Country Notes

Uganda:
Strengthening education sector planning capacities for conflict and disaster risk management

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Uganda

Education Sector Planning

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List of abbreviations

BRMS	Basic Requirements and Minimum Standards Indicators
CAO	chief administration officer
CC	coordinating centre
CCT	coordinating centre tutor
CDRM	conflict and disaster risk management
DCP	district contingency plan
DDMC	district disaster management committee
DDP	district development plan
DED	district education department
DEO	district education officer
DES	Directorate for Education Standards (MoEST)
DRC	Democratic Republic of the Congo
DEMIS	district education management information system
DIS	district inspector for schools
EMIS	education management information system
ESSP	Educational Sector Strategic Plan
ESARO	Eastern and Southern Africa Regional Office (UNICEF)
GPE	Global Partnership for Education
HHI	Harvard Humanitarian Initiative
IDP	internally displaced person
LRA	Lord's Resistance Army
M&E	monitoring and evaluation
MoESTS	Ministry of Education, Science, Technology, and Sports
NCDC	National Curriculum Development Centre
NDP	National Development Plan
NECOC	National Emergency Coordination and Operations Centre for Disaster Preparedness
NGO	non-governmental organization
NPA	National Planning Authority
OBT	output budget tool
OPM	Office of the Prime Minister
PBEA	Peacebuilding, Education, and Advocacy Programme (UNICEF)
PEIC	Protect Education in Insecurity and Conflict
PRDP	Peace, Recovery, and Development Plan
PTA	parent teacher association
SMC	school management committee
UBOS	Uganda Bureau of Statistics
UNDP	United Nations Development Programme
UNESCO-IBE	UNESCO International Bureau of Education
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UPE	universal primary education
UPFDRR	Uganda Parliamentary Forum on Disaster Risk Reduction
USE	universal secondary education
WASH	water, sanitation, and hygiene

Executive summary

Uganda is exposed to the risk of conflict and disaster, through, for example, inter-ethnic disputes and natural hazards such as floods and drought. Conflict and disaster can pose a threat to the safety and well-being of learners and teachers, destroy school infrastructure, disrupt instruction, and result in teacher shortages. Uganda is also host to the third-largest refugee population in Africa. Influxes of refugees continue to test the preparedness and responsiveness of government, education institutions, and communities in districts bordering South Sudan and the Democratic Republic of the Congo (DRC). Although Uganda has made remarkable progress in primary and secondary school enrolment, ethnic inequalities and unmet expectations concerning the quality of education, the learning environment, and teachers' work conditions have resulted in or exacerbated grievances and tensions.

By addressing not only the risk of conflict and disaster but also their likely impact on education and education's potential role in either exacerbating or ameliorating disputes, Uganda's conflict and disaster risk management (CDRM) agenda aims to strengthen conflict and disaster prevention and mitigation strategies in and through education. This requires comprehensive government-led and participatory capacity-development strategies.

This study examines these strategies by describing lessons learned in the process of strengthening central- and district-level educational planning capacities for CDRM.

The UNESCO International Institute for Educational Planning (IIEP) has supported this process in close collaboration with the Ministry of Education, Science, Technology, and Sports (MoESTS), UNICEF Uganda, and UNICEF Eastern and Southern Africa Regional Office (ESARO). The aim was to strengthen the capacity of national education officials to plan for crisis in and through education by contextualizing IIEP's crisis-sensitive planning approach.

The first phase, which took a *top-down approach*, began in October 2014 and ended in April 2015. During this period, 150 education officials, at both central and district level, were trained to analyse the bidirectional relationship of education and conflict and disaster risk and to identify the impact of conflict and disaster on education service delivery. Participants developed strategies for CDRM policies and programmes, monitoring and evaluation (M&E), and cost and financing. The second phase, which began in November 2015, is characterized by a *bottom-up approach,* and involves supporting district education department (DED) officials and head teachers in two districts. Through the provision of training and technical assistance, the two districts have developed tools to self-assess and monitor the vulnerability and prevention and response capacity of schools with regard to conflict and disaster risks. Furthermore, guidance on how to develop a CDRM school plan and mechanisms to identify, prevent, and mitigate conflict and disaster was developed in a context-based and participatory manner. All activities were embedded in and informed by Uganda's institutional and policy provisions for educational planning and disaster risk management.

The following lessons for mainstreaming CDRM in education, at both central and decentralized levels, were identified:

1. Combining top-down and bottom-up approaches allows for the development of a critical mass of capacity for CDRM at all levels and increases the pressure on central- and district-level decision-makers to work towards a conducive policy environment and to provide adequate funding for CDRM activities. Furthermore, a participatory and highly contextualized approach helps sustain and utilize high levels of responsiveness

and engagement at school/grassroots level. This is important, given the unique understanding and motivation to address vulnerabilities found at this level.

2. Local-level development plans can be a promising entry point for preventing and mitigating conflict and disaster risk, as can local policies such as by-laws and ordinances.

3. Moving from ad-hoc planning practices towards evidence-based CDRM planning requires well-developed organizational and individual capacities. Prevention and response strategies at central and decentralized levels will improve once current challenges are met. These include a dysfunctional education management information system (EMIS) at district level, the disconnect between district- and central-level data collection and analysis mechanisms, poor staffing levels, and poor data entry and processing skills among DED staff.

4. Effective and cost-efficient planning for preventing and mitigating the impact of conflict and disaster requires strong cross-sectoral and cross-departmental collaboration and coordination. Cross-sectoral efforts require leadership, a shift in thinking towards holistic solutions, and resources. These, however, are often underdeveloped.

5. Capacity-development measures must reflect an understanding of context and the factors that limit the capacities of individuals and institutions to deliver relevant and sustainable results for CDRM.

The study outlines five recommendations for the Government of Uganda and development partners for further developing capacities in CDRM in education:

- *Recommendation 1*: Mainstream CDRM in education through a fundamentally more decentralized capacity-development approach.

- *Recommendation 2*: Mainstream CDRM in Uganda's education sector plan and programmes.

- *Recommendation 3*: Establish a culture of evidence-based planning by strengthening planning practices, skills, and management structures.

- *Recommendation 4*: Build upon and strengthen local knowledge and skills as a key factor in preventing and mitigating conflict and disaster risk.

- *Recommendation 5*: Increase education's potential to prevent and mitigate risks by turning CDRM into a 'life skill'.

Introduction

The devastating impact of conflict and natural disaster on children's lives, learning, and futures has resulted in a growing urgency among affected countries and the development community to establish prevention and risk-mitigation strategies. While conflict and natural disaster are very different types of event, both have an impact on social service delivery, including on education, hamper economic growth, pose a threat to life, reinforce inequalities, and keep the poorest poor (ODI, 2014). Both have the potential to destroy or damage infrastructure, stretch the resources needed to respond to such impacts, and can have grave physical and psychological effects on the security and well-being of children and their teachers. These impacts, in turn, have the potential to disrupt instruction, cause teacher shortages, and hamper education management, including inspection, supervision, and collection of data. Protracted crisis can result in generations of children missing out on education. An estimated 36 per cent of primary-aged children in conflict-affected countries are out of school (UNESCO, 2015). Beyond the direct and, often, immediate impacts of conflict and natural disaster on children's education, they can also lead to displacement within or across borders, which can, potentially, increase underlying tensions or spark new ones over scarce resources between host communities and displaced populations. Where economic opportunities shrink and social institutions are weakened, children's protection is undermined, which can result in a rise in violence against children, early marriage, child labour, and trafficking due to limited actual or perceived alternatives to protect and provide for families.

Crisis-sensitive planning in education means acting to minimize the negative impacts of conflict and natural disaster on education service delivery and to maximize the positive impacts of education policies and programming on preventing conflict and disaster or mitigating their effects. This means identifying and analysing existing risks and the two-way interaction between conflict and/or disaster and education to develop strategies that respond appropriately. It also requires identifying and overcoming patterns of inequity and exclusion in education, as well as harmful cultural practices.

IIEP believes that educational planning that addresses conflict and disaster can enable countries to better manage their education system before, during, and after crises. This implies a shift from a largely reactive response to incidents of conflict and natural disaster towards a more proactive position that addresses the causes of conflict and disaster. In practical terms, this means strengthening sector capacities to: a) avoid the adverse impacts of conflict and disaster risks (prevention); b) anticipate, respond to, and recover from the impacts of conflict and disaster risks (preparedness); and c) lessen or limit the adverse impacts of conflict and disaster risks (mitigation).

The Government of Uganda, through its Ministry of Education, Science, Technology, and Sports (MoESTS) and with support from UNICEF's Peacebuilding Education and Advocacy Programme (PBEA), has adopted this approach in the development of a policy framework known as the Conflict and Disaster Risk Management Guidelines for Educational Institutions. Furthermore, the MoESTS is in the process of strengthening individual, organizational, and institutional capacities in conflict and disaster risk management (CDRM) in education at national, district, and school level, to ensure children's right to education, regardless of the context.

In the Ugandan context, conflict and disaster risk management in education means:

- Preventing conflict through equitable access to quality education, enhancing capacities relevant to livelihoods, health, and conflict resolution.
- Ensuring education continuity where possible, safe and sensitive to the environment.

- Ensuring a culturally and economically relevant education curriculum to support sustainable livelihoods and promote social inclusion.
- Ensuring that a culture of prevention, preparedness, and resilience is developed among learners and stakeholders at all levels (school, community, and system).
- Promoting and encouraging community participation and inclusiveness to foster broader resilience and social cohesion.

Funded by Protecting Education in Insecurity and Conflict (PEIC) and UNICEF Eastern and Southern Africa Regional Office (ESARO), the UNESCO International Institute for Educational Planning (IIEP) provided practical guidance, technical assistance, and training to Uganda's MoESTS from October 2014 to September 2016. Using its expertise and training materials in the field of crisis-sensitive education planning, IIEP works closely with the MoESTS and UNICEF's PBEA programme[1] to strengthen capacities in central- and district-level education to develop education plans, policies, and programmes that address the causes and triggers of conflict and are informed by other risks.

> 'Children are more vulnerable to disasters. But at the same time they can be influential and effective communicators about disasters. Often, lessons learnt at school are later transmitted to the parents at home.'
>
> Dr Rose Nassali Lukwago, Permanent Secretary, Ministry of Education and Sports Uganda, Entebbe (IIEP-UNESCO, 2014)

This country case study reflects on IIEP's support and distils lessons for strengthening capacities in crisis-sensitive educational planning in Uganda. It is part of a series of IIEP country case studies that describe country experiences and lessons for preventing and mitigating conflict and disaster risk in and through education. The study posed questions about how crisis-sensitive planning can take place and what limits and/or enhances the capacity of the MoESTS and its staff to implement policies and deliver results to protect learners, teachers, and education sector investments. It also discussed how to use education as a positive force to reduce conflict and disaster impacts on education and beyond.

Chapter 1 explains the study's objectives and the methodology used.

A brief review of Uganda's past and current experience of the risks of conflict and disaster is provided in *Chapter 2*. It examines the impact these risks have had on the country's education system in terms of access, quality, equity, and education management. *Chapter 3* describes Uganda's commitment towards preventing, preparing for, and responding to conflict and disaster risks in and through education, as reflected in the respective policy framework and initiatives. A brief chronology of IIEP's support for capacity development is set out in *Chapter 4*. *Chapter 5* discusses lessons identified through IIEP's capacity-development approach. A set of recommendations concludes the case study in *Chapter 6*. The recommendations are intended to guide education stakeholders aiming to address conflict and disaster risks in and through education in similar settings.

Key questions and methodology

This case study examines how capacities for conflict-sensitive and risk-informed planning were developed at central and sub-central levels in Uganda. It explores a process-based and iterative approach to strengthening education planning capacities in order to prevent and mitigate conflict and disaster in and through education. This study uses the terms 'crisis-

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1. The four-year PBEA programme (2012–2016) – designed as a partnership involving UNICEF, the Government of the Netherlands, the national governments of participating countries, and other key stakeholders – was an innovative, cross-sectoral programme focusing on education and peacebuilding. Its goal was to strengthen resilience, social cohesion, and human security in conflict-affected contexts, including countries at risk of – or experiencing and recovering from – conflict. The partnership between IIEP and PBEA included the UNICEF Uganda Country Office and UNICEF ESARO.

sensitive planning' and 'conflict-sensitive and risk-informed planning' interchangeably to refer to this approach.

The following two key questions guide the case study:

- How can capacity-development measures increase education sector capacities to plan for risk prevention and mitigation?
- What factors impede the development of individual and organizational capacities to implement policies and deliver results on CDRM?

The study is based on the observations of IIEP staff and project partners, and on data and information collected during the two phases of IIEP support to the MoESTS in mainstreaming CDRM in education in Uganda. Funded by UNICEF ESARO, the first phase of the project ran from October 2014 to April 2015 and focused on strengthening central and district-level capacities in crisis-sensitive planning. This was delivered through a series of workshops held at central and regional level (in Western Uganda, Northern Uganda, and Karamoja). These comprised:

- a regional workshop with ministry of education and UNICEF staff from 12 countries in southern and eastern Africa in October 2014;
- a technical workshop for central-level policy-makers in December 2014;
- a technical workshop for district-level education and administrative staff from 30 districts in February 2015;
- three consecutive technical workshops for district-level education and administrative staff and civil society stakeholders in Western Uganda, Northern Uganda, and Karamoja in February 2015.

The results of activities undertaken during this phase formed the basis for the next, which ran from November 2015 to August 2016, financed by Protect Education in Insecurity and Conflict (PEIC). Activities were tailored to two target districts, Kisoro in Western Uganda and Oyam in Northern Uganda. IIEP's support was limited to two districts to allow the provision of substantial technical support within a relatively short space of time. This included:

- initial visits to Kisoro and Oyam district education departments (DEDs) to determine capacity needs at individual and organizational level in February 2016;
- a three-day work session in each district for the development of context-specific vulnerability and capacity assessment and monitoring/inspection tools in March 2016;
- a one-day workshop in each district in April 2016 dedicated to orienting teachers on the developed tools;
- three weeks of prolonged technical support to the DED in Kisoro in April/May 2016;
- technical support to the DED in Oyam, provided through bi-monthly visits which lasted between one and three days;
- continued technical support to the MoESTS at the central level, from November 2015.

The data collection methods used in the study comprised:

- a desk study of relevant research, supported by the UNICEF Uganda PBEA programme;
- workshop reports and observations made by IIEP staff during workshops;
- observations of the day-to-day work of the DED in Kisoro;
- a one-day workshop on taking stock of progress and achievements to date conducted with central-level government (MoESTS, Office of the Prime Minister – OPM) and development/humanitarian partners (UNICEF, UNHCR, UNESCO);

- focus group discussions with district and central-level education officials, head-teachers, school management committee (SMC) members, and prominent figures of the local community.

