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Rebuilding resilience The education challenge

"We heard the terminology around 'fragile states'. We wish to underline the importance of being cautious in using this term. It is labelling countries in a negative way, where we are trying to develop and become stronger and prouder nations."
(H.E. Pierre Nkurunziza, President of Burundi, in Doha, 30 November 2008¹)

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Burundi and many other countries should be applauded for their efforts in emerging from crisis. There is a need to stay positive and focus on the future. Boege *et al.* suggest that it is critical to begin "*de-emphasising weakness, fragility, failure and collapse, and [focus]...on hybridity, generative processes, innovative adaptation and ingenuity*".² This potential to adapt and respond is essential, particularly in the face of the current global financial crisis.

However, there is a need to be realistic. In Zimbabwe, for example, an education system once described as the pride of Africa is now collapsing. Such countries need specific attention. A plethora of terms exist to label these states as either unwilling or



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unable to meet the needs of their populations, such as low-income countries under stress (LICUS), fragile states and countries in post-conflict. These labels often have political or cultural connotations that may have severe implications for a country's stability and economic growth.

The realities of a 'fragile' context

Although 'fragile' countries make up only 9 per cent of the world's population, they account for over half of the children out of school, a third of the infants who die before the age of five, and a quarter of the people living with HIV and AIDS.

Global warming, the escalation of food prices, and internal and external shocks have

an intensified impact on 'fragile' states. Such states are also furthest away from meeting the Millennium Development Goals.³

To understand what can make a positive difference for education in fragile contexts, it is critical to identify the varying challenges and opportunities.

Challenges

Examining the specific context is key to the OECD-DAC *Principles for good international engagement in fragile states and situations*. Yet it is among the principles that is most ignored. In many humanitarian crises where education is consistently demanded as one of the top priorities by communities, it is among the least funded sectors. In efforts to respond rapidly in crises, education practitioners commonly fail to collaborate with communities and governments to determine their specific needs and implement pre-defined, standardized activities.⁴ The benefits of collaborating are evident in the Occupied Palestinian Territory (see pp.4-5). The context here is calamitous, yet the gains made from the carefully crafted education sector-wide approach can be huge.

Capacity development should be based on identified needs at community and central levels, yet many strategies focus only on the central level. Capacity development is a long-term process:

"many agencies and governments now recognize that 10- to 20-year time frames may be more appropriate in countries where capacities are least present".⁵ Yet most support programmes last only one to three years. As demonstrated by the experience in Afghanistan, long-term commitment produces results and needs to be sustained in changing circumstances (see pp.6-7).

Building transparent and accountable governance systems also requires long-term input and investment. The optimism accompanying post-conflict peace agreements should be followed up by long-term, predictable financing to allow a gradual increase in funding as the capacity of a state builds over time. Rapid and large injections of resources can render a state vulnerable to corruption if it is unable to absorb the funds. The article on education finance in fragile contexts (pp.10-11) demonstrates how to achieve predictable financing through various funding modalities.

Opportunities

This *Newsletter* highlights how some challenges can be overcome. The articles on Afghanistan (pp.6-7), Angola (p.9), DR Congo (pp. 8-9) and Palestine (pp.4-5) provide examples where positive changes in planning and implementation have occurred. Innovative funding modalities are

being developed, such as the Fast Track Initiative Education Transition Fund (see p.10). New technology is being used in Southern Sudan and elsewhere to collect, deliver and analyze education data at the touch of a button.⁶ Mechanisms for responding to and analyzing fragility are being used to mitigate fragility by the Education Cluster Working Group (see p. 7) and the Inter-Agency Network for Education in Emergencies (see p. 11). 'Hybridity', flexibility and creativity are amply demonstrated by these examples, which indicate how the transition from fragility to stability can be supported. Policy development for educational planning needs to focus on what can be done to rebuild resilience. ■

¹ At the Follow-up International Conference on 'Financing for development', side event: *Financing education in conflict-affected areas*. www.un.org/esa/ffd/doha/index.htm

² Boege, V.; Brown, A.; Clements, K.; Nolan, A. 2008. *On hybrid political orders and emerging states: state formation in the context of 'fragility'*. www.berghof-handbook.net/uploads/download/boege_etal_handbook.pdf

³ <http://devdata.worldbank.org/atlas-mdg/>

⁴ Penson, J.; Tomlinson, K. 2009. *Rapid response: programming for education needs in emergencies*. IIEP-UNESCO.

