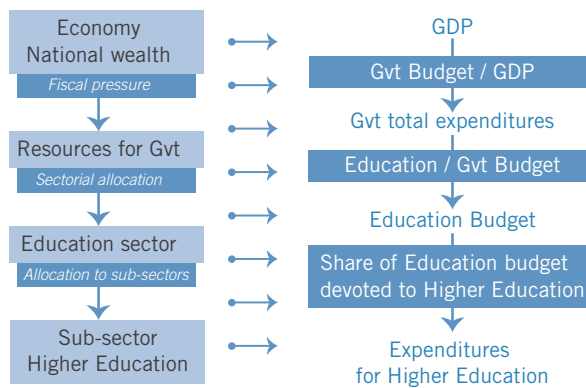


Figure 5.2 shows the different stages in the calculation of the budget that the education sector, or a sub-sector within education, can expect to receive.

Step 1

The available resources depend on the national wealth of a country. This is expressed as the GDP, which is equivalent to the wealth created by the economy in one year.

Step 2

Only a part of GDP can be used by government. This depends mainly on the capacity of the government to collect resources through its taxation system. Some governments are very effective in collecting taxes; others are much less effective. What the government succeeds in collecting is generally considered the government's budget. Some other income can be added to this budget, for instance through the sale of public property. The government budget, or total public expenditure, can be related to GDP using a ratio: the government budget as a percentage of GDP.

Step 3

The government budget is to be used for a wide range of purposes: the construction of roads; the defence of the country's borders; the health of the population; the development of rural areas; reimbursement of loans, and so on. Education is only one of the sectors, and receives only a share of the total government budget. In many countries, education receives the highest share. The education sector budget is equal to the share of the national budget allocated to education activities conducted by various parts of government. The easiest calculation consists of comparing the budget of the ministry or ministries involved exclusively in education delivery (for example, the ministry of education, or the ministry of higher education), to the total government budget. However, in many countries, other ministries also play a role in education, for instance, the ministry of health, which might provide health training centres. In Cambodia, a second problem exists: the Ministry of Education, Youth, and Sports is in charge of more than education, and an attempt may need to be made to distinguish what is spent on education from the other purposes.

Step 4

Within the education sector, different sub-sectors will get different shares of the total budget. The budget for an education sub-sector (in *Figure 5.2*, the higher-education system) can be considered as a part of the whole education-sector budget.

The comparison of the financial cost implications with the resources available, projected within the macroeconomic framework, allows for the estimation of the financial gap, which will be the measure of feasibility. Once the estimated budget allocations have been received, the ministry of education will either need to adjust plan priorities or mobilize additional resources to support plan implementation. Therefore, part of the financial analysis must include a review of potential funding from external partners (development partners, humanitarian donors, or other sources). This can include funding received through general or sector budget support or through earmarked funding (GPE, 2013). If there is still a funding gap after this review, strategies will need to be revised. *Annex B* contains the Global Partnership for Education (GPE) checklist for reviewing the financing of the plan.

Step Five

Mobilize resources

Education financing deals with the mobilization of resources to fund the education sector plan. When all potential national government resources have been exhausted, the ministry of education may need to seek external financing. A range of coordinated external financing mechanisms can be used to ensure financing for long-term programmes, such as safety, resilience, and social cohesion initiatives (for additional discussion of this topic see the *INEE Reference Guide on External Education Financing* [INEE, 2010] and the Overseas Development Institute's document *Dare to Prepare: taking risk seriously – Financing emergency preparedness through fighting crisis to managing risk* [Kellet and Peters, 2014]).

Typically, donor funds are allocated through a donor's development or humanitarian assistance budget. Donors such as the European Commission's humanitarian aid and civil protection department, ECHO, and the UK Department for International Development are considering how to approach funding in a more flexible manner to avoid this division between development funds (to assist with long-term development initiatives) and humanitarian assistance funds (to respond to disasters and other crises). Priority programmes to improve safety, resilience, and social cohesion could potentially be eligible for funding from both development and humanitarian funding sources. Ministries of education may, therefore, wish to consult with the local education group, as well as the education cluster (if one is present), when looking for additional funding for these types of programmes. The remainder of this section discusses some of the major sources of donor funding that may be available.

Development funding

Development funds typically address the longer term, are based on projections over a number of years, and should be aligned with government priorities drawn from the education sector plan. The following are typical funding mechanisms used by a range of multilateral and bilateral donors, including the African Development Bank, UN agencies, and non-governmental organizations (NGOs).

- **Project support:** Earmarked funding for a specific project. Bilateral, multilateral, or non-state actors support specific projects.
 - ▶ Non-state actors also support this mechanism, for example, NGOs, private foundations, faith-based organizations, enterprises, individuals, and diaspora populations.
- **Pooled funds:** Combine funds from multiple donors.
 - ▶ These can support development or humanitarian plans, or a project, programme, sector, or general government budget.
 - ▶ They are best coordinated through the government sector plan and budget.
 - ▶ An example is funding provided by the GPE (which is discussed in more detail below).
- **Multi-donor trust fund (MDTF):** Collects funding from multiple donors and disburses it through different channels, including budget support and project funding.
 - ▶ This type of fund is often administered by the World Bank but can also be administered by a UN organization, a bilateral donor, or a private foundation.
 - ▶ An MDTF works directly with the partner government, and disbursements are conditioned on fiduciary standards and performance measures.
- **Sector budget support:** Bilateral and multilateral donor support to ministry of education budget, based on the education sector plan.
 - ▶ The ministry of finance manages the funds.
 - ▶ This typically lasts three to five years and is conditional on progress.
- **General budget support:** Bilateral and multilateral donor support to the government budget.
 - ▶ The ministry of finance manages the funds.
 - ▶ Disbursements are typically based on agreed conditions outlined in the performance assessment framework or the country's poverty reduction strategy.
 - ▶ General budget support encourages donors to align with government systems and priorities. When jointly funded by multiple donors, it encourages them to coordinate their activities.