In Kisoro, a series of one-hour semi-structured focus groups were conducted, primarily with head teachers. The focus groups were held over a period of three days in nine different schools, and included head teachers and relevant stakeholders from almost every sub-county in the district.[2] Participants collectively numbered 100 and were drawn entirely from primary schools, with the majority of these government-aided. This accounts for approximately 70 per cent of government-aided primary schools in the district. In addition to head teachers, the groups also included a small number of SMC members and prominent figures from the local community. In Oyam, a series of meetings, lasting between one and two hours, were held, involving DED officials (including district education officers, planners, and the district inspector for schools) and 20 selected head teachers.

The findings of the study should be read with the understanding that only a small number of districts were targeted in a relatively short timeframe as part of the second phase of the project. Therefore, some conclusions made with regard to planning practices are based on observations and results achieved in two districts only and cannot be safely generalized to Uganda's 111 districts.

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2. The following schools hosted focus groups: Ntungamo, Iryaruvumba, Nyamirembe, Kinanira, Seseme, Gisorora, Kabindi, Mukibugu, and Kabami.

1. The context: Education, conflict, and disaster risks in Uganda

This chapter examines Uganda's past and current experience of conflict and disaster risks. It examines how these risks have impacted on the country's education system in terms of access, quality, equity, and education management, and how education can exacerbate or mitigate existing grievances.

1.1 How conflict and natural disaster impact on education service delivery

Uganda gained independence from the United Kingdom in 1962. This was followed by two decades of civil war (1966–1986) involving the Lord's Resistance Army (LRA) in Northern Uganda. The war displaced more than 1.8 million people, resulted in tens of thousands of casualties, and led to the abduction of 60,000 children, many of whom became child soldiers (Knutzen and Smith, 2012). Uganda's long history of conflict and ethnic inequality continues to affect inter-group relations. While the majority of Northern Ugandans displaced during the civil war have returned to their areas of origin or resettled in new locations, the return process has been marred by land disputes in the Acholi and Lango regions and land wrangles in the northern region, sometimes leading to violence. Some 1.8 million internally displaced persons (IDPs) lived in camps at the height of the crisis, before the cease-fire agreement between the Government of Uganda and the LRA was signed in 2006 (IDMC, 2014). Tribal conflicts concerning cattle-rustling remain a part of life in Karamoja (Knutzen and Smith, 2012). In July 2014, inter-communal violence in the western districts of Bundibugyo, Kasese, and Notoroko resulted in more than 100 casualties, the closure of all schools, and the displacement of thousands of learners, teaching staff, and their communities (Kagenda, 2014).

Instability in neighbouring countries has resulted in cross-border refugee influxes from South Sudan, the Democratic Republic of the Congo (DRC), and Burundi. These influxes continue to test the preparedness and responsiveness of government and educational institutions in the border districts of Kisoro, Amuru, Kanungu, Yumbe, Arua and Bundibugyo, Hoima, and Adjumani. As of December 2015, more than 500,000 refugees and asylum seekers had found protection and safety in Uganda (Yaxley, 2015), the highest number recorded in the country's history. This makes Uganda the country with the third-largest refugee population in Africa, after Ethiopia and Kenya. The majority of refugees fled violence and human rights abuses in their native countries. In 2014, education services in some locations were disrupted as local authorities struggled to provide services to displaced people (UNHCR, 2014). Schools located close to national borders have been particularly affected by the continuous cross-border movement, with classrooms quickly filling up with unregistered non-Ugandans, according to head teachers interviewed in Kisoro in April 2016. The head teachers cited examples of families in DRC sending their children across the border when the security situation worsened, with a view to either joining them later or bringing them home when safe to do so. When non-Ugandans choose not to register with local authorities and/or the United Nations High Commissioner for Refugees (UNHCR), children access schools in Uganda but are off the government's radar and cannot be included in its planning.

The delivery of social services, including education, has been also disrupted and challenged by natural hazards. Floods, earthquakes, landslides, drought, epidemics, crop failure, and livestock diseases affected almost 5 million people between 1980 and 2010 and were found to span districts (IDMC, 2014). El Niño continues to have an impact on 33 high-risk

districts, bringing unusually high rainfall and flooding. In 2014, floods in the Kasese district in Western Uganda resulted in the evacuation of more than 2,000 children and the temporary closure of affected schools (IIEP-UNESCO, 2015). Heavy rain in the latest rainy season (October 2015 to April 2016) affected almost 5,000 households, including 14,754 children in 12 districts, according to an assessment report by the Red Cross. Where necessary, children are transported to schools by boat. Additionally, water sources have been contaminated aggravating the risk of water-borne diseases. Outbreaks of cholera and malaria have been reported in several districts (UNICEF, 2015).

Project partners reported that natural disaster and conflict impacts, in addition to household poverty, increased the vulnerability of population groups, which led to increases in harmful social practices, particularly affecting girls' lives (e.g. female genital mutilation, child trafficking, child labour, defilement/rape). Violence against children in their homes and schools in the form of corporal punishment, sexual abuse, and abusive language was identified by project partners as being especially prominent, and was seen as a conflict driver that adversely affected education service delivery (IIEP-UNESCO, 2015). A population-based survey carried out by the Harvard Humanitarian Initiative (HHI) confirms this perception, with 19 per cent of respondents across the country reporting teacher-on-pupil violence, and 34 per cent reporting teacher-on-pupil violence in Karamoja (Pham, Vinck, and Gibbons, 2015). This points to an ongoing culture of violence in a region that has been severely affected by conflict and continues to lag behind in terms of national development.

1.2   How education can exacerbate existing grievances

At the same time, grievances have emerged concerning the economic and service-delivery gap between Northern Uganda and the rest of the country following 20 years of civil war. While post-war Uganda has an impressive poverty-reduction record, Northern Uganda has remained poor. In fact, the incidence of poverty in Northern Uganda is nearly double the national average (Ssewanyana, Younger, and Kasirye, 2007). Inequalities also manifest themselves in education, as shown in a recent study measuring 'horizontal inequalities'[3] in education. The UNICEF-supported study states that Karamoja had the highest degree of ethnic inequality and no improvement was found in the two other regions, North and West Nile (FHI 360 Education Policy and Data Center, 2015). In 2012/13, the literacy rate for Northern Uganda was 60 per cent, compared with the national average of 71 per cent. More than half of the women in Northern Uganda are illiterate (52 per cent), while the national average for women is 10 percentage points lower than for women residing in Northern Uganda (UBOS, 2014). This is despite the government's past and ongoing attempts to reduce disparities between northern areas and the rest of the country. Starting in 1997, a series of interventions, including the Peace Recovery and Development Plan (2009–2015), have been implemented to strengthen security and economic and social development in Northern Uganda.[4] Education was not seen as a priority area. Datzberger, McCully, and Smith note that substantial financial support to the north did not lead to sustainable results due to mismanagement of resources, corruption, and lack of coordination (2015: 6).

The Government of Uganda introduced free universal primary education (UPE) in 1997 and free universal secondary education (USE) in 2007. The reforms resulted in a significant

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3. Horizontal inequalities are group-based, i.e. horizontal measures of wealth, education, and health are calculated for a social group as a whole, while vertical inequalities take individuals and rank them in hierarchical fashion, capturing as in a Gini index of income.

4. The PRDP was launched in 2009 and entered its third phase in 2016, providing a government 'road-map' with the primary goal of closing the economic and service delivery gap between Northern Uganda and the rest of the country after 20 years of civil war. The four strategic objectives of the PRDP are: 1) consolidation of state authority; 2) rebuilding and empowering communities; 3) revitalization of the economy; and 4) peacebuilding and reconciliation.

increase in primary and secondary school enrolment. However, while they contributed to Uganda's significant progress towards its Education for All obligations, they did not 'translate into anticipated improvement of the quality and infrastructure for education thereby hampering processes of social transformation' (Datzberger, McCully, and Smith, 2015: 9). Grievances and unmet expectations concerning the delivery and implementation of UPE and USE represent drivers of conflict capable of adversely affecting education service delivery, as identified by an education sector conflict analysis implemented by UNICEF Uganda in 2014–2015 through the PBEA, in partnership with the University of Gulu Institute of Peace and Strategic Studies (Llamazares *et al.*, 2016). Concerns were raised in relation to the quality of education and the poor education outcomes that resulted, insufficient physical learning facilities, and an inadequate learning environment. Pham, Vinck, and Gibbons state that in areas prone to food insecurity, poor school meals – or the shortage of food while at school – constitutes the most common source of conflict related to education that is likely to incite violence among concerned parents (2015: 62). Although the government provides funds for school meals through its capitation grant, parents are asked to contribute to ensure that all learners receive sufficient food.

The conflict analysis also revealed grievances among teachers concerning their work conditions. This contributes to teacher absenteeism which, in turn, erodes the important relationship between learners, teachers, parents, and local authorities (Llamazares *et al.*, 2016). The delivery of education services is further hampered by land conflicts related to school premises, resulting from disputes over ownership, boundaries, access to shared resources such as water points, and disagreement over trespassing and use of school facilities by community members. In Oyam, where education officials identified land conflict as a major conflict driver in education, not one of 109 primary schools possesses the title to its land. A similar situation prevails in Kisoro where the majority of schools are church owned, as stated by the district inspector for schools and district land department. This leaves schools reliant on the community, individuals, or religious foundation bodies that own the land. District officials shared numerous anecdotes of individuals claiming land their ancestors had given to the community for the purpose of setting up a school. More than 60 per cent of government-funded schools (MoESTS, 2014) are founded by foundation bodies, which determine not only the religious identity of the school, but also its management. The conflict analysis revealed 'discriminatory practices towards School Management Committee (SMC) members that ascribe to a different faith to that of the Foundation Body' (Llamazares *et al.*, 2016: 9). [5]

To summarize, conflict and natural hazards impact negatively on education service delivery in Uganda, while the delivery and management of education exacerbate tensions, grievances, and disputes. The Government of Uganda is committed to providing conflict-sensitive education that addresses the various challenges outlined in this chapter. Furthermore, it recognizes the potential of education to contribute to safety, social cohesion, and resilience, as described in the following chapter.

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5. The Government of Uganda distinguishes between 'government-funded schools' and 'government grant aided schools'. The latter refers to a school not funded by the government but which receives statutory grants in the form of aid from the Government of Uganda and is jointly managed by a foundation body and the Government of Uganda. This arrangement resulted in a legal structure in the educational system in which public schools are heavily subsidised by foundation bodies. Hence, even if a school is considered public and receives some support from the government, the school is managed by a foundation body, which, according to the Education Act (2008), can be an individual, group, or organization. The latter can also refer to a religious institution. Consequently, the quality and services provided by a public or private school in Uganda depend heavily on the funds, management, and engagement of its foundation body, as well as on parents and the community.

2. Mainstreaming CDRM in education: Achievements, progress to date, and remaining challenges

2.1 Policy frameworks for CDRM

Uganda has shown considerable leadership in its efforts to respond to emergencies and foster durable solutions to prevent and mitigate the risk of conflict and disaster. The most notable policies and programmes include the Peace, Recovery, and Development Plan (PRDP) for Northern Uganda and the country's national policy on IDPs (OPM, 2004), which sets out a comprehensive approach to support reconstruction and IDP return. In 2006, Uganda passed a refugee law that was regarded as a model for Africa, recognizing the right of refugees to work and own their own businesses, their freedom of movement, and their right to live in settlements rather than in refugee camps. Recognized refugees are provided with small areas of land in villages integrated within the local host community, which enhances social cohesion and allows both refugees and host communities to live together peacefully. With the passage of a range of by-laws in 2009, the Refugee Act was operationalized. The National Development Plan (NDP II), through the (refugee) Settlement Transformative Agenda, ensures planning for refugee management and protection (Yaxley, 2015). In 2010, the OPM endorsed the country's first National Policy on Disaster Preparedness and Management. The policy stipulates the government's commitment to addressing disaster risks across key sectors and outlines the role of each sector in preparing for and managing disasters. Furthermore, it urges the education sector to mainstream disaster risk management in the education curriculum at all levels (OPM, 2010).

> 'In the event of a disaster, children are the most affected, schooling systems are disrupted, therefore affecting a fundamental right of children, the right to education.'
>
> Dr Rose Nassali Lukwago, Permanent Secretary MoESTS, Entebbe, February 2015

The MoESTS has responded to this call, acknowledging education's role in addressing the risk of conflict and disaster and including both elements in its strategy to ensure quality education for all, regardless of context.

In 2010, the MoESTS issued a set of *Basic Requirements and Minimum Standards Indicators for Education Institutions* (known as the BRMS–MoES, 2010), providing a comprehensive framework for the effective and systematic development, organization, and management of schools. The BRMS also aims to guide schools in creating an environment conducive to learning, offering a list of standards and mechanisms essential for preventing and mitigating risks and, therefore, contributing to ensuring quality education for all. This includes, for example, the provision and management of structures and facilities that ensure the safety and security of learners and teachers, including windbreaks, trees for shade, a fenced compound, a lightning conductor, organized fire drills, controlled access to school premises, and so on (MoES, 2010). To provide further guidance for schools to operationalize the standards and mechanisms outlined in the BRMS, the MoESTS developed *A Guide to Conflict and Disaster Risk Management in Educational Institutions in Uganda* (the CDRM guidelines), which was officially launched at the 22nd Education Sector Review (ESSR) in Kampala in August 2015. The CDRM guidelines take into account international and regional instruments ratified by the Government of Uganda and formulate policies and programmes that are conflict-sensitive and contribute to disaster risk reduction. The guidelines clearly stipulate each stakeholder's role in mitigating and responding to risks and disasters (MoESTS, 2015).

Developed with UNICEF PBEA support, the guidelines are now being disseminated at all levels, including at school level. Upper primary and post-primary learners receive a child-friendly version of the CDRM guidelines that is accompanied with a teachers' guide (MoESTS, 2016*a, b*). The materials aim to equip teachers and learners 'with the necessary information on the specific actions that have to be taken in order to avert a conflict, disaster or steer away a school (...) or vulnerable learners from getting into trouble and make schools safe for learning' (MoESTS, 2016*c*).

Remaining challenges

Discussions held during workshops revealed a general perception among education officials at all levels that there is no shortage of transformative policy in the education sector. However, weak operationalization of policies continues to affect the long-term development process, including addressing conflict and disaster risks in and through education. Therefore, strategic dissemination of the guidelines and the provision of associated training, and the publication of a child-friendly version, constitute important steps towards their operationalization.

2.2   Institutional arrangements for CDRM in education

OPM, through its Department of Disaster Preparedness and Management, coordinates the development of capacities for prevention, preparedness, and response to natural and human-caused disasters across sectors. This includes district hazard mapping and multi-sectoral rapid assessments (health, education, water, sanitation, and hygiene [WASH], and child protection) which are regularly undertaken in high-risk districts, with the support of partners such as UNICEF, the UN Development Programme (UNDP), and the Ugandan Red Cross, to inform response efforts such as those to the effects of El Niño. National-level institutions are charged with implementing the country's disaster risk management strategies, including the OPM-led national platform on disaster risk reduction and the National Emergency Coordination and Operations Centre for Disaster Preparedness (NECOC). Three per cent of the national budget is ring-fenced for emergencies, of which 15 per cent is earmarked for disasters. The institutional mechanism for CDRM at district level is the district disaster management committee (DDMC). With support from OPM, DDMCs were formed in each district and received training on their roles and responsibilities. Chaired by the chief administration officer (CAO), the DDMC is mandated to coordinate disaster risk reduction and management at district and sub-district levels and to develop district local government contingency plans (DCPs). The DDMC comprises all heads of technical departments and partners, and provides an opportunity for sharing information and knowledge on CDRM.