⁵ UNESCO. 2008. *Capacity development in educational planning and management for achieving EFA: a UNESCO strategy paper*. First draft.

⁶ Academy for Educational Development (AED). *Big impact small technology - practical options for development*. Forthcoming.

FURTHER READING

Fragmented foundations: education and chronic crisis in the Occupied Palestinian Territory

Susan Nicolai
2007



Building back better: post-earthquake responses and educational challenges in Pakistan

Jackie Kirk
2008



Staying power: struggling to reconstruct education in Burundi since 1993

Anna Obura
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Certification counts: recognizing the learning attainments of displaced and refugee students*

Jackie Kirk (Ed.)
2009



Rapid response: programming for education needs in emergencies*

Jonathan Penson and
Kathryn Tomlinson
2009



Promoting participation: community contributions to education in conflict situations*

Joan Sullivan-Owomoyela
and Laura Brannelly
2009



All IIEP publications in the series 'Education in emergencies and reconstruction' can be downloaded at: www.iiep.unesco.org/information-services/publications.html

* See résumés on page 16

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Strengthening education systems in challenging circumstances

IIEP has a distinguished history of both conceptual and practical work on education in fragile settings, and can be considered one of the pioneers in the field. The conceptual work has been presented in publications on a range of countries, and this issue of the *Newsletter* highlights IIEP's actions in settings as diverse as Afghanistan, Angola, Democratic Republic of Congo, Iraq and Palestine. These are indeed challenging settings; but they are also ones with dedicated professionals with whom it is a pleasure to collaborate. IIEP is mindful that success cannot be guaranteed, and that allowance must be made for setbacks. Yet the Institute is committed to working in these countries as much as in more stable environments.

In some respects even the so-called stable environments may be fragile. The global financial crisis that began in 2008 has shown how all parts of the world are interlinked and vulnerable to sudden shocks. One role for IIEP is to highlight the importance of education as a long-term social and economic investment which must be protected even in the context of financial crisis, in both national and international arenas.

Two articles in this *Newsletter* have been written by Khalil Mahshi, the newly-appointed Deputy Director of IIEP (see below). These articles focus on Palestine and Iraq, in which the circumstances are indeed challenging. Khalil Mahshi also has wide experience in other countries, and his combination of conceptual understanding and practical expertise will greatly assist the Institute as it works with partners in a wide range of settings to promote stability and long-term development. ■

New Deputy Director for IIEP

IIEP is pleased to announce the appointment of Khalil Mahshi to the post of Deputy Director. Khalil Mahshi is already well known to many of IIEP's partners, having played a major role in negotiating and implementing a number of significant capacity building and technical assistance projects.

Before joining IIEP in 2001, Khalil Mahshi was Director General for International and Public Relations at the Palestinian Authority Ministry of Education and, prior to that, Director of the Ramallah Friends' School and Chairman of the Education and Psychology Department at the University of Birzeit.

IIEP joins Raymond E. Wanner, Chairperson of the Institute's Governing Board, in declaring that "*this is indeed an excellent appointment*". Khalil Mahshi will further strengthen IIEP's capacity to engage in strategic planning and assist UNESCO Member States in meeting the education challenges of this rapidly changing world. ■



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Palestine

Planning under political instability

Since its creation in 1994, the Palestinian Ministry of Education and Higher Education has drawn up two strategic five-year plans. Implementing these plans under politically unstable conditions is a serious challenge.