Humanitarian assistance

While the bulk of humanitarian assistance funds are dedicated to the response after a crisis occurs, in principle these funds can also be used for disaster or conflict risk reduction. If an Inter-Agency Standing Committee education cluster (a group of organizations within the education sector with responsibility for coordinating emergency response) is operational in a country, it will be an important entry point to assist in obtaining more funds for the ministry of education's crisis or disaster risk reduction priorities. For a further discussion of what humanitarian assistance may be available, refer to the *INEE Reference Guide on External Education Financing* (INEE, 2010).

Other financing sources

The private sector

This can range from parents and communities to faith-based organizations and large corporations or foundations. Funds can also be in-kind or through direct finance. Sponsoring crisis or disaster risk reduction measures, such as peace days or other extra-curricular activities designed to promote peace and tolerance, can be an act of corporate social responsibility for local, national, or multinational businesses.

The Global Partnership for Education (GPE)

This is a multilateral partnership between developing countries and donors, multilateral institutions, teachers, civil society organizations, and the private sector dedicated to ensuring that all children receive quality education. GPE works with its partners in a particular country to develop a sound education sector plan and then provides financial and technical assistance for the implementation of the plan.

GPE has a focus on fragile and conflict-affected states among its objectives. This means that well-conceptualized and well-costed crisis or disaster risk reduction initiatives may increase the chance of GPE funding for member countries (or countries that are applying for GPE membership) that have a credible plan including a vulnerability and conflict analysis, as discussed in *Booklet 2* of this series. For further information, see GPE's *Guidelines for Accelerated Support in Emergency and Early Recovery Situations* (GPE, 2012), which include criteria for accelerated funding for countries affected by a crisis for which a UN humanitarian appeal has been launched.

Key actions

- ▶ Identify cost items for safety, resilience, and social cohesion activities.
 - ▶ Obtain or compute unit costs with the assistance of the ministry of finance and/or the ministry of education's finance and budgeting department.
 - ▶ If the ministry of education uses a simulation model for costing purposes, make sure that relevant objectives related to safety, resilience, and social cohesion are included and analysed.
 - ▶ Use the ministry's simulation model (or create a new model) to analyse and decide upon different scenarios related to prioritization of safety, resilience, and social cohesion activities.
 - ▶ Consult with the local education group and the education cluster (if any) to determine possible sources of funding for safety, resilience, and social cohesion priorities.
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Key Resources

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Annex A

What data do you need in order to start the costing process?

Population estimates, by age and sex, from the central statistics office or other relevant government unit.

Education data, ideally from the past three years, for each education level to be analysed (e.g. pre-primary, primary, secondary, etc.), including:

- ▶ Enrolment by grade and by sex.
- ▶ Number of repeaters, by grade and by sex.
- ▶ Number of classes, by public and private.
- ▶ Number of single- and double-shift classes.
- ▶ Number of teachers (ideally by qualification level, e.g. with bachelor's degree and without).
- ▶ Number of administrative staff.
- ▶ Total number enrolled in public and in private schools
- ▶ Number of public and private classes.
- ▶ Total number of classrooms.

Historical cost (or budget) data – ideally from the past three years (based on the ministry of education's internal budget breakdowns), including:

- ▶ Staff salaries,
- ▶ Recurrent expenditures,
- ▶ Materials and supplies,
- ▶ Equipment,
- ▶ Building and works.

Projected budget allocations from the ministry of finance for the education sector for the plan period.

Alternatively, gross domestic product (GDP) and the education budget for the last three years can be used along with an estimated economic growth rate.

Annex B

GPE checklist for reviewing the financing of the plan

- ▶ Does the financing plan take into account all sources of funding?
- ▶ What is the volume of domestic funding? Is there a comparison with domestic funding in other countries in the region?
- ▶ Is the projected domestic financing based on the country's macroeconomic framework? If not, are the assumptions regarding growth in public expenditures and allocations to the education sector reasonable in light of recent experience?
- ▶ Are the targets and costs of post-primary education described in the education sector plan (ESP) reasonable in relation to the goals in primary education?
- ▶ Is there an integrated financial analysis or projection that ensures goals can be delivered within a reasonable domestic financial envelope? If domestic financing is insufficient, are the needs for donor contributions quantified?
- ▶ Are there mechanisms for consistent reporting to all stakeholders on available resources and expenditures?
- ▶ Does the financing plan include strategies to mitigate the vulnerability of the education system to political, social, and environmental impacts, as identified in the sector diagnosis?
- ▶ Are effective strategies included to monitor education expenditure and leakage (for example, through sector expenditure reviews and the expenditure tracking of resources distributed or disbursed to schools)?
- ▶ Have potential risks in financial governance been sufficiently assessed and appropriate mitigation measures identified? Have all contextual (political, social, or environmental) risks associated with the implementation of the strategies been adequately analysed and addressed?
- ▶ Do the resources and incentives outlined in the ESP have the potential to support implementation and progress toward the expected results?

Source: IIEP-UNESCO and GPE, 2012: 22-24.

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.

COST AND FINANCING

How much will it cost
and who will pay?

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