In education, disaster response in terms of rehabilitation and reconstruction of infrastructure is led by each sub-sector through the prioritization of emergencies within the sub-sector's allocated development budgets. The MoESTS's Directorate for Education Standards (DES), with an institutional mandate to monitor and ensure the provision of quality education, was charged with leading the work on CDRM within the education sector. DES works closely with OPM and the Education Planning and Policy Analysis Department (EPPAD) within the MoESTS. EPPAD is responsible for educational planning, budgeting, and policy formulation and development. Furthermore, DES collaborates with the ministry's curriculum arm, the National Curriculum Development Centre (NCDC). During the course of IIEP's central-level support to the MoESTS, a CDRM working group was initiated to support central-level activities such as identifying entry points for integrating CDRM into the revised Education Strategic Sector Plan (ESSP 2016–2020) and the development of a project proposal to be submitted to education development partners interested in mainstreaming CDRM in education through a series of capacity-development activities at individual, organizational, and institutional level.

Remaining challenges

Despite these provisions, there is still a lack of education-specific funding to respond to emergency situations resulting from conflict or natural disasters. The Government of Uganda recognizes the inadequate budget and time lag in responding to and addressing damage reported by schools and institutions affected by conflict and natural disasters (IIEP-UNESCO, 2015). Local government officials in Oyam and Kisoro districts indicated that the Emergency Coordination and Operations Centre situated at OPM answered requests for financial and technical support within a time period of one month. Financial support provided, however, did not allow the district to fully address the education needs that resulted from the crisis. An OPM official noted that technical support was needed to operationalize the National Policy for Disaster Preparedness and Response, including promoting and planning how regional and district levels can access existing funds. In many cases, development partners contribute as far as possible to filling funding and response gaps. During district-level workshops in Kisoro and Oyam, participants explained that advocacy and fund-raising remains largely ad hoc when emergencies occur.

District-level education officials indicated the lack of (up-to-date) local emergency preparedness and response plans, including coordination and communication mechanisms, and insufficient capacity among education officials in writing and implementing prevention, preparedness, and response strategies. A recurring theme during workshops held at central, regional, and district levels was the lack of an allocated budget within the district development plan (DDP) and output budget tool (OBT), the major planning tool available to local district governments. Following their participation in the workshop series in February 2015, and with continued support from UNICEF in form of seed funding and technical advice 15 out of 28 UNICEF-supported districts had incorporated CDRM into the education sections of their respective DDPs. The level of integration varies. Six districts have developed fully-fledged and budgeted activities (Zombo, Amuru, Pader, Moroto, Napak, and Gulu), while the others have indicated the importance of addressing conflict and disaster risks in education and their intention to provide financial resources once available.

2.3   CDRM in the education curriculum

In addition to disseminating the CDRM guidelines, the education sector, through the NCDC, has mainstreamed CDRM into the primary and the lower secondary curriculum to create awareness of conflict and disaster risk among learners. Furthermore, the revised curriculum reflects on education as a peace dividend as well as on its role in contributing to peacebuilding. As NCDC states, CDRM provides an opportunity to equip Uganda's students with 'respect for human rights, tolerance of difference as well as peaceful and harmonious values' (Kagenda, 2014). Datzberger, McCully, and Smith (2015) note that the current national curriculum places great emphasis on 'inter-personal relationships, attitudes of peace at the individual level, or within school and community environments'. Peacebuilding through education now constitutes a component of social studies within the revised primary teachers' education curriculum, developed with UNICEF PBEA support and now used by all pre- and in-service teachers at the country's primary teacher training colleges.

It is the first time in Uganda's history that the country's curriculum has included a peacebuilding component. NCDC is also in the process of finalizing supplementary learning materials on CDRM for Grades 1 to 7.

Remaining challenges

While large parts of the curriculum and textbooks now support the development of skills and knowledge in CDRM, they are not being examined. Some education officials remain

sceptical about the envisaged impact of the curriculum on learners and the potential transfer of knowledge and skills to their families and communities if teachers are not obliged and/or incentivized to teach lessons on CDRM. Furthemore, Datzberger, McCully, and Smith point to the need to discuss education's role in Uganda's reconciliation process in examining the past and present causes of conflict in various regions (2015). The Lower Secondary Curriculum, Assessment and Examination Reform Programme (NCDC, 2013) provides a promising framework for addressing past and current causes of conflict.

2.4   Reliable data and measuring progress towards CDRM

Positive transformation in the education sector is measured by indicators in the education management information system (EMIS). Current indicators relevant to CDRM include distance to schools, which reflects the sector's target to reduce learners' journeys to school in order to minimize exposure to natural and human induced disasters; the pupil–classroom ratio, with a target of 53:1 for primary and 44:1 for secondary schools, to ensure teacher–pupil contact; and health and sanitation indicators, such as main water sources and distance to water sources, which inform the education sector on potential risk of disease due to limited access to safe water and sanitary facilities.

Remaining challenges

The Government of Uganda recognizes both that not all the targets that contribute to CDRM are met at this point and that the EMIS does not, at present, gather all relevant data with regard to CDRM. No clear record is kept of reported disasters countrywide, the frequency of predictable disasters, related responses, or the time lag between requests and responses to affected schools. This lack of available data presents an additional challenge to effective, evidence-based educational planning and budgeting for conflict and disaster risk. More indicators specific to CDRM issues, such as learner experiences of risk identification, monitoring, and responses, will have to be integrated into EMIS. A current initiative, developed by UNICEF and implemented by the MoESTS, helps to collect secondary data through an SMS-based, real-time education monitoring system called EduTrac.

Box 1.   Secondary data tools as entry point for CDRM in education

Supported by UNICEF Uganda, the MoESTS is in the process of streamlining conflict-sensitive monitoring into the education sector through an SMS-based, real-time education monitoring system. The system – called Edutrac – allows for more frequent data collection at primary school level than is currently available with the paper-based annual school census (EMIS database). Through simple closed questions sent to head teachers and SMC members, the MoESTS can monitor indicators relevant for CDRM. These may include teacher absenteeism, pupil absenteeism, violence against children in schools, receipt of school funding, availability of school meals, management meetings, and availability of water for hand washing. Once processed and analysed, these data can directly inform policy and programme planning for the education sector. At school level, the head teacher is responsible both for responding and for the content of the data provided to the MoESTS (Herrington, 2015: 89).

Most recently, MoESTS launched an initiative to develop and integrate more comprehensive CDRM indicators into EMIS, to be collected via the annual MoESTS school census. Once established, this will provide an opportunity to establish a baseline on conflict and disaster risks and needs at school level and to measure progress towards CDRM in the future. Furthermore, the Directorate of Education Standards (DES) is in the process of reviewing the country's school inspection tool to reflect on CDRM issues at school level.

In past years, the MoESTS has received considerable technical support in CDRM from education development partners. This case study cannot provide the necessary detail of all the various initiatives. Partner reports provide comprehensive information on activities undertaken and results achieved. For example, UNICEF PBEA supported 28 districts in CDRM between 2012 and 2016 as part of a four-year global education and peacebuilding programme. Annual PBEA programme reports from Uganda and other research products are available from: http://learningforpeace.unicef.org/.

3. Chronology of IIEP's support to strengthen education sector capacities in CDRM in Uganda

In line with the government agenda to strengthen sector capacities in CDRM, IIEP provided training and technical support and facilitated exchange of experiences for education stakeholders at central, district, and school levels. A two-way approach was adopted.

The first phase of the project took a top-down approach. Capacity development was provided first to key central-level education planners, policy-makers, and other sector stakeholders, and then to district-level education and administration officials at regional level.

The second phase of the project aimed to interlink school- and district-level evidence and practices resulting from crisis-sensitive planning in order to inform central-level policy and plan development processes (a bottom-up approach). Given IIEP's mandate, the support provided in Uganda has focused on strengthening educational planning and management for CDRM at two levels: individual capacity and organizational effectiveness (MoESTS at central and decentralized levels). Interventions did not aim to strengthen institutional capacities (improving institutional or environmental conditions by improving public administration) and could not improve the social, economic, and political context, although they did take that context into account. All interventions recognized the intrinsic values of ownership and participation by the MoESTS at central and decentralized levels to ensure sustainable gains for CDRM and to support the ministry in building a supportive environment for CDRM, including in future policies and the education sector plan and programmes.

IIEP's standard approach to capacity development is based on the understanding that improving social service delivery requires:

1. Increased capacities of education officers in charge of educational planning and management (individual capacities).
2. Increased capacities of organizations through more effective and efficient structures and internal management of the organizational unit within which individual officers work (organizational capacities).
3. Increased capacities of the institution by improving the public administration to which these units belong (institutional capacities).
4. Understanding and working towards an improved political, social, and economic context. (De Grauwe, 2009)

For the CDRM agenda to be successful, capacity development must create changes not only at the individual level, through training courses, for example, but also at the organizational level, including political will, expertise, and institutionalized approaches to CDRM, by integrating CDRM into established training, monitoring, and planning formats, for example.

3.1 Phase 1: The top-down approach

Between October 2014 and February 2015, the MoESTS, UNICEF Uganda, UNICEF ESARO, and IIEP conducted a series of six workshops aiming to strengthen individual capacities in mainstreaming CDRM in education sector plans and policies in Uganda. The capacity-strengthening measures brought together 150 stakeholders at central and regional levels in Uganda. The workshops, which were between two and four days long, were held in Kampala, Entebbe, and in the three regions of Western Uganda, Northern Uganda, and

Karamoja. The project targeted 30 districts in those three regions (see *Annex 1* for a map), which were identified as being conflict and disaster affected, and of which 28 districts received support from UNICEF PBEA. At central level, workshop participants included representatives from the MoESTS, OPM, the National Planning Authority (NPA), the Uganda Parliamentary Forum on Disaster Risk Reduction (UPFDRR), civil society (Forum for Education NGOs in Uganda, FENU), and development partners.

Table 1.   Learning objectives of phase 1 capacity development measures

Workshop session	Learning objective
Introduction – Why CDRM in Uganda	Participants become familiar with the purpose of the workshop and why CDRM is important and the role it plays for the education sector in Uganda.
National frameworks for integrating CDRM into the education sector	Participants learn how CDRM approaches and concepts have been applied in Uganda. This includes information on the development process, content, and operationalization of the CDRM guidelines and the role of central and district local governments in mainstreaming CDRM into the education sector.
Step 1: Analysis	Participants identify five major risks impacting the education system at central/district level and develop hazard maps based on this first risk profile. This provides the basis for a more comprehensive analysis in which participants determine conflict and disaster impacts on education and vice versa, as well as strengths and gaps in the education sector's potential response to the identified impacts. Four categories are used for this and all following sessions: access, quality, equity, and management.
Step 2: Policy review/formulation	Participants review and discuss how identified gaps are currently being addressed by national policies and corresponding by-laws and ordinances at local government level, e.g. schools as safe and child-friendly spaces, equity policies, curriculum policies, laws to prevent/address corporal punishment, programmes for refugee education.
Step 3: Programmes	Participants identify priority programmes that can concretely be introduced at all levels to reduce conflict and disaster risks (e.g. risk assessments, curriculum review, teacher training, relocation and retrofitting of schools, CDRM clubs), with orientation with CDRM guidelines.
Step 4: Cost and financing	Participants learn that ensuring adequate financing, including from government budgets and humanitarian sources, requires an accurate and realistic estimate of costs. Existing and potential new funding sources are discussed.
Step 5: Monitoring and evaluation	Participants develop conflict and disaster indicators that will be integrated into data collection, maps, and EMIS review (e.g. number of attacks on schools, lost school calendar, infrastructure needs to prevent and mitigate risks).
Action planning	Participants develop action plans on how their suggested programmes can be included and taken forward in 2015 and beyond, aligned with the respective planning processes at central and district levels, such as the DDP, and actions suggested by the CDRM guidelines.
School visit (for district-level workshops held in Northern Uganda, Western Uganda, and Karamoja)	Participants collect data on CDRM needs at a sample primary school by interacting with head teachers, teachers, and students, using the CDRM Rapid Needs Assessment Matrix based on the Basic Requirements and Minimum Standards Indicators for Education Institutions.

At regional level, participants included chief administration officers, district education officers, district school Inspectors, and representatives from civil society organizations and DDMCs. Participants at both regional and central levels were all key actors in policy and planning processes. The workshops were structured around the CDRM guidelines

and IIEP's planning resource kit containing a series of six booklets with guidance for educational planners on addressing safety, resilience, and social cohesion throughout the planning cycle.[6] *Table 1* provides an overview of the various learning objectives of each of the sessions introducing the subject and the five-step approach to crisis-sensitive educational planning.

The workshops were supplemented by technical and financial support to interested districts, led by UNICEF until December 2015. This included seed funding for districts that showed interest and leadership in integrating CDRM into the education section of the DDP, sensitizing relevant stakeholders to the role of CDRM in education, and conducting a rapid needs assessment of the risks affecting districts and their impacts on schools, learners, and teachers. Three districts – Zombo, Kanungu, and Amuru – received targeted technical support in completing their education action plan as part of the DDP (UNICEF, 2016c). Furthermore, a team of six ministry staff at central level participated in IIEP's online course on educational planning for safety, resilience, and social cohesion from October to December 2015. The group later formed the ministry's CDRM working group that meets on a regular basis to discuss strategies for integrating CDRM into the upcoming ESSP and develop potential funding opportunities for CDRM activities.

3.2   Phase 2: The bottom-up approach

IIEP's support continued in November 2015 with technical support and training provided to two district local governments. The rationale for working with districts concerns the pivotal role district local government and district education departments play in implementing policies and ensuring education quality. It is also, in part, a response to concerns raised by DEDs as to the need for capacity development in data collection and analysis to support informed decision-making and planning. The increased decision-making power for DEDs is a result of the country's decentralization process, rooted in Uganda's 1995 constitution and the subsequent 1997 Local Government Act. *Box 2* provides details on DEDs' roles, responsibilities, and challenges.

Furthermore, workshops conducted in phase 1 highlighted the need to gain a deeper understanding of the capacity needs of district local governments seeking to undertake evidence-based planning for CDRM in education in order to make informed decisions on:

- how to protect learners and education staff from death, injury, and harm in schools;
- planning for educational continuity in the face of expected and unexpected hazards;
- safeguarding education sector investments;
- strengthening education's contribution to tolerance and social cohesion.