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In July 2008, the Ministry of Education and Higher Education (MoEHE) of the Occupied Palestinian Territory (OPT) published its Education Development Strategic Plan (EDSP) for the period 2008-2012. EDSP was prepared in a participatory manner, involving various units within the central Ministry and in consultation with district education officers, other ministries, non-governmental organizations, and international development partners. Its formulation followed a period of in-depth sector analysis, and was closely linked to the Palestinian Reform and Development Plan 2008-2010. In the final preparation stages, IIEP assisted the Ministry in structuring the plan's content.

IIEP (and broader UNESCO) co-operation with MoEHE dates back to 1996.¹ One of the main outcomes of this co-operation was the formulation of Palestine's first five-year

Education Development Plan (2001-2005). The participatory process in which the plan was prepared paved the way for donor alignment and harmonization. Already by late 2000, the MoEHE and its development partners were thinking of moving towards 'basket funding' by donors and embarking on a sector-wide approach. Unfortunately, soon after the plan was finalized, Palestine was engulfed in a second *Intifada*² and, as a result, only parts of the plan were implemented. The system was not geared towards implementing, monitoring and evaluating a strategic plan, and attempts to introduce a sector-wide approach were forgotten. Donors returned to 'project mode' funding for education and intensified humanitarian aid. As a result, the relatively advanced Palestinian experiences in planning education for post-conflict situations, donor co-ordination and sector-wide approaches were lost.

The participatory process used to formulate the second strategic plan (EDSP) for 2008-2012 revived interest within the Ministry and among its development partners in strategic planning and a sector-wide approach. Recently, *Partnership Principles* were drawn up and signed by all parties involved. IIEP assistance was sought to identify necessary implementation tools and skills. An IIEP mission to Ramallah in June 2008 assisted the MoEHE team responsible for addressing these issues.

The main focus of the Strategic Plan is to improve the quality of education within schools, and a strong emphasis is put on developing planning and management skills within the Ministry. The team agreed that quality in schools could only improve if the teaching practices in the classroom were changed from lecturing and rote learning to student-centered methods and active learning. Educational quality is not just a matter of improving student achievement in a specific subject matter. It also entails imparting the skills and human values that both individuals and society need. Important elements to strengthen capacity at the Ministry level are team building and 'supportive accountability' that not only demands performance but also offers the necessary support to achieve it.

Bearing in mind these conclusions, the team decided that EDSP's implementation should focus on headteachers, who would guide their staff in the formulation, implementation, monitoring and evaluation of annual school development plans for quality learning. Teachers and staff will be responsible for achieving the agreed results, and will be assisted in this by the principal and education supervisors. While yearly school development plans should be formulated within the framework of EDSP and contribute to realizing its goals, the annual operational plans at the district and ministry levels (the provincial level does not exist in Palestine) should reflect needs at the school level and provide support in implementing the school development plans.

An IIEP mission in October 2008 trained a team of trainers and developed training materials in Arabic for school principals and district education planning officers on how to formulate, implement and monitor annual plans. Another IIEP mission analysed the



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Ministry's capacity to manage and implement this second Strategic Plan and identified areas in which skills need to be strengthened. The Israeli siege on Gaza in 2009 has meant that IIEP technical assistance missions can only work with officers from the West Bank. The two impending questions now are: What will be the impact of the renewed war in Gaza on EDSP's implementation? And will the opportunity to use a sector-wide approach to implement a strategic plan be lost yet again? ■

In February 2008, the UNESCO Iraq Office (currently located in Jordan), UNICEF and the World Bank jointly organized the first workshop to assist those responsible for education and higher education in Iraq and Iraqi Kurdistan in formulating a national strategic plan for education. This workshop took place in Jordan, near the Dead Sea, and participants came from the four Ministries of Education and Higher Education in Baghdad and Iraqi Kurdistan¹. At the end of this first workshop, the participants agreed to meet again to build on work they had started.

The three organizing agencies held a follow-up workshop in Amman, Jordan, from 3 to 5 December 2008. Participants

reported on progress since the first workshop, learned about successful strategy development experiences in other Arab states, agreed on a plan of action, decided what support international stakeholders could provide, and developed a national education strategy framework.