The selection of Kisoro in Western Uganda and Oyam in Northern Uganda was based on the results of a district assessment conducted by UNICEF on the current situation of CDRM implementation in 24 out of the 28 supported districts. Both districts had voiced their need for technical expertise and support in further developing strategies for mainstreaming CDRM in education. A third district, initially identified for support, dropped out after post-election violence broke out, leaving 12 people dead and creating disarray for the district's population and administration. The small number of districts supported is based on the nature of district-level support provided by IIEP, which allowed focused technical support over a relatively short period of time. Furthermore, IIEP's support was embedded in UNICEF's support to affected districts.

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6.   The planning resource kit (IIEP-UNESCO, UNESCO-IBE, PEIC, 2015) is part of the IIEP, UNESCO International Bureau of Education (IBE), and PEIC partnership programme, see also education4resilience.iiep.unesco.org.

> **Box 2. Understanding the roles, responsibilities, and challenges of district education departments**
>
> Each district local government administration is responsible for the provision of education services in the district, through its district education departments (DED). DEDs therefore play a pivotal position at the local level, linking schools to district government and the ministry at central level. District education officers (DEOs) are appointed by district councils. Their key responsibilities include helping schools comply with standards, regulations, and reporting procedures; monitoring education standards through support and supervision; and informing parents and guardians about their roles and responsibilities. DEDs play a key role in monitoring the quality of education in the district, which they fulfil through the data collection and analysis of key education indicators, as well as through inspection and pedagogical advice visits to schools and teachers. In light of the shortage of school inspectors, districts have increasingly taken new initiatives to improve inspection efforts by involving other staff with expertise in teacher support, such as area coordinating centre tutors (CCTs).* In addition, head teachers engage in peer supervision, while groups of associate assessors (including retired staff and district politicians) contribute to the quality monitoring of schools. This has allowed for more regular and constructive school supervision. DEDs, however, face a number of challenges, including a lack of autonomy to manage human resources, particularly with regard to the recruitment and deployment of their own staff, teachers, and head teachers, lack of autonomy in financial resource control, as funds from the central government have various conditions and guidelines attached (which also contribute to transparency in the management of funds allocated to the DEDs and schools), and poor working conditions, including limited office space, equipment, and transport facilities. Furthermore, in all districts, quality monitoring fails to meet inspection targets as a result of the large number of schools assigned to each inspector, insufficient inspection funds, and the fact that inspectors are also assigned various administrative duties (Kayabwe, 2014). Inspectors in Kisoro explained that the motorcycles provided for their work were not able to reach schools in remote areas and required constant repair. Furthermore, a country case study on Uganda's decentralization process and the effects on DEDs showed that DEDs receive little recognition from district political authorities and central-level MoESTS as inspectors are accountable to district administration only.
>
> * CCs are coordinating centres in charge of providing in-service, management, and professional development training within schools and classrooms. CCTs conduct regular visits to schools in their respective catchment areas.

Kisoro is located in the Kigezi sub-region of Western Uganda and borders the DRC and Rwanda. Head teachers identified various conflict and disaster risks affecting the teaching and learning process in Kisoro, as outlined in *Figure 1*, which lead to absenteeism among learners and teachers, alongside other adverse impacts on education (see *Figure 2*).

Oyam is located in the Lango sub-region and is a relatively new district local government, established by the Ugandan parliament in 2006. District education officials and head teachers identified floods, land disputes, drought, windstorms, and wild animals as major hazards affecting education service delivery in terms of scale and frequency. Additionally, education officials stated that child labour continued to affect children's access to and retention in education. The DDP confirms that 'key conflicts and disasters in Oyam include "land conflict" that is in almost every school and disasters caused by strong wind and hailstorms' (Oyam LG, 2015).

Training and technical support to both districts was provided through a series of activities targeting the DEOs and district inspectors for schools (DISs), as well as inspectors, district planners, CAOs and their deputies, DDMC members, SMC members, governors, head teachers, and UNICEF local staff. A total of 35 participants were drawn from

various departments in the two districts. Using a participatory approach, the district stakeholders developed a guidance framework for self-assessing school-level capacities and vulnerabilities to risks associated with hazards. The assessment tool is accompanied by a guide to support schools in developing a CDRM plan building on the results of the self-assessment exercise. The CDRM school plan is a school-specific plan that outlines risk-prevention and mitigation measures and defines the school-based management and coordination mechanism for CDRM: the CDRM school committee. The tools were tested in three selected schools in each district and finalized drawing on head teacher feedback and district education officials' observations during the testing phase.

Figure 1.   Conflict and disaster risks affecting the teaching and learning process in Kisoro, April 2016
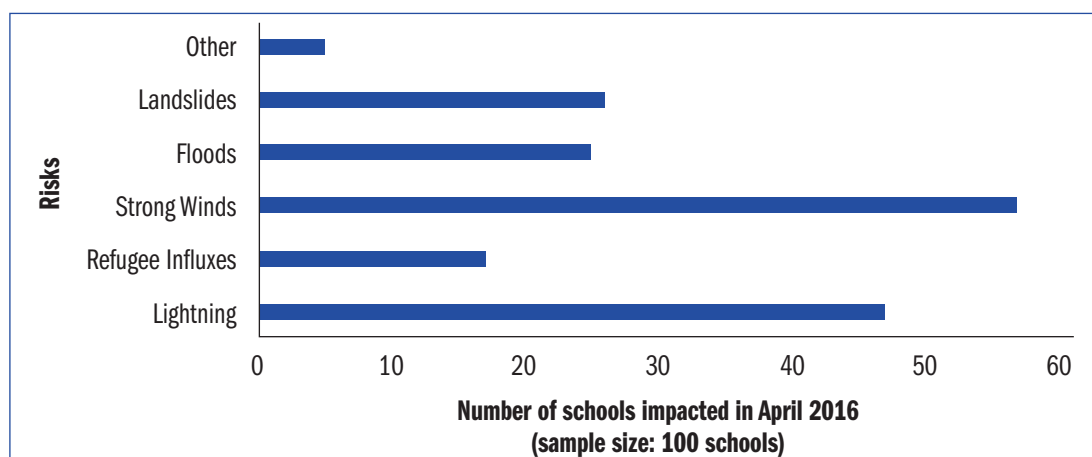
Figure 2.   Number of learners absent due to conflict and disaster risk impacts in Kisoro, April 2016
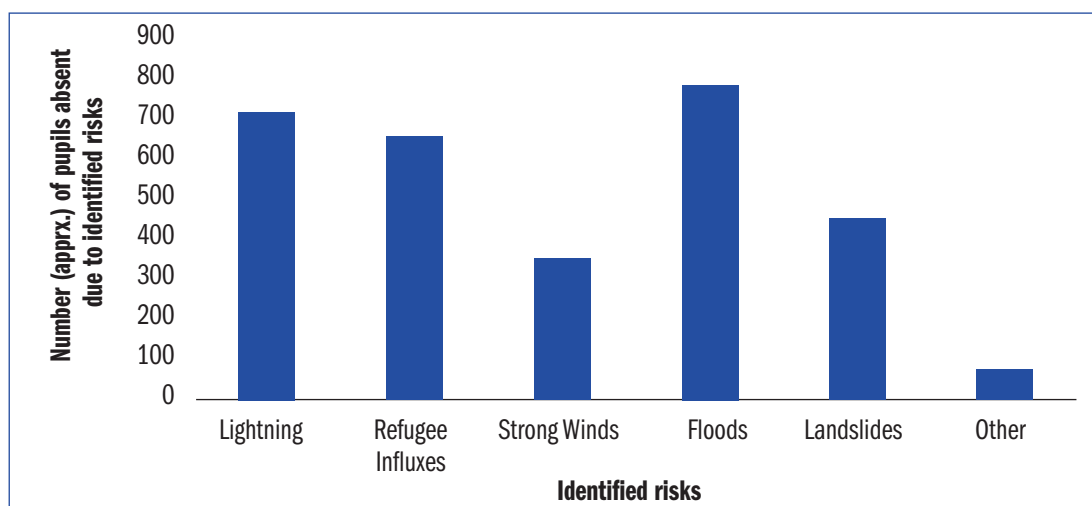
Both tools were distributed to head teachers. In Kisoro, 136 out of 140 head teachers (of 97 per cent of government-funded primary schools) were trained on the purpose, objective, and use of the tools via the district's four coordinating centres, Busanza, Gisorora, Kabindi, and Iryaruvumba. In Oyam, 110 primary head teachers (of 100 per cent of government-funded primary schools) were trained through a centralized head teachers' meeting. At the time of writing, 80 per cent of schools in each district had formed CDRM school committees, while some had begun using the provided assessment tool to develop CDRM school plans. The tool is intended to be used, retained, and regularly revised by the school-based CDRM committee. A summary of schools' CDRM plans will be submitted to the relevant DEDs on a termly or annual basis. *Figure 3* provides an excerpt from the capacity and vulnerability self-assessment tool for schools.

> **Box 3. Overview of self-assessment tool and CDRM school plan guide**
>
> A)   **The school-based capacity and vulnerability assessment tool** (*Annex 2*) assists school head teachers and SMC members to:
> - identify risks associated with hazards in schools and their environment (e.g. the school is located in a flood-prone area, or is subject to poor physical infrastructure, tribal tensions and clashes in or between communities, ongoing violent conflict, or refugee influxes);
> - identify how the risks affect the school, learners, teachers, and the community;
> - identify existing abilities of the school, teachers, learners, and the community to anticipate, prepare for, and immediately respond to disasters should they occur.
>
> B)   **A guide for schools to develop CDRM school plans** (*Annex 3*) accompanies the self-assessment tool, outlining a simple six-step process for:
> - forming a school-based CDRM committee,
> - conducting a vulnerability and capacity assessment based on the provided self-assessment tool (see A),
> - creating a school map indicating hazards and associated risks in and around school premises,
> - developing a CDRM school plan that describes realistic strategies and required support to ensure a safe and conflict-sensitive learning environment, based on the assessment results,
> - reporting,
> - monitoring CDRM school strategies and disseminating results to the DED and school community.

Continuous technical support was provided to Kisoro and Oyam DEDs in integrating a CDRM component into their schools' monthly data collection tool (monthly return form). The CDRM section provided within the regular tool serves to routinely collect school-by-school data/information on the effects of hazards and disasters on the teaching and learning process, the impact on school infrastructure (linked to protecting sector investments), the frequency of hazards in the school, levels of preparedness, response, and monitoring capacities, and the functionality of school-based CDRM mechanisms. The monthly return form tool (*Annex 4*) is intended to be distributed to head teachers/schools on a monthly basis along with the school monthly return form. The tool is short in length and thus should be returned to the DED within a short period of time, making possible near real-time assessment and reporting of hazards and disasters. Data and information provided through this tool enable DEDs to track the frequency, effects, seasonality, and geography of hazards and disasters. The collection and analysis of such data will provide DEDs with much-needed information on CDRM in their district, and enable the transition from *ad hoc* decision-making to evidence-based planning. Furthermore, the tool includes an additional two sections focused on assessing current levels of preparedness and the functionality of school-based CDRM mechanisms (such as a school CDRM committee), which will provide a necessary follow-up to activities stipulated in the CDRM school plans. Once submitted, the aim of the tools is to provide the DED with data/information on the hazards and risks at each school, while following up on the CDRM mechanisms operationalized at school level and their current functionality. Furthermore, DEDs will learn about school-specific strategies which can be further supported and promoted across the district and country if proven successful. The data and information should be analysed and then fed into the planning process, allowing DEDs to make more evidence-based decisions.

To institutionalize CDRM in monitoring and evaluation, the DED, with technical support from IIEP, developed a CDRM 'pillar' for the schools inspection instrument. The inspection instrument is a fundamental monitoring and evaluation tool and the CDRM component,

or pillar, is intended to monitor the current status of CDRM strategies and planning at school level. The CDRM pillar also provides an opportunity to follow up on and verify data and assess issues highlighted through the monthly use of the CDRM data collection tool. The new pillar will operate in a manner identical to the existing instrument, with school inspectors completing the pillar either in the field while inspecting or retrospectively on the basis of findings/notes from inspection activities. The pillar was developed using the same format as pillars currently in operation and employs a series of guided questions based on simple observational criteria of 'seen' or 'not seen'. Questions seek information on school vulnerability to and management of conflict and disaster risks (such as availability of evacuation plans and disaster drills), school involvement in reducing risks (such as a functional CDRM committee), disaster record management and data collection for CDRM, and information on the school environment and responses to hazards (such as early warning mechanisms and collaboration with local leaders, police, etc.). As required by the current inspection instrument, DEDs submit a completed copy of the instrument to DES. At the time of writing, all tools were provided to DES at central level, with the aims of consolidating existing tools to guide school inspection activities country-wide. Experiences from Kisoro and Oyam districts will inform the consolidation process.

Figure 3.   Excerpt from the developed capacity and vulnerability self-assessment tool for schools

C.3.) Which of these conflict and disaster response skills do teachers and learners have?	
	School personnel are ready to organize conflict and disaster response
	School personnel and learners know and follow building evacuation/area evacuation/shelter/lock-down/safe family reunification procedures
	Other, please specify:

C.4.) How does this school/community sensitize learners, teachers and communities on personal safety and security matters?		
Method	**Frequency**	**Matters discussed/practiced**
Police visit		
Organized fire drills		
Teachers inform learners as part of the regular curriculum		
Teacher initiatives for learners		
Peer to peer in form of drama, songs practised in school clubs, classrooms, scouts		
Wall painting		
PTA meetings		
Emergency Response Show with parents, community and community leaders		
Radio talk shows		
Experience sharing among teachers from same and different schools		
Other, please specify:		

Technical support was also provided to the MoESTS to develop strategies for raising critically needed funding for a comprehensive CDRM strategy. To anchor CDRM in Uganda's development agenda, entry points were identified to inform the ESSP review and plan development process scheduled for 2016. A CDRM working group was formed that brings together representatives from DES (the principal school inspector), the planning department (principal education planner, senior planner, statistician, policy analyst), NCDC (head of department of pre-primary, primary curriculum, and secondary curriculum), and development partners.

4. Lessons from strengthening central- and district-level education capacities for CDRM

This chapter considers the approach taken in IIEP-supported interventions to strengthen education sector capacities for CDRM and assesses the results. It identifies success factors and lessons as to what works in crisis-sensitive planning.

Success factor 1: Working through both approaches – top-down and bottom-up

Lesson: Understand the roles and advantages of both top-down and bottom-up approaches, and ensure they complement each other in order to develop a critical mass of capacity for CDRM at all levels. This can increase the pressure on central-and district-level decision-makers to work towards a policy and funding environment conducive to CDRM.

By training education planners and policy-makers at central level, it was hoped that a critical mass could be mobilized that would help advocate for and integrate CDRM into planning and budgeting. This approach did not immediately yield the expected results. A certain level of fatigue in including yet another new cross-cutting theme was observed among planners and policy-makers in education, though it was less evident among parliamentarians and other ministry representatives. At district and school level, however, there was genuine interest in addressing conflict and disaster risks in and through education, a response, no doubt, to the scale and intensity of impacts on schools, learners, teachers, and learning outcomes. The high level of responsiveness and experience at school and district level has yielded an increased demand for support in CDRM over time, and this was voiced to central-level representatives during regional workshops. Feeding local knowledge into central-level planning processes, such as in revising the inspection tool and integrating CDRM indicators into EMIS, will ensure the relevance of these approaches. The newly formed central-level CDRM working group has taken up the task of consolidating risk assessment and inspection tools developed and piloted for country-wide roll-out. The group meets as needed to discuss and develop strategies to raise critical funds for CDRM activities and to identify entry points for integrating CDRM into the new sector plan. This includes strategies for the fundamentally more decentralized approach that is required for mainstreaming CDRM in education in Uganda. While both approaches – top-down and bottom-up – have their justifications, roles, and advantages in specific contexts and phases of crisis-sensitive planning, they must be understood as complementing each other.

Lesson: Build on and strengthen indigenous knowledge when developing tools and mechanisms for CDRM to sustain and utilize high levels of responsiveness and engagement at school/grassroots level.

Levels of indigenous knowledge and awareness with regards to conflict and disaster risk were high among head teachers, teachers, and other school-level stakeholders (SMC members, parents, community stakeholders, etc.). This was demonstrated by the widespread understanding and response rate to the vulnerability and capacity self-assessment tool provided to schools and the guidance on developing CDRM school plans, including advice on forming CDRM school committees, as recommended in the CDRM guidelines.

However, knowledge on preparedness and mitigation strategies varied from school to school. Focus groups with head teachers and teachers revealed a significant disparity

between the ability to identify hazards at school level and awareness of appropriate and implementable CDRM strategies. In some cases, the mitigation techniques cited lacked coherence and scientific support, for example promoting the wearing of rubber shoes in periods of frequent lightning, which is also promoted in official guidance documents, but which is not an effective protective strategy.

Box 4   Local strategies for addressing conflict and disaster risks at school level

The following strategies were observed at school level in Kisoro and Oyam:

- Close collaboration between SMCs, teachers, the police, and, in some cases, the military in schools bordering DRC. Once a term, a safety and security meeting is held with learners and teachers. The police and other security personnel brief learners on potential threats and impacts of a deteriorating security situation in DRC and recommend safety measures (non-violent communication over scarce resources, etc.). Regular communication takes place between schools and local military officials in border areas that are frequently unstable. These officials are able to help head teachers and SMCs become more aware of the current security situation (an informal early warning system) and assist in the protection of the school and its learners.
- Police and military personnel work with the school administration to ensure a weapon-free school environment by actively pursuing dialogue with populations crossing the border from DRC and occupying Ugandan schools who may possess dangerous military weapons. This contributes to the prevention and mitigation of potential armed conflict.
- Collaboration with relevant refugee agencies. Schools with informal refugee camps on their grounds have increased collaboration with refugee agencies, particularly UNHCR, which have, in turn, increased transfers of these refugees to more centralized transition/reception camps.
- Parents are invited to schools once a term to discuss and strengthen relationships with refugees. Issues discussed relate to reconciliation, safety of learners, peace, tolerance, and preventing bullying.
- The community often allows refugee learners to take shelter in their homes when there is conflict in DRC. The children are free to stay until the situation has normalized, and teachers are sensitized by local education authorities as to the universal right of refugee children to education.
- Children are encouraged to walk in groups (older boys and girls are encouraged to look after the young ones). This is done to avoid abduction, child sacrifices by witch doctors, sexual harassment, and attacks by wild animals.
- In areas bordering national parks, some schools are involved in sensitization programmes, which raise awareness and educate children on how to deal with animals such as buffalo.
- The community provides tree and plant seedlings to schools. Trees are planted around schools to act as wind breakers and aid in the prevention of soil erosion. Children often plant and name the trees and are charged with their protection.
- In periods of extensive rainfall, schools apply a more flexible approach to timetabling, usually sending children for longer breaks to ensure they are not exposed to flooding in school or while travelling.

A lack of training and the relatively recent introduction of the CDRM agenda were routinely quoted as the primary reasons for the low levels of awareness of CDRM strategies. Furthermore, head teachers and teachers stated that school-based CDRM committee members required training in order to maximize functionality and efficiency in forming school CDRM plans. Head teachers noted that with further training and technical support

they would be better equipped to guide and orient relevant stakeholders on school-level CDRM planning. The training, they said, should give them greater clarity on the roles and responsibilities of the district local government, parents and children, local politicians, and faith-based and non-governmental organizations.

The functionality of CDRM committees is reliant on the availability of small-scale funding from various sources, including the government and communities, to facilitate transport to and from meetings and to provide refreshment to members. While this may seem a relatively trivial point, it was consistently highlighted as the most prominent constraint to holding frequent and well-attended CDRM committee meetings, given that all functions within school committees are based on parents' voluntary service. Despite the gap between awareness of hazards and potential mitigation strategies, head teachers and school-level stakeholders provided abundant ideas for institutionalization and ensuring the sustainability of CDRM in schools. In order to stimulate and sustain high levels of responsiveness and engagement at school/grassroots level, mechanisms for assessing risk and (financed) strategies to address the risks identified need to be developed. The school-based vulnerability and capacity assessment tool developed in Kisoro and Oyam by district officials and head teachers addresses this need. It has the potential to empower school-level stakeholders to collect data on risks and impacts in order to map the occurrence and frequency of conflicts and disasters, while providing insight into their seasonality. The self-assessment tool and the guidance on developing CDRM school plans capture local/indigenous knowledge of hazards, risks, and prevention and mitigation strategies that can inform district-level planning for CDRM if data is processed by the DED.

Lesson: Local-level development plans can be a promising entry point for preventing and mitigating conflict and disaster risk. So can local policies such as by-laws and ordinances.

The workshops clustered districts together in regions and were designed not only to orient district officials as to the objectives of CDRM and the policy environment that supports the integration of CDRM in education, but also to develop realistic and context-specific strategies for including CDRM in five-year DDPs for the period from 2015/16 to 2019/20. The DDPs were developed while the workshops were taking place by each of the country's 111 districts as part of the National Development Plan (NDP). The workshop series, which involved key district actors developing CDRM action plans that could inform the DDP, was therefore timely and provided an important entry point for action at district level. A district assessment, undertaken by UNICEF as a follow-up to the workshop series held between October 2014 and February 2015, noted that 25 out of 28 districts confirmed the integration of CDRM into their DDP. The level of integration – the referencing of conflict and disaster risks and the potential role of CDRM in addressing these against fully-budgeted CDRM activities – varies. For example, Oyam's DDP highlights CDRM activities in education as crucial for the sector 'to become prone to conflict and (natural) disasters' (Oyam LG, 2015) but fails to develop dedicated and budgeted activities. The workshops held in February 2015 with districts in the three regions may have missed an opportunity to put emphasis on developing strategies for integrating CDRM into district financial planning tools, such as the output budget tool (OBT), that build the basis for district-level action planning. Furthermore, districts reported a general lack of funding at district level, resulting in substantial funding gaps for basic activities across sectors, including in education.

Another entry point for CDRM in planning identified by workshop participants was local policy – ordinances and by-laws – deriving from national policies. These were considered more relevant for CDRM activities than the national policies themselves. Local ordinances and by-laws allow DEOs to tailor national policies to the specific needs of districts and sub-districts. Ordinances and by-laws often comprise very concrete instructions and might be considered for CDRM measures, for example in utilizing existing modifications of the

school calendar (timing of catch-up classes to allow students to work in the fields during the harvest) in cases where disasters and conflict disrupt the school calendar.

Success factor 2: Moving from ad-hoc planning towards evidence-based planning for CDRM

Lesson: Strengthen data collection and analysis mechanisms to ensure readily available and reliable data on the occurrence, frequency, and impact of conflict and disasters, as well as on the resulting needs of schools, teachers, and learners, with the ultimate aim of strengthening the district's prevention and mitigation capacity (organizational capacities).

Crisis-sensitive planning should be based on evidence and data. Intensive technical support provided to Kisoro and Oyam revealed a large number of challenges for evidence-based planning. CDRM strategies in education, such as purchasing and installing lightning conductors, reconstructing blown-off roofs, repairing flooded school buildings, and security measures in response to or to prevent violence, abduction or other human-induced hazards, are often informed not by reliable data but by anecdote and informal data. In Kisoro and Oyam, planning is currently conducted in a hurried manner at the point at which it is required, with the majority of planning practices revolving around the setting of annual departmental budgets or conducted on an ad-hoc basis with little or no empirical input. The lack of an evidence base regularly results in 'planning without facts' and the misallocation or inappropriate use of resources (Oyam LG, 2015: 103), as DEDs are unable to effectively and accurately analyse the specific needs of schools. This point is of particular pertinence when considering crisis-sensitive planning, since a lack of data and knowledge on the risks and needs of individual schools leaves learners exposed to hazards and associated risks that could be mitigated.

It is important to note that some data relevant to crisis-sensitive planning are already captured through a multitude of data collection methods and monitoring and evaluation tools such as the schools inspection instrument. However, the data are often left untreated and are not disaggregated. The failure of districts to exploit relevant evidence is not, therefore, due to a shortage of data. Observations in Kisoro and Oyam and the accounts of participants during the regional workshops suggest that district local governments country-wide are 'data-rich'. However, DEDs in Kisoro and Oyam lack the capacity and skills to process and analyse the vast amount of data produced by schools and education institutions. Much of the data is meant to be routinely entered into the district education management information system (DEMIS), enabling robust district-level analysis and reporting, aligned with universal education metrics. DEMIS data is meant to then be channelled from district to central level and into EMIS. In Kisoro, little data have been entered since roll-out of its DEMIS in 2012. Data that are entered are not shared centrally, which creates a further disconnect in planning between districts and the MoESTS. In Oyam, data were entered until 2013. However, only one person was trained in the use of DEMIS and no follow-up support was provided after roll-out. This disconnect is an unfortunate result of the decentralization of the education sector and the continued dysfunctional operation of both DEMIS and EMIS. In order to increase (the relevance of) CDRM interventions, to reduce misallocation of resources, and to ensure coordinated response strategies and lobbying for additional funds, individual capacities in analysis need to be developed and organizational capacities in the form of functioning data collection and analysis mechanisms (e.g. inspection) need to be strengthened. This is essential to ensure readily available and reliable data on the occurrence, frequency, and impact of conflict and disasters, as well as on the resulting needs of schools, teachers, and learners. The data collection and monitoring tools developed by the two supported districts have the potential to feed local and school-based knowledge and awareness into district-level planning – provided data are processed, fed back, and used.

Lesson: Address poor staffing levels and poor data-entry and processing skills among DED staff in order to utilize valuable school-level data and information for crisis-sensitive planning and, ultimately, to strengthen the district's prevention and response capacity (individual capacities).

A gap in computer literacy and basic analytical skills impedes productive analysis of data collected by DEDs, and often results in long, cumbersome data-entry and processing tasks falling to a single individual with some basic skills. The lack of capacity is worsened by the ratio of schools to DED staff. Staff are already burdened with laborious administrative tasks, some of which already entail prolonged data-entry activities, mostly related to budgeting. The fundamental lack of skills is endemic in local government in Kisoro, with staff ill-equipped to treat the large data sets generated at school level. In Oyam, computer illiteracy, and the fact that only two technical staff are employed in the DED, results in the absence of databases and poor record management (Oyam LG, 2015).

This has led to a situation where sizeable amounts of valuable school-level data and information are not treated and analysed in a way that would inform planning and policy decisions. Furthermore, data relating to the current needs and wants of head teachers and teachers, which are often desperate and urgent, are frequently neglected and left unaddressed.

Success factor 3: Collaboration and coordination across sectors, government, and partners

Lesson: Strengthen cross-sectoral and cross-departmental collaboration and coordination to ensure that the complexity of CDRM is addressed in an effective and cost-efficient manner. Cross-sectoral efforts require leadership, a shift in thinking, and human and financial resources that, in practice, are often underdeveloped.

Education sector planning for CDRM cannot take place in isolation from other sectors. Active participation of representatives from the NPA, OPM, and UPFDRR in the first series of workshops allowed participants to consider the implications of crisis-sensitive planning, including the required capacities and resources for operationalizing the CDRM guidelines. Coordination and collaboration between the Directorate for Education Standards, which leads the CDRM work, and the planning department was initiated through the setting up of a CDRM working group within the ministry. The group is seen as an important step towards ensuring exchange of information and informed decisions for mainstreaming CDRM in education across departments.

District local government structures in Oyam and Kisoro were found to be disjointed, with little or no cross-sectoral cooperation with other departments and external partners. District education and health officials in Oyam confirmed that there is a significant need for greater cooperation and joint work. Limited financial means were cited as an obstacle to joint school inspection visits by health and education officials. A shift in thinking and organizational changes are required to review and develop relevant, affordable, and implementable strategies for CDRM in a collaborative and coordinated manner.

A functional DDMC has the potential to facilitate and support sectors in mainstreaming CDRM into their planning processes. However, a UNICEF-led district assessment concluded that most DDMCs were largely inactive (UNICEF, 2016c; see also UNICEF 2016a, b). Discussions held during workshops and interviews in Kisoro and Oyam confirmed this. Reasons for ineffective DDMCs include a general lack of technical guidance and resulting knowledge on the committee's role and responsibilities and limited financial support for convening meetings and for response measures in situations of crisis (UNICEF, 2016c; IIEP-UNESCO, 2016). These factors may all contribute to irregular meetings and limited exchange between sectors and government and non-government actors if not pursued individually. In Kisoro, a lack of collaboration and data-sharing between the DED and non-

government partners, including international and local NGOs and UNHCR, was observed. Contrary to collaboration practices in Kisoro, the DED in Oyam maintains close relations with external partners supporting school-level activities, including in CDRM. Even though CDRM planning takes place in an ad-hoc manner, the DED is in a position to solicit immediate support from external partners based on ongoing collaboration.

On a positive note, UNICEF observed promising results in Gulu, Moroto, Amuru, and Zombo districts. DEOs gave presentations on their workshop participation to other sectors, which resulted in the district local government leadership requesting all sectors to integrate CDRM into their various sectoral plans as a cross-cutting issue (UNICEF, 2016c: 15). At the time of writing, IIEP had not yet followed up with the above-mentioned districts to better understand the factors contributing to this positive development. One factor may be the existing high level of CDRM planning capacities, as, for example, illustrated in Zombo's comprehensive annual district contingency plan.

Success factor 4: Develop context-specific tools and training through a participatory approach

Lesson: Capacity-development measures must be informed by an understanding of how context matters and what limits the capacity of institutions to implement and deliver results for CDRM. Start from the context rather than using contextualized generic training tools and approaches to ensure relevance and responsiveness. Test the applicability of developed tools in school settings if the learners and teachers are the end-users and/or beneficiaries of planned actions.