Some 26 Iraqi participants attended this second workshop. These included representatives from the four above-mentioned Ministries, as well as the Iraqi Prime Minister's Office, and the Iraqi Parliament (Chairman of the Education Committee). Observers from donor agencies also participated, and a representative from the Palestinian Ministry of Education and Higher Education

presented the Palestinian experience in formulating educational strategic plans. IIEP provided a technical resource person.

During the workshop a strong team dynamic was created among the Iraqi participants. This was considered a major achievement by both the Iraqi participants and the organizers. The Iraqi participants agreed to work hard in 2009 on the preparation of one strategic plan for education and higher education under the leadership of the Prime Minister's Office. An outline proposed by IIEP is being used as a basis for the plan document, and IIEP expects to provide further support during the coming months and years. ■

Building back better in Iraq

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¹ Kurdistan is an autonomous region inside Iraq with its own government and parliament recognized by the Constitution of Iraq. The region has its own Ministries of Education and Higher Education.



Afghanistan

Overcoming the challenges

Despite all the challenges, the Afghan education system is resilient. Rebuilding the Ministry of Education's capacity to plan and deliver education is crucial to overcoming these challenges.

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After a period of relative peace following the ousting of the Taliban in late 2001, violence has been increasing since 2006, and in 2008 reached its highest peak since the end of the war. The situation in Afghanistan is complex. It ranges from relative peace in some areas of the country to open conflict in the southern and eastern provinces. This instability inevitably affects the education system. UN figures are alarming: more than 700 incidents affecting education (i.e. attacks on schools and other education institutions, their staff or pupils) have been recorded since 2004, 230 of which occurred between July 2007 and June 2008 alone.¹

Yet, despite these security challenges, Afghanistan's educational indicators keep improving. Today, six million children attend school compared to 900,000 in 2002, 40 per cent of whom are girls. This remarkable comeback of the education system highlights

the positive developments in the face of adversity. IIEP has been collaborating with the Ministry of Education since 2002 and, since 2006, has assisted in formulating and revising the National Education Strategic Plan (NESP) and in developing the skills of planning staff. This long-term involvement (2002-2009) financed by Norway, which follows the *Principles for good international engagement in fragile states and situations* (drawn up by OECD's Development Assistance Committee), is significant in that it stretches over the plan's implementation phase and almost covers its entire time span.

Positive developments

The EFA Fast Track Initiative identified four major gaps in many of the so-called 'fragile' states: policy, funding, data, and capacity. The Afghan Ministry of Education addresses each of these shortcomings and, with technical support from IIEP and various other development partners, scores positive points in all four categories. The most prominent examples are:

- In 2007, the Ministry of Education formulated and launched the 2006-2010 National Education Strategic Plan, which is currently being revised to align with the Afghan 2008-2012 National Development Strategy. This helped set policy standards for the strategies of other ministries.
- The first joint review meeting of NESP's implementation took place in 2007² and the Education Development Board was set up to co-ordinate international aid.
- The Ministry of Education is piloting the Ministry of Finance programme budgeting system.
- The 2007 Schools Survey was released, which was a considerable advance in bridging the data gap. It is complemented by a set of detailed school maps.
- A national teacher registration system is currently being developed.
- An Afghanistan-specific projection and simulation model, based on data from the Schools Survey, is being developed. It will enable the Ministry of Education to discuss different policy options and set realistic targets as part of the plan's revision process.

¹ United Nations Security Council. *Report of the Secretary-General on children and armed conflict in Afghanistan*, November 2008. www.un.org/Docs/sc/sgrep08.htm

² IIEP Newsletter, Vol. XXVI, No. 1, January-April 2008, p.7. www.unesco.org/iiep/eng/newsletter/2008/jane08.pdf

Lessons learned

Looking back over recent years, it is obvious that the Ministry of Education's reliance on its own staff and systems is increasing. The Department of Planning and Evaluation is a case in point. IIEP's close collaboration with this department has provided important lessons for capacity development in similar contexts.

- Capacity development strategies are more likely to succeed when they are long-term, comprehensive, and combine different approaches ranging from on-the-job training and technical assistance to both general training and specific computer skills, English etc.
- Both Ministry of Education and

donor staff co-ordination skills should be enhanced so as to ensure better alignment of aid on national plans, harmonize concepts, convene successful implementation joint reviews, and find innovative ways to create alliances among development partners to avoid duplication.

- Capacity development programmes need long-term financial commitment from donors, and funding should be as flexible as possible to adjust to changing situations and needs.
- Long-term institutional co-operation achieves better results than short-term consultancies. Such co-operation should provide critical advice and adequate support, and remain focused on results.

- Strengthening the capacity of national training institutions is key to sustainability.
- Salaries of national and international technical assistants should be aligned to avoid market distortion and 'brain drain'.

Looking ahead

The experience in Afghanistan illustrates that it is possible to plan, implement and achieve educational improvements despite the disorder caused by conflict and fragility. Although many challenges still remain, it has shown the importance of strengthening education systems through long-term and sustained commitment. ■

The 'cluster approach' aims to improve the quality of a humanitarian response in a disaster situation by identifying and addressing response needs. It ensures greater predictability and accountability in an attempt to improve co-ordination and partnership between the humanitarian actors and national governments.

The Inter-Agency Standing Committee (IASC)¹ was created in 1992 to strengthen humanitarian assistance by co-ordinating UN and non-UN partners in a more strategic response to humanitarian crises. The 'cluster approach' defines the roles and responsibilities of humanitarian actors in ten areas of activity² at all stages of a humanitarian response. It also provides the humanitarian co-ordinator with "both a first point of call and a provider of last resort in all the key sectors or areas of activity".³

Initially, the IASC did not set up a 'cluster'

for education. Although consistently demanded by children and parents caught up in crises as a first step in the return to normality, education remains one of the least funded sectors in emergency situations. Currently only five donors⁴ include it as part of their humanitarian response. Finally, IASC set up an 'education cluster' in November 2006, jointly led by UNICEF and the International Save the Children Alliance.

The formation of the Education Cluster has raised awareness among donors on the importance of providing education in emergencies. An example is the Consolidated Appeal Process, where education has always had the lowest coverage (26% in 2006). For 2008 this coverage rose to 48 per cent, similar to sectors like agriculture, shelter, and health.

UNESCO participates in the work of the Education

Cluster as part of its post-conflict post-disaster response within the Bureau of Field Co-ordination. IIEP is also a member of the Education Cluster Working Group's Capacity Building Task Team. IIEP's role, in collaboration with others, is to conduct two regional training courses for senior ministry of education officials from English-speaking Africa and Latin America in 2009. Course participants will learn how to prepare for and improve effective educational planning in emergency situations, as well as key approaches to cluster co-ordination and leadership. This will improve the preparedness and skills of officials to respond swiftly and effectively to future crises. IIEP aims to replicate this training on a global scale. The pilot workshop for this training will take place in Paris from 16 to 21 March 2009. ■

Education in emergencies The 'cluster approach'

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¹ For more details on the IASC and its activities see: www.humanitarianinfo.org

² The ten cluster sectors or areas of activity defined by IASC are: nutrition, health, water and sanitation, emergency shelters, camp co-ordination/management, protection, early recovery, logistics and emergency telecommunications and (since November 2006) education.

³ IASC. *Guidance note on using the cluster approach to strengthen humanitarian response*, November 2006.

www.humanitarianinfo.org/iascweb2/pageloader.aspx?page=content-products-products&productcatid=18

⁴ Norway, Canada, Denmark, Japan and Sweden



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DR Congo

Providing support in a conflict zone

Torn by a long destructive civil war up until 1997, with sporadic violent uprisings that still persist, DR Congo faces multiple challenges. Education is a priority investment for sustained stability.

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The efforts of the Democratic Republic of the Congo (DR Congo) to reconstruct its education system weakened by years of conflict have received support from UNESCO through the Education Sector Support Programme (ESSP). The objectives of ESSP were defined in an organizational audit conducted by the Planning and School Statistics Directorate in 2004 and focus on the institutional and technical capacity of the Ministry of Primary, Secondary and Vocational Education. IIEP was asked to provide technical assistance and training within the framework of this programme.