Workshops held at central level allowed trainers to acquire an understanding of the existing policy environment and some of the realities on the ground, including local challenges, terminology, concepts, and strategies, before beginning work with district-level education staff. It was hoped that adapting the workshop approach to the local context would allow participants to develop local solutions to local problems. During the second phase of the project, however, it became clear that much of the content discussed during the training in the first phase and at the beginning of the second was not entirely understood or internalized by district stakeholders in Kisoro and Oyam. IIEP's support in both districts, therefore, consisted in a more interrogative process and the adaptation of the project design, 'taking the context as the starting point' (OECD-DAC's first fragile states principle), rather than contextualizing IIEP's generic tools and approaches, as happened in the first phase of the project. This included the development of a deepened understanding of *how* planning takes place at district level and what limits the capacity of institutions to implement and deliver results as outlined in the previous sections. This understanding is essential for identifying feasible entry points for crisis-sensitive planning. Furthermore, risk assessment and monitoring tools developed with district officials and head teachers showed that data collection cannot take place within a one-size-fits-all approach. Local/indigenous knowledge needs to inform the development of such tools in order to support effective and relevant district-level planning for CDRM. The example of schools and the military working closely together in Kisoro to give refugees and unregistered non-Ugandans access to education while ensuring that schools are not occupied shows the importance of local knowledge and strategies. International guidance on addressing the effects of conflicts and violence often neglects the potential positive contribution of the military to conflict resolution and the protection of education (education facilities, staff, and learners) in post-conflict contexts.

Furthermore, regional and district-level training allowed district local government officials to test developed risk assessment tools in a small number of schools. Participants enquired about external and internal risks, and the existence, teaching, and application of school rules and regulations, such as on the use of lightning arresters, the provision of

safe drinking water, gender-segregated latrines, school feeding programmes, fire drills, and emergency preparedness systems, such as first aid and safety drills. Discussions were held with head teachers, teachers, learners, and SMC members and parents, allowing participants to cross-check the usefulness of developed questions and to adapt tools based on their first-hand experiences and observations. The visited schools were eager to share information on conflict and disaster risks, and valued the opportunity to voice their concerns and needs for additional support in the presence of district officials and partners. Head teachers who were trained in the use of the risk assessment tool and guidance on CDRM school plans, including setting up CDRM school committees, seized the opportunity to discuss with peers and with DED representatives questions regarding the roles and responsibilities of the various committee members and potential sources and triggers of conflict, including conflict of interest and competition for resources between the different school committees.

5. Recommendations

The recommendations provided in this chapter aim to help the Government of Uganda and interested education planners and policy-makers to further operationalize and mainstream CDRM in the education sector. They focus particularly on strengthening education capacities in CDRM, with a view to ensuring relevance, quality, impact, and sustainability from a planning perspective. The recommendations synthesize observations made by IIEP and suggestions from project partners at central, district, and school levels. Additional recommendations are drawn from IIEP's general experience in (crisis-sensitive) educational planning.

Recommendation 1. Mainstream CDRM in education through a fundamentally more decentralized capacity-development approach

In Uganda, CDRM requires a highly decentralized approach in order to address conflict and disaster risks and resulting needs in education in line with local demand and capacity. Uganda's decentralized policy and administrative environment is conducive to this need. However, the Government of Uganda needs to provide adequate and timely financial support to districts. Furthermore, technical support needs to be provided to district local governments, including to DEDs, to operationalize the National Policy for Disaster Preparedness and Response. Furthermore, technical support is required to revitalize DDMCs, and prepare and update local emergency preparedness and response plans, including setting up functioning coordination and communication mechanisms to ensure timely and relevant strategies.

Recommendation 2. Mainstream CDRM in Uganda's education sector plan and programmes

The lack of education-specific funds to respond to emergency situations resulting from conflict or natural disasters should be addressed by integrating CDRM into the new 10-year education sector plan (2016–2026). This requires a crisis-sensitive planning process that can be supported by central-level education staff who received training during IIEP's first phase and should be spearheaded by the MoESTS CDRM working group. Furthermore, programmes such as the Teacher and School Effectiveness Programme, supported by the Global Partnership for Education (GPE), should integrate a CDRM component that may include the following strategies:

- Strengthen teaching and learning capacities in CDRM to reduce teachers/learners/communities' vulnerability to conflict and disaster risks and to strengthen social cohesion.
- Strengthen district local government and central-level education planning capacities for CDRM to ensure education continuity, safeguard education sector investments, and protect learners and teaching staff in conflict and disaster affected areas.
- Provide small-scale funding for school-based CDRM activities, possibly linked to the capitation grants provided to government-aided schools.
- Develop CDRM policy based on the CDRM guidelines to provide a strong legal framework for CDRM in education that is recognized equally as much as other cross-cutting themes.
- Invest in CDRM research and outreach campaigns to raise general awareness of CDRM in education and to support better understanding of what works in changing knowledge, attitudes, and behaviours with regard to preventing and mitigating conflict and disaster risks.

Recommendation 3. Establish a culture of evidence-based planning by strengthening planning practices, skills, and management structures

The Government of Uganda should develop strategies for strengthening individual, organizational, and institutional planning capacities, particularly where planning practices are generally weak. This is required to ensure a shift from ad-hoc planning practices towards evidence-based planning for CDRM. The authors advise that the government undertakes a comprehensive institutional capacity analysis to understand the main constraints education administration encounters, at central and especially at district level, and the reasons behind them. These exercises will need to look at education administration's key functions in education planning and management and the structural challenges by taking the local context as a starting point. Individual capacities at all levels will have to be assessed to identify gaps and strategies that can enhance institutional planning capacities. The lessons provided in this study highlight some of the main constraints encountered by the district education administration, especially around education sector analysis and M&E (the void in treated data and lack of capacity to process the vast amount of school-based data) that result in an overall shortage and misallocation of available resources. The urgent need for reliable and accurate data for CDRM creates a potential entry-point to build DED planning skills. Fewer resources should be spent on data collection facilitated at central level, and more resources should be spent on training district education staff on data analysis and input. The prospect of integrating CDRM into pre-existing data collection mechanisms, some of which have the potential to provide rapid analytics with minimal treatment, most notably Edutrac, is a source of optimism for CDRM planning at district and central level. The lack of capacity in basic analytical skills and the observed lack of adaptability within DEDs requires strategies for developing a culture of evidence-based planning. This includes integrating and building on current institutionalized data collection and processing mechanisms, if present, to sustain existing organizational capacities.

The apparent disconnect between district- and central-level planning requires also an analysis of organizational and institutional capacities. It should include a thorough examination of the continued dysfunctional operation of both DEMIS and EMIS that hampers evidence-based planning in terms of distribution of resources based on district needs and timely support to emergency needs.

Strengthening education sector capacities alone is not likely to yield the expected results, given that the development of education sector capacities in CDRM is closely linked to overall district capacities. Weakness in local government has a significant impact on CDRM planning in education. The largely unutilized role of DDMCs requires the government's attention. Strengthened collaboration and coordination between OPM's Disaster Preparedness Department and the MoESTS's Directorate of Education Standards and NCDC was suggested by OPM and welcomed by the MoESTS during a one-day workshop held in May 2016 to take stock of results and achievements in CDRM in education to date. A concrete example of where both government bodies need to join forces is in the laborious task of mapping school land to facilitate the obtaining of land titles for government-supported schools. Action will be required to institutionalize the pledged collaboration to ensure efficient mobilization of resources and effective leverage of the distinct capacities and roles of each institution.

> 'We've had radio talk shows on HIV prevention before. Could this not work for CDRM too? We could do two weekly shows, one for children and one for adults [parents].'
>
> Head teacher during Seseme Focus Group Discussion, April 2016, Kisoro District

Recommendation 4. Build upon and strengthen local knowledge and skills as a key factor in preventing and mitigating conflict and disaster risk

This applies both to districts that are 'strong' in terms of general planning and management capacities and those that are 'weak'. The Government of Uganda can utilize and strengthen the many sources of local knowledge and skills by training teachers and learners in CDRM. CDRM should be 'infused' into pre- and in-service training to institutionalize CDRM in teachers' professional development. Primary teacher training centres and coordinating centres provide an important entry point, and a CDRM module for all teacher training, including leadership training for head teachers, should be developed. At school level, access to small-scale funding for school-based activities, structures, and mechanisms should be provided by the government and supported by the community and civil society to strengthen local knowledge and skills in CDRM. CDRM school committees can, once established and provided with appropriate guidance, assess conflict and disaster risks and their (potential) impacts on education. Regular risk assessments and viable CDRM school plans built on reliable data can serve as selection criteria for districts to provide direct funding to credible schools for infrastructure investment or regular events on risk prevention and mitigation. Empowering those closest to conflict and disaster risks and their effects has the greatest potential to result in relevant school community- and child-led CDRM risk prevention and mitigation measures.

Recommendation 5. Increase education's potential to prevent and mitigate risks by turning CDRM into a 'life skill'

Turning CDRM into a 'life skill', for all children, young people, and adults, requires that CDRM activities are embedded in the curriculum at all levels, and in co-curriculum activities that supplement learning. This means integrating CDRM into the school culture, for example through CDRM school clubs and CDRM school committees that develop and manage strategies to prevent and mitigate risks. At community level, CDRM can be discussed within community barazas, a traditional form of public dialogue system, and on radio talk shows broadcasted by local radios. Both strategies are currently being promoted by the MoESTS with support from UNICEF Uganda. Areas that have been left untouched by the MoESTS's CDRM agenda to date include tertiary level and out-of-school children and youth.

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Annex 1. Selection of districts trained during phase 1 of IIEP's support (UNICEF PBEA target districts)

UGANDA: Administrative Units Map
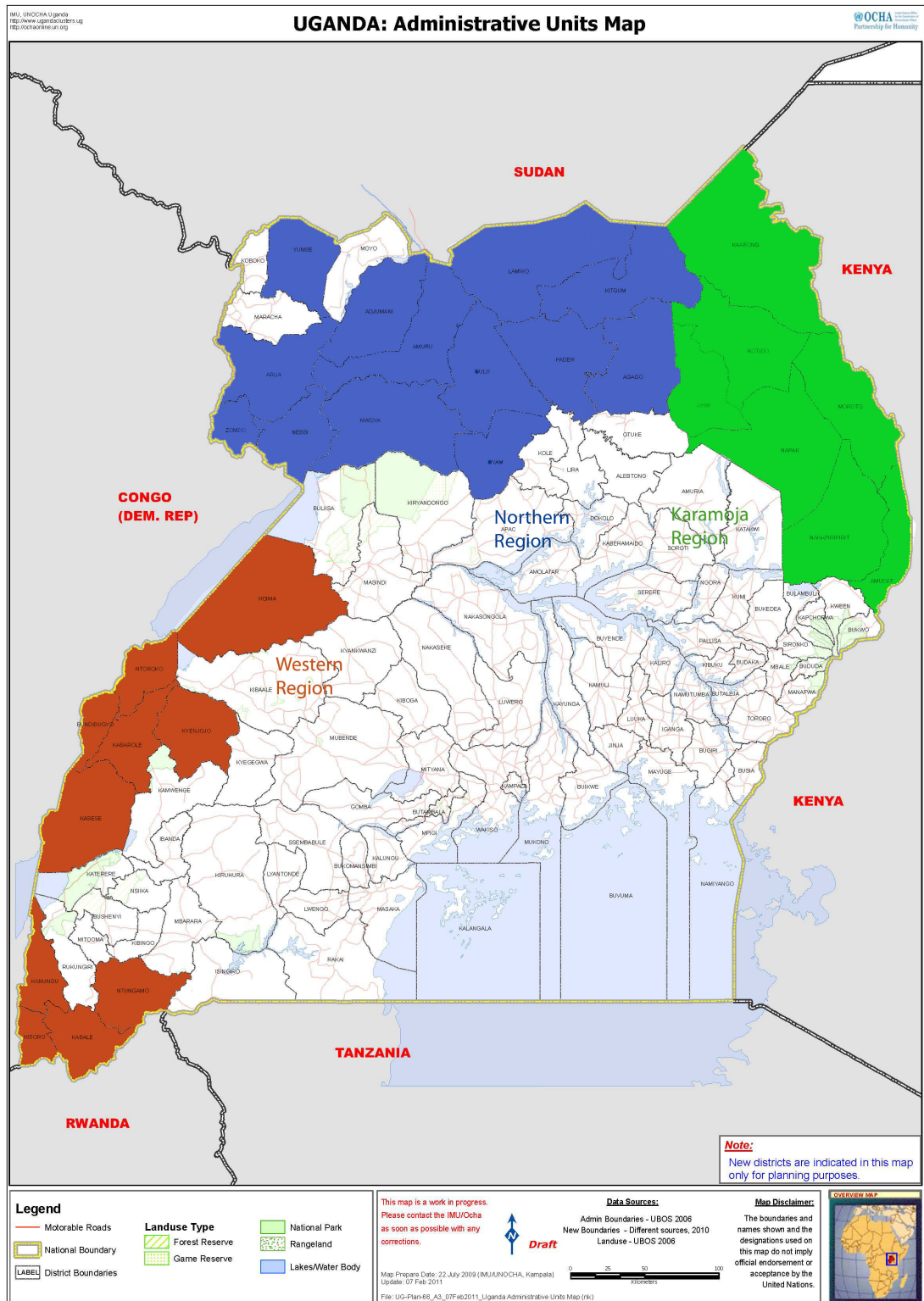
Annex 2. Vulnerability and capacity self-assessment tool for schools

A self-assessment tool for schools in Kisoro and Oyam District, Uganda

Purpose:

This CDRM Vulnerability and Capacity Assessment tool is part of the Guidance for schools on how to develop CDRM School Plans based on the self-assessment results. Its purpose is to assist schools to:

1. Identify hazard risks in schools and their environment (for example: school is located in flood-prone area, poor physical infrastructure, tribal tensions and clashes in or between communities, on-going violent conflict, refugee influx, etc.)
2. Identify how the hazard risks affect the school, learners, teachers and the community
3. Identify existing abilities of the school, teachers, learners and the community to anticipate, prepare for and respond immediately to disasters should they occur.

Information collected through this tool assists schools to develop a CDRM School Plan (see Guidance for schools on how to develop CDRM School plans) that describes activities and required support to ensure the safety of learners and teachers and a safe learning environment. A summary of the CDRM School Plan will be provided to the District Education Department as part of each school's regular monthly report. This helps the District Education Department to meet schools' needs in regard to CDRM.

Background information:

The matrix is based on existing policy, namely the **MOES (Uganda). 2010. *Basic Requirements and Minimum Standards for Education Institutions,*** the **MoESTS (Uganda) 2015. *A Guide to Conflict and Disaster Risk Management in Educational Institutions in Uganda*** and questions developed by District officials (District Education Department and h

Head teachers) during a workshop in March 2016 in Kisoro*.*

How to use this tool:

This tool was developed as a self-assessment tool for schools and is distributed by the District Education Department Office to head teachers. Head teachers are requested to lead the assessment with support from teachers, SMCs, parents and other interested stakeholders which will eventually form the School CDRM Committee (see Guidance for schools on how to develop CDRM School plans).