Various capacity development activities were defined, among which the following three have already been carried out:

➤ *Technical support and training for the Ministry staff responsible for education data processing and statistics.* This training focused mainly on methods of analysis and technical mastery of integrated databases. The databases assembled information from the three ministries responsible for education

(the Ministry of Primary, Secondary and Vocational Education, the Ministry of Higher and University Education, and the Ministry of Social Welfare). Training in the use of an online analytical data-processing software (OLAP), was found to be particularly beneficial as it considerably reduces the time needed to produce statistical yearbooks.

➤ *Training for planners on indicators for monitoring and management.* A particular emphasis was placed on concepts, methods and key indicators of the DR Congo's National Strategic Education Plan. The plan aims to meet the Millennium Development Goal of universal primary education by 2015, but this may only apply to the parts of the country that are not affected by conflict. Currently 83.4 per cent of primary-aged children are enrolled in schools, but this figure does not include the eastern regions of the country which are still in conflict.

➤ *Training of staff responsible for the teacher payroll system, SECOPE (Service de contrôle et de paie des enseignants), in major teacher management policy issues and trends.* This training addressed some of the national concerns on managing teachers more efficiently. It was also part of the effort to modernize SECOPE, which is undergoing major technological changes. These include linking decentralized service provision through a satellite telecommunications network, adopting new generation software tools, and training staff in these new technologies.

The strategic capacity development approach adopted by ESSP has nurtured ownership by the ministry staff, and staff trained by IIEP at central level will be expected to train their colleagues at the provincial and regional levels. IIEP's training focuses on developing a critical mass of competent educational planners and managers in an effort to ensure sustainable institutional capacity. This is strengthened by the relevance of IIEP's training package, which is rooted in research findings, and its format which combines practical and technical skills with theoretical know-how.

Nevertheless, the impact of such capacity development in DR Congo depends on the

commitment of national authorities and on consistent and stable leadership. National leadership needs to participate in the efforts to regulate, co-ordinate and capitalize on the contributions of the development partners. This implies determined efforts at the state level together with a realistic but ambitious vision. It also presupposes the ability to translate political vision and policies into strategic action plans which must be supported by integrated mechanisms for appropriate supervision, monitoring and evaluation.

In a situation as complex as that of DR Congo – a vast territory with numerous inaccessible zones, a rapidly-growing young population, and mass movements provoked by political unrest – traditional approaches

to capacity development may prove to be inconclusive. Education plans and their implementation need to be dynamic and proactive, strongly encouraging local initiatives in order to overcome bureaucratic obstacles stemming from over-centralized decision-making.

At the conceptual and technical level, there is an increasing demand by governments, donors and agencies for new tools of analysis to improve the efficiency of the assistance provided to countries as politically fragile as DR Congo. IIEP's distinctive blend of research, training and technical assistance can contribute by providing the mechanisms that countries like DR Congo need to strengthen their own expertise and build resilience. ■



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One of IIEP's strategies to scale up its support to UNESCO Member States is to forge alliances with development partners.¹ In December 2008, IIEP and the Delegation of the European Commission (EC) in Angola agreed to join forces in implementing a major EC-funded project: the Primary Education Support Project, known as PAEP in Portuguese. Within the context of education reform in Angola, PAEP will increase access to, and improve the quality of, primary education. It will operate in seven of the country's fifteen provinces: Benguela, Bié, Cunene, Huambo, Huíla, Kwanza Sul and Namibe.

While the PAEP team and its other implementation partners (UNICEF and the UNESCO Institute for Statistics) cover areas such as teacher training, curriculum revision

and textbook supply, IIEP's interventions will focus on its own fields of speciality. Between 2009 and 2011, the IIEP-Paris and IIEP-Buenos Aires offices will focus on *Planning and budgeting* and *Supervision and school management systems*.