The self-assessment tool can be used on a regular basis (for example every month) if the nature of hazards (human-induced hazard (conflict) or natural hazard (lightning, etc.)) and their impacts on the school change. It is recommended that each school in Kisoro District conducts a risk and capacity assessment with help of this tool at least once per year to ensure that school and district management have up-to-date information on your school's needs to protect and safeguard schools, learners and teachers. Each school can add additional questions to this tool as needed.

Structure of tool:

The tool is divided into following sections:

   a. School Profile and Risks
   b. Safe School Facilities
   c. School Conflict and Disaster Management Capacities

Definitions:

Capacity: refers to the resources of learners, teachers, households, communities, institutions, and systems that enable them to cope with or resist the impact of a conflict or disaster risk. For example, if a school is build disaster-safe risk of destruction of buildings and loss of lives will be reduced. Some of the most important capacities to reduce the risks of conflict and disaster is knowledge of risks, access and use of early warning systems, standard emergency response procedures at the school level, and planning for educational continuity. Additionally, if the education received in that school is based on a curriculum and teaching that equips children with effective coping strategies and life skills for living together in peace, conflict will be reduced.

Conflict and Disaster Risk Management: Legal, institutional and policy frameworks and administrative mechanisms and procedures to manage conflict and disaster risks before, during after they occur.

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources/ capacities

Hazard: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. A distinction is made between (a) *human-made hazards*, including conflict, and (b) *natural hazards* such as lightning.

Risk assessment: Diagnostic process to identify the natural disaster and conflict risks that a school and community faces

Safety: ensuring the protection and safety of learners, school personnel, and facilities.

School safety: protect children and education workers from death and injury in schools; plan for educational continuity in the face of expected hazards; safeguard education sector investments; strengthen a disaster resilient citizenry through education.

Vulnerability: weak points of the education system, schools, teachers and learners in terms of preventing and coping with conflict and disaster risks.

A. School Profile and Risks
A.1.) What is the name and geographic location of this school?   School ID No: Name: District: County/sub-county: Parish: Village: Approximate area of school (m2):   School location (urban, semi-urban, rural, remote):
A.2.) What type of school is this?   Public_____(yes/no)   or   Private_____(yes/no)
A.3.) Is this a day or boarding school?   Learners attend only during the day_____(yes/no)   Boarding with dormitories_____(yes/no)   Both, day-school and boarding school_____(yes/no)

A.4.) What are the grade levels taught?

Pre-primary/Kindergarten_____(yes/no)
Lower primary (P1-P3) _____(yes/no)
Upper primary (P4-P6) _____(yes/no)
Primary (P1-P5) _____(yes/no)
Lower Secondary (P6-P9) _____(yes/no)
Upper Secondary (P9-P12) _____(yes/no)
Vocational_____(yes/no)

A.5.) How much time do students spend in school, and how many shifts are there?

Expected number of school days per year:_____
Number of school days per week (show half days as .5):_____
Number of shifts per day:_____
Average minutes per day of student teacher contact (Do not include recess and lunch time. Remember: 1 hour = 60 minutes): _____

A.6.) Which of the following hazard risks can impact your school and how?
(Mark correct answers with x)

Hazard risks	High impact	Medium impact	Low impact	Don't know	None
Fire					
Wildfire					
Flood					
Drought					
Water shortage					
Lightning					
Strong winds					
Hail storm					
Landslide					
Volcanic eruption					
Pandemic (e.g. Ebola, HIV, etc.)					
Illness/Epidemic (e.g. Gastrointestinal)					
Malaria/Dengue					
Land dispute					
Food poisoning (school cantine)					
Transportation accident					
Road accident					
Unexploded ordinance (mines)					
Refugee influx					
Organized armed attack					
Individual armed intruder/active shooter					
Child trafficking/Child abduction/Child sacrificing					
Student fight					
Bullying					
Sexual violence (defilement, rape)					
Corporal punishment					
Playground accident					
Extreme cold					
Extreme heat					
Other:					
Other:					

A.7.) In the last three years, how did the identified hazard risks impact on the school? Provide detailed information, if possible.

Risk 1	Impact	Detailed information (e.g. number, explanation, etc.)
(for example refugee influxes)	None	
	Death	
	Serious injuries	
	Damage to buildings	
	Roads and transportation damage	
	Health impacts	
	Nutrition impacts	
	School closure	
	School attendance	
	Family income/livelihoods	
	Other	
Risk 2	**Impact**	**Detailed information (e.g. number, explanation, etc.)**
(for example lightning)	None	
	Death	
	Serious injuries	
	Damage to buildings	
	Roads and transportation damage	
	Health impacts	
	Nutrition impacts	
	School closure	
	School attendance	
	Family income/livelihoods	
	Other	
Risk 3		
(for example floods)	None	
	Death	
	Serious injuries	
	Damage to buildings	
	Roads and transportation damage	
	Health impacts	
	Nutrition impacts	
	School closure	
	School attendance	
	Family income/livelihoods	
	Other	

A.7.) How many days per term and why has your school been closed during the last 4 terms because of conflict and disaster impacts (e.g. destruction of school facilities due to lightning, floods; occupation of classroom due to refugee influx, etc.)

Term 1: _____ days closed, due to _____(state risk)
Term 2: _____ days closed, due to _____(state risk)
Term 3: _____ days closed, due to _____(state risk)
Term 4: _____ days closed, due to _____(state risk)

A.8.) If your school is/was closed during the last 4 terms because of conflict or natural disaster impacts, how many days were made up during the school term.

Term 1: _____ days made up during the school term
Term 2: _____ days made up during the school term
Term 3: _____ days made up during the school term
Term 4: _____ days made up during the school term

A.9.) What were the approximate percentage of dropouts due to conflict or natural disaster impact?

Term 1: _____% dropouts
Term 2: _____% dropouts
Term 3: _____% dropouts
Term 4: _____% dropouts

A.10.) What are the most common reasons for missing days of school? (check all that apply)

Reasons	Boys	Girls
Fees or costs		
Unsafe school facilities/environment		
Distance or difficulty getting to school		
Lack of appropriate/clean safe water or toilets		
Lack of school feeding		
Bad weather		
Marriage or pregnancy		
Working		
Caring for siblings or family members		
Lack of uniform		
Lack of school supplies		
Working		
Other (please specify)		

A.11.) Which groups of children are the least likely to participate in education activities in your community or area?

	Children without a parent or guardian
	Children with disabilities
	Children working outside the home
	Refugees/displaced children
	Ethnic, linguistic, cultural minorities

B.) Safe school facilities

B.1.) What are the topographic and geophysical characteristics of the school site?

	Flat
	Rough
	Slope
	Marshy soil
	Below or on a landslide-prone slope
	Landfill
	In a flood plan or river/stream bed
	Adjacent to coast/subject to coastal erosion
	Soil not compacted prior top construction
	Other

B.2.) How many buildings are there on your school grounds?

Number of main buildings with classrooms:_____

Number of washrooms/latrine structures:_____(total)

Number of latrines for girls (treated)

Number of latrines for girls (untreated)	
Number of latrines for boys (treated)	
Number of latrines for boys (untreated)	
Number of latrines for male staff	
Number of latrines for female staff	

Number of multipurpose buildings (head teacher's/teachers' rooms; assembly room, shelter): _____

Number of teacher houses:_____

B.3.) What is the condition of each of the buildings on the school grounds?

Building	Condition (poor/weak/acceptable/ normal/good)	Describe what needs improvement
Building with classrooms		
Building with classrooms		
Building with classrooms		
Building with washrooms/latrines		
Multipurpose building		

B.4.) Is there water on the premises and what are the sources?

	Public supply/ piped	Rainwater harvest / water tank	River	Spring	Tube well
Drinking					
Hand-washing					

B.5.) Is there electricity and internet at school?

	None	Some/limited	Yes
Electricity			
Internet			

B.6.) Are following items on the school premises?

	yes	no	Condition (poor/weak/ acceptable/normal/good)
School has a 20-meter fire-free protection zone around the institution hedge (rural schools) for fire prevention			
Blocks are separated by voids to deter fire from spreading			
Fire detection and fighting equipment are located outside each building			
Each building has a lightning conductor/arrester			
Each buildings ha door and window shutters			
Door and window shutters have locks and bolts respectively and open outwards			
School has proper facility for disposing glass			
All storied buildings have emergency exists			
School has windbreaks and shade trees			
School has learners' gardens			
School has a simple weather station (with rain gauge, thermometer and wind gauge)			
School is fenced			
Other, please specify:			

C.) School Conflict and Disaster Management capacities

C.1.) What type of and quality of early warning system does your school have access to?

Conflict or Natural disaster risk	Type of early warning system (e.g. messages from other communities, own community, by radio, loudspeaker, alarm/gong, by police, meteorology services, etc.)	Reliable and effective (indicate with x)	Not reliable and not effective (indicate with x)	None
Example: Flood	*Message from other communities affected earlier and police*	*x*		

C.2.) Does this school have school safety guidelines, rules and regulations:

Guidelines, rules and regulations	Yes	No	Remarks
Children Act Cap 59 (2000)			
Alternatives to Corporal Punishment (2008)			
Copy of the Road Safety Code			
Guidelines on the functions of the staff and student Safety and Security Committees			
Guidelines on Safety and Security issued by Inspector General of Police			
Safety and Security school rules and regulations			
School rules and regulations on prevention of violence and abuse			
Mechanisms for reporting abuse and violence			
Psychosocial system, e.g. spiritual and moral care, life skills e.g. prevention of self-harm, peer abuse, abuse by adults, and societal abuse			
Emergency preparedness system (Emergency contacts display, Emergency routes/evacuation plan, Plan for training emergency rescue teams)			

C.3.) Which of these conflict and disaster response skills do teachers and learners have?

	School personnel are ready to organize conflict and disaster response
	School personnel and learners know and follow building evacuation/area evacuation/shelter/lock-down/safe family reunification procedures
	Other, please specify:

C.4.) How does this school/community sensitize learners, teachers and communities on personal safety and security matters?

Method	Frequency	Matters discussed/ practiced
Police visit		
Organized fire drills		
Teachers inform learners as part of the regular curriculum		
Teacher initiatives for learners		
Peer to peer in form of drama, songs practiced in school clubs, classrooms, scouts		
Wall painting		
PTA meetings		
Emergency Response Show with parents, community and community leaders		
Radio talk shows		
Experience sharing among teachers from same and different schools		
Other, please specify:		

C.5.) What measures are in place to ensure learners' and teachers' safety and security:

School ...	Yes, in place	No, not in place	Remarks
Has mobile phones on school premises for communication			
Has land title for the land on which school is located			
Responds to cases of violence (psychosocial system, health care counselling referrals)			
Has trained guards working day and night			
Controls access to its premises (gate, guards, etc.)			
Manages undisciplined and criminal minded teachers to prevent/ sanction (a) teacher absenteeism, and (b) teachers' gender based violence (defilement, rape), and corporal violence			
Manages undisciplined and criminal minded learners to prevent/ sanction (a) learner absenteeism, and (b) learners' gender based violence (defilement, rape), and violence (bullying)			
Prevents and persecutes crime (for example by calling the police)			
Prevents epidemics and malaria through removal or destruction of mosquito breeding sites, use of treated curtain and/or bed nets			
Has building evacuation routes and safe assembly areas which are known by every learner, teacher and parent			
Holds mock drills at the beginning of each term to practice and improve conflict and disaster management skills			
Maintains First aid supplies and fire suppression equipment			
Personnel have received training in response skills (for example first aid, light search and rescue, psychosocial first aid)			
Has emergency water storage facilities, nutrition and shelter supplies			
Takes measures for food security (school garden, grain banks, etc.)			
Provides food to learners during school hours			
Takes measures for solid waste management (for example recycling)			

C.6.) What instruction materials for learners and teachers do you have in your school that address peace, reconciliation and conflict resolution?

Material	Used for... (P1-4, or other)	Quantity	Received from whom and when

C.7.) Which of the following items describe school conflict and disaster management at your school?

	School conflict and disaster management has the full support of school leadership
	School conflict and disaster management committee established and takes lead in guiding risk assessment, risk reduction, preparedness, response and educational continuity planning
	School conflict and disaster management plan exists and is reviewed and updated at least once per year
	Risk assessment is undertaken at least once per year or as needed
	Other, please specify:

Annex 3. Guide for developing CDRM school plans

THE REPUBLIC OF UGANDA

MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND SPORTS

**A guide for developing school-based
Conflict and Disaster Risk Management (CDRM) plans**

March 2016

1.0 Background

Uganda is prone to several natural and human induced hazards that can cause disaster and conflict.

- Natural hazards include for example drought, floods, disease outbreaks, landslides, fires, lightning and hailstorms.
- Human induced hazards include civil strife, ethnic and tribal tensions, refugee influxes and land wrangles but also environmental degradation leading to natural disasters.

    In the last two decades, Uganda has witnessed a significant increase in the number and adverse effect of natural and human induced hazards. Frequent occurrences of conflict and disaster lead to destruction of lives and school infrastructure, interrupt schooling, and impact negatively on education quality which in turn denies children becoming productive citizens. As a result, the Government of Uganda endorsed the National Policy for Disaster Preparedness and Management in 2010 to strengthen Uganda's capacities to prevent, prepare for and respond appropriately to disasters, including in education. In line with this policy, the MoESTS developed a Guideline to Conflict and Disaster Risk Management in Education Institutions. The guidelines mandate that all education institutions must have an institution-based Conflict and Disaster Risk Management Plan.

    It is upon this background that Kisoro and Oyam District Education Department with support from MoESTS and UNESCO/International Institute for Education Planning (IIEP), have developed this guide to facilitate the development of School-based Conflict and Disaster Risk Management Plans.

2.0 Ojective of this Document

The overall objective of this document is to provide guidance to each institution/school for developing a Conflict and Disaster Risk Management (CDRM) plan. Specifically, the document outlines procedures for forming Conflict and Disaster Risk Management Committees in schools, responsible for developing CDRM School Plans and explains how the District Education Department will collect relevant information in regard to CDRM.

3.0 Why is a school-based CDRM Plan needed?

Schools play a key role in taking preventative and protective measures to reduce conflict and disaster impact if they cannot be avoided. The School-based CDRM Plan provides a basis for action and resource mobilization. The School-based CDRM Plan has following goals:

- Protect learners and teaching staff from death, injury, and harm in schools
- Plan for educational continuity in the face of all expected hazards and threats
- Safeguard education sector investments
- Strengthen learners knowledge and skills in how to reduce risks and how to live together in peace

It is critical that the school doesn't develop the plan in isolation. The school should work with the community, local emergency response team, parents, area local councils etc. This collaboration does not only provide for wide ownership of the plan, but also makes more resources available, and ensures the smooth integration of all responders. Once school-based plans are developed, they are consolidated into the District Education Department CDRM work plan which in turn feeds into the District Development Plan.