The capacity development programme delivered by IIEP was designed jointly with the Angolan Ministry of Education and PAEP, following a country visit. It will consist of a combination of in-country training workshops, short- and long-term training courses at IIEP (Paris and Buenos Aires) and technical assistance. Around 120 ministry of education staff will receive training. Nearly 40 provincial and central educational planners will be trained on planning techniques and will develop seven provincial plans articulated with the

Ministry's Medium-Term Development Plan 2009-2013. Over 80 inspectors and supervisors (national, provincial and municipal) will be trained to play an effective role in designing and implementing educational policies and improving their support function to school managers.

This new multi-year engagement of IIEP at the country level reflects its determination to support ministries of education not only in the formulation of national education plans but also in their complex implementation and monitoring. By developing sustainable planning capacities, IIEP will also be contributing to the eventual endorsement of Angola's education plan by the Fast Track Initiative. ■

Angola Working at the provincial level

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¹ See IIEP's 2008-2013 Medium-Term Plan: www.unesco.org/iiep/PDF/MTP.pdf



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Funding education in fragile situations

FURTHER INFORMATION

This article is based on the paper presented at the INEE 2008 Policy Roundtable on *Education finance in states affected by fragility* see www.ineesite.org/page.asp?pid=1501 and a forthcoming IIEP/CfBT Education Trust publication on donor engagement in education in fragile and conflict-affected states.

For more information on the CfBT Education Trust and what it does, see www.cfbt.com

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The 2008 High Level Group meeting on Education for All (EFA) and the resulting Oslo Declaration called upon governments to intensify their efforts to support education in direct response to global economic conditions. Education is vital for achieving economic growth and recovery, reducing poverty, and improving health, living conditions and livelihoods. In fragile contexts, education provides opportunities to increase social and economic stability. Yet education in such contexts is frequently underfunded; it receives disproportionately low levels of external assistance given the large out-of-school populations, and the often restricted access to quality education.

In October 2008, the Inter-Agency Network for Education in Emergencies (INEE) convened a policy roundtable to discuss ways in which to improve education financing in response to the particular needs of fragile states. This included a review of existing and new financing modalities for education based on participants' experience,

lessons learned and research undertaken by IIEP and the CfBT Education Trust. The key question was how best to respond financially to educational needs and appropriately support education delivery in fragile contexts.

Fragility is an exceptional and complex circumstance. Understanding the particular contexts of each setting is fundamental to developing an appropriate funding response. This often requires a mix of funding modalities in line with the transformation and development of fragile contexts to ensure that funding mechanisms foster stability, long-term development and ownership of education responses. Domestic financing of education is integral to education provision, planning, state-building and accountability. This is true of both national education budgets and civil society. Communities and the non-state sector play an important role not only in delivering education but also in supporting accountability and governance processes. Where state-based accountability processes are weak, civil society has the opportunity to play an increased role in good governance processes.

When considering education aid, fragile situations require donors and other external agencies to adopt a context-specific approach to financial support rather than transplanting models and ways of working. Experience in Liberia with the establishment of the pooled Education Transition Fund, led by UNICEF and the Netherlands Ministry of Foreign Affairs, is demonstrating that responsive, innovative solutions can expand funding options and broaden opportunities for donor co-ordination, state ownership and longer term planning. To be appropriate, decisions on funding modalities need to be based on the level of capacity within the government and non-state actors, the legitimacy of the government, and the reliability of public financial management processes. In education, as in other sectors, overly complex processes increase the transaction costs of disbursing funds, increase the risks of delay, and result in unpredictable financing. The best rule of thumb stresses simplicity and flexibility, with realistic expectations placed on weak ministries of education.

Financing mechanisms need not only fit the current fragile contexts, but also work towards more stable ones. Maintaining a focus on state-building as a central approach to engagement is crucial. Incremental support to build governance structures and capacity should start as soon as possible. Work with local or regional state structures can provide a platform for central level state-building, as experience in Somalia has shown. This should remain a temporary measure so as not to foster dependence or miss opportunities to develop state capacity. An important aspect of state-building is fostering ownership of educational response, and aligning it with local priorities. As such state-building should not be limited to government structures, but should include working with civil society and other non-state actors to bring about more holistic, sustainable change.