4.0 Glossary

Conflict and Disaster Risk Management (CDRM): Legal, institutional and policy frameworks and administrative mechanisms and procedures to manage conflict and disaster risks before, during and after they occur.

CDRM Capacity: refers to the resources of learners, teachers, households, communities, institutions, and systems that enable them to cope with or resist the impact of a conflict or disaster risk. Some of the most important capacities to reduce the risks of conflict and disaster is knowledge of risks, access and use of early warning systems, standard emergency response procedures at the school level, and planning for educational continuity. Additionally, if the education received in that school is based on a curriculum and teaching that equips children with effective coping strategies and life skills for living together in peace, conflict will be reduced.

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources/ capacities

Hazard: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. A distinction is made between (a) *human-made hazards*, including conflict, and (b) *natural hazards* such as lightning.

School safety: protect children and education workers from death and injury in schools; plan for educational continuity in the face of expected hazards; safeguard education sector investments; strengthen a disaster resilient citizenry through education.

Prevention: is the action schools take to prevent a manmade or natural disasters or actual incident of violence from occurring.

Protection: actions that safeguard students, teachers, staff, and school property from hazard or the capabilities necessary to avoid, discourage, or stop conflict or disaster from occurring.

Mitigation: means the capabilities necessary to remove or reduce the loss of life and property damage by lessening the impact of a disaster. It also means reducing the likelihood that conflict and hazards will occur.
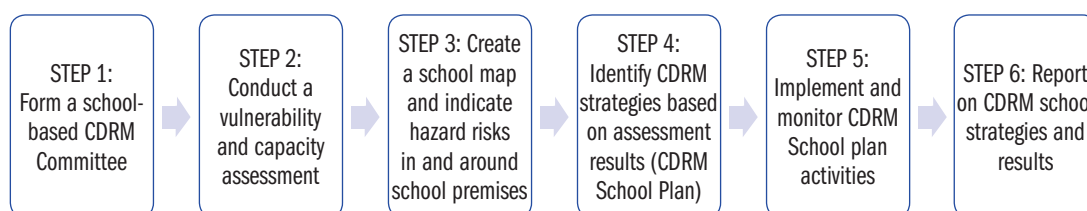
Response: means the capabilities necessary to stabilize a disaster once it has already occur or is likely to occur in a way that cannot be prevented.

Recovery: means the capabilities necessary to assist schools affected by conflict and disaster in restoring the learning environment.

Vulnerability: weak points of the education system, schools, teachers and learners in terms of preventing and coping with conflict and disaster risks.

5.0 Developing a School-based CDRM Plan: A 6-step process

Following steps should be taken in the process of developing a school-based CDRM plan. Each step will be explained in this document.

STEP 1: Form a school-based CDRM Committee	STEP 2: Conduct a vulnerability and capacity assessment	STEP 3: Create a school map and indicate hazard risks in and around school premises	STEP 4: Identify CDRM strategies based on assessment results (CDRM School Plan)	STEP 5: Implement and monitor CDRM School plan activities	STEP 6: Report on CDRM school strategies and results

STEP 1: Form a school-based Conflict Disaster Risks Management (CDRM) Committee

Planning for CDRM is best performed by a team. To form a CDRM Committee, each school should identify potential members. The CDRM Committee membership should include:

- SMC, BoG representatives respectively
- Head teacher or deputy head teacher
- Teachers' Representative
- Parents' representative
- CBO/FBO Representative
- Head boy and Head girl
- LC/Chairman
- Secretary to CDRM Committee (a teacher)

The knowledge of these members will together inform the development, implementation, and monitoring of the CDRM Plan. To form a CDRM Committee, the head teacher:

(a) **Informs the proposed persons of their nomination into the CDRM Committee**

(b) **Calls for a first meeting where the nominated CDRM Committee members define and assign roles and responsibilities as part of CDRM Committee membership.** During the first meeting committee members review this guide and discuss potential roles and responsibilities of each committee member reflecting members' expertise. Roles and responsibilities of the CDRM School Committee include:

– Development of School-based CDRM Plan (CDRM strategies) based on results from Vulnerability and Capacity Assessment

– Implementation of CDRM School Plan

– Update of Plan based on Monitoring and Evaluation Results and regular reporting to SMC/BoG and District Education Department

(c) **Leads the discussion on schedule of meetings.** The Committee should meet at least once every term, preferably at the beginning of each term. CDRM at school level requires regular scheduled planning meetings to prepare and conduct awareness

activities, mock-drills and other safety measures as identified in the CDRM school plan, monitor activities and update the CDRM Plan. In case of acute hazard risks such as floods, drought and conflict, the CDRM Committee should meet as needed.
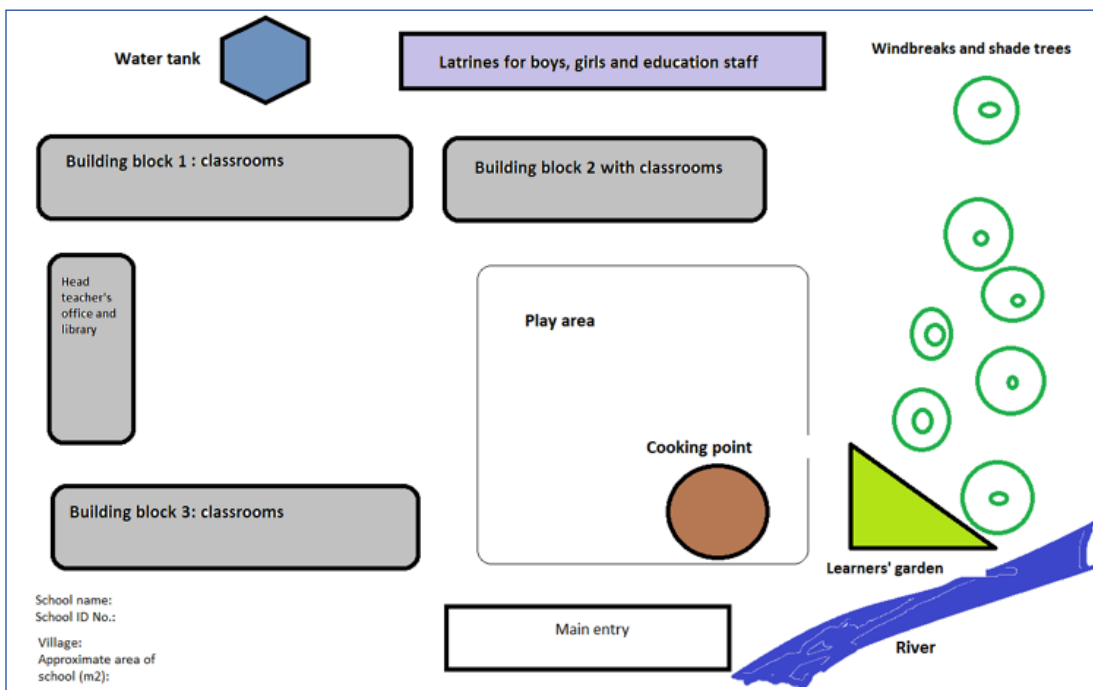
STEP 2: Conduct a Vulnerability and Capacity Assessment

For STEP 2, use the attached *Vulnerability and Capacity Assessment tool* (Annex I).

To be prepared and to respond adequately to conflict and disaster risks, each school needs to undertake a regular assessment of the potential hazards a school faces and how these hazards may or have impacted on education service delivery. For this purpose the CDRM Committee utilizes the *Vulnerability and Capacity Assessment tool* attached to this note. The assessment tool is designed to support schools in identifying potential hazard risks, analyzing how hazards have impacted on education service delivery in the past and assessing the abilities/capacities of the community, teachers, learners and other stakeholders to ensure that hazard risks don't turn into disasters (mitigation, prevention) and when disasters happen to respond adequately.

STEP 3: Create a school map and indicate hazard risks in and around school premises

Using information collected with the use of the *Vulnerability and Capacity Assessment tool* (see *A. School Profile and Risks*, page 2-5), the CDRM Committee draws a School Map that describes the location of all school facilities and the surrounding areas, including hazard risks in and around school premises. A sample School Map is outlined below.

STEP 4: Identify CDRM strategies for the CDRM School Plan based on assessment results

Using the results from the Vulnerability and Capacity Assessment, the CDRM School Committee identifies facilities that are not safe for learners and teachers and the missing capacities of the school/community, learners and teachers in addressing the identified conflict and disaster risks. It is recommended that the CDRM Committee first ranks or weighs the risk posed by each hazard identified in and around school premises. This will allow the CDRM Committee to prioritize urgent strategies and required resources to ensure safe school facilities and CDRM capacities as part of the CDRM School Plan.

The following matrix helps to prioritize and analyze information collected by the *Vulnerability and Capacity Assessment tool* in regard to *B. Safe school facilities* (see page 5-6).

Assessment tool question No.	List **facilities that are not safe** (poor and weak condition) as per assessment tool results	Description of **why facility is not safe** as per assessment tool results	Describe **strategies and resources required** to ensure that facilities are safe
B.1.)	*Example: Water tank*	*Example: poses health risk to users due to unclean water*	*Example: Ensure regular cleaning of water tank by assigning a class every 2 weeks*
	Example: Classroom block 1	*Example: Blown off roof*	*Example: reconstruct roof, total costs: UGX5,000,000 for materials plus craftsman skills*

The following matrix helps to analyze information collected by the *Vulnerability and Capacity Assessment tool* in regard to *C. School Conflict and Disaster Management capacities* (see page 6-8).

Assessment tool question No.	List **capacities that are not in place, not reliable and/or effective** as per assessment tool results	Description of **why capacity does not exist, is not reliable and/or effective** as per assessment tool results	Describe **strategies and resources required** to ensure capacities are in place, are reliable and effective
C.1.) and C.2.)	*Example: Early warning system not in place*	*Example: Information regarding security and safety are not being shared effectively between the police and the school*	*Example: Set up monthly meeting between local police and school for awareness raising*
	Example: There is no controlled system to school premises	*Example: lack of trained guards*	*Example: lobby for funds among parents and community to provide training for guards*

STEP 5: Develop CDRM School Plan, implement and monitor CDRM School Plan activities

Once the CDRM Committee has identified strategies and resources required for addressing unsafe school facilities and missing capacities to ensure the safety of learners and teachers, education continuity and to protect education investments (STEP 4), the CDRM School Committee compares the costs and benefits of each action/strategy including potential sources of resources (financial resources and non-financial resources such as skills, labor).

Based on this comparison, the CDRM School Committee agrees on the desired course of action, including who should be responsible for carrying out and monitoring the various strategies identified including timelines. The outlined strategies will help schools lobby for and coordinate financial and technical support from the community, District Education Department and/or other supporters. Each school should develop a brief (for example 3-page) CDRM School Plan to be shared with the School Management Committee, PTA, school community, teachers and learners. The CDRM Committee should also regularly review the plan. The review is preferably being done termly, based on an updated Vulnerability and Capacity Assessment which takes into consideration progress and achievements of the various CDRM strategies.

STEP 6: Report on CDRM school strategies and results

The CDRM School Committee reports on CDRM school strategies, results and especially required support as part of the monthly return form, during inspection visits and reports to the SMC/BoG on a regular basis.

Annex 4. CDRM Monthly Data Collection Tool (Kisoro example)

Conflict and Disaster Risk Management (CDRM) Monthly Data Collection Tool

KISORO DISTRICT

Conflict and Disaster Risk Management (CDRM) Monthly Data Collection Tool

Month	Year
--	2016

Section 1.0: School Profile			
1.1	Name of the School		
1.2	School ID No. (EMIS No.)		
1.3	County		
1.4	Sub-county		
1.5	Physical Address 1. Box number . . . . 2. Email Address. . . . . 3. Telephone.		
1.6	Type of Institution by Ownership		

Type of Institution	Ownership	
	Government	Non-Government
Pre-Primary		
Primary		
Secondary		

Section 2.0: Effects of Hazards on Teaching and Learning in the school		
2.1	Which of the following hazards have affected the teaching and learning in your school in this month? *(Tick the relevant hazards)*	

Hazard	Tick as appropriate
Lightning	
Refugee Influxes	
Strong Winds	
Floods	
Landslides	
Other (specify)	

(2.2)

2.3	For the hazard/hazards you have ticked above, how frequently did they occur in this month? *(mark the applicable box below)*				
	Hazard	**None**	**1-2 times**	**3-5 times**	**More than 5 times**
	Lightning				
	Refugee Influxes				
	Strong Winds				
	Floods				
	Landslides				
	Other (specify)				

2.4	For the hazard/hazards you have ticked above, what were their effects on teaching and learning?					
	Hazard	**Number of. School Days lost**	**Number of Deaths**	**Number of Injuries**	**Number of children absent due to the hazard (approx.):**	**Number of teachers absent due to the hazard**
	Lightning					
	Refugee Influxes					
	Strong Winds					
	Floods					
	Landslides					
	Other (specify)					

Section 3.0: Effects of Hazards on School Infrastructure

For the Hazard/Hazards you have picked above, what were the effects on the school infrastructure?

Hazard	**Number of Classrooms destroyed**	**Number of Latrine blocks destroyed**	**Number of Teachers houses destroyed**	**Number of Administration block destroyed**	**Number of Dormitories damaged/ destroyed**	**Number of Library/ Laboratories damaged**
Lightning						
Refugee Influxes						
Strong Winds						
Floods						
Landslides						

Others (Specify) . . . .

Section 4.0: Availability of Lightning Arrestors in Schools

4.1	Does your school have functioning lightning arrestors installed? 1. Yes 2. No	
4.2	If YES to 4.1 above how many functioning lightning arrestors are installed:	
4.3	How many classroom blocks do NOT have lightning arrestors installed?	

Section 5.0: CDRM Preparedness at the school level

5.1	Which of the following are functional in your school? (tick as appropriate) 1. CDRM Committee ☐ 2. Safety and Security Committee ☐ 3. School Map ☐ 4. CDRM Plan ☐
5.2	Has your school conducted a Vulnerability and Capacity Assessment? 1. Yes 2. No

Name: . . . .

Signature . . . .

Date. . . . .

Stamp

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Quality of education
    Evaluation – innovation – supervision

Different levels of formal education
    Primary to higher education

Alternative strategies for education
    Lifelong education – non-formal education – disadvantaged groups – gender education

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The Office of the Director, International Institute for Educational Planning,
7–9 rue Eugène Delacroix, 75116 Paris, France

The paper

Having suffered a succession of both conflicts and disasters, in 2014, Uganda embarked on a process to develop education sector capacities for preventing and mitigating conflict and disaster risk in and through education, by strengthening the capacities of education policy-makers and planners at central and district levels, as well as of teachers and learners. This publication presents lessons learned from IIEP's support to this process between 2014 and 2016, when it worked closely with the Ministry of Education, Science, Technology and Sports (MoESTS) and UNICEF Uganda. The project was supported by UNICEF ESARO and PEIC.

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