Recurrent throughout the lessons and principles learned are the key messages that financing mechanisms need to remain simple, flexible and responsive, not only adapting to the fragile contexts but taking mediated risks to progress towards greater stability. One of the predominant challenges facing financing of education in fragile contexts is the multiple demands that need to be addressed. It should enable service delivery whilst concurrently strengthening institutions and fostering positive change. In practice this can only be achieved by combining approaches that build upon (but do not overwhelm) areas of resilience and strength within the sector that allow it to evolve and progress. Phased monitoring and financial evaluations should be undertaken to review the effectiveness and appropriateness of financing systems. ■



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The Inter-Agency Network for Education in Emergencies (INEE) is an open global network of over 3,200 members working together within a humanitarian and development framework. Their goal is to achieve the right to quality education and a safe learning environment in emergencies and post-crisis recovery.

Early in 2008, a Working Group on Education and Fragility was created within INEE to co-ordinate diverse initiatives and catalyze collaborative action. IIEP is a founding member of this group which aims to:

- strengthen consensus on what works when mitigating state fragility

through education while ensuring equitable access for all;

- support effective quality education programmes in fragile states;
- promote alternative mechanisms to support education in fragile states in the transition from humanitarian to development assistance.

The Working Group encourages research on capacity development for education systems, informs decisions relating to financing education in these situations, and strengthens the evidence base for understanding the dynamics between education and fragility.

On the research front, the Working Group will

produce two desk studies: one on Afghanistan, to be undertaken by IIEP, and another on Bosnia, to be undertaken by Alan Smith, University of Ulster, as well as three field-based studies (countries yet to be determined). These studies will examine educational roles and development in fragile situations. The case studies will be guided by a newly-developed analytical framework, and will lead to recommendations for policy, programming and financing of education in fragile situations. ■

For more information on the Inter-Agency Network for Education in Emergencies (INEE) and its activities, see:

www.ineesite.org

INEE Prioritizing education in humanitarian response

Kerstin Tebbe
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IIEP Summer School

Rebuilding resilience: planning education in 'fragile contexts'

IIEP, Paris, 20-31 July 2009

Education has a significant and enduring impact on social and economic development and is a key instrument to achieving all the Millennium Development Goals (MDGs). It carries high social returns, in particular for girls and women. In order to achieve these gains, there is a need for capacity development among education actors in the field, particularly in planning and implementation for effective education delivery in these contexts. National ministries of education are faced with significant challenges, particularly when provision of education in emergency contexts is rarely regarded as a high priority by humanitarian agencies.

This issue of the *IIEP Newsletter*

is devoted to the theme of *Rebuilding resilience: the education challenge* and concentrates on the challenges in 'fragile' states, as we know these states face distinctive challenges in planning for education and poverty reduction, and are furthest away from attaining the MDGs.

In order to understand the challenges and embark on the opportunities which might make a positive difference, the 2009 Summer School will address national and international policy issues and investigate a range of implications concerning education and fragility. They include the conceptual issues concerning the nature of fragility and rebuilding resilience in various contexts. The sessions will provide participants

with the tools and guidance for effective implementation and resource mobilization from bodies such as the Fast Track Initiative (FTI) and OECD Development Assistance Committee, among others. The course will review opportunities for change, including through new technology, and through innovative approaches to programming.

A venue for collective and individual reflection, the Summer School will be an opportunity to promote institutional change and contribute towards rebuilding resilience in 'fragile' contexts. ■

For more detailed information:
www.iiep.unesco.org/en/summer-school-2009



IIEP Policy Forum

Tertiary education in small states Planning in the context of globalization

IIEP, Paris, 2-3 July 2009

The emergence of global economies has underlined the importance of knowledge in development and the extent to which countries need to secure advanced skills to reap the benefits of globalization. Major investment in human development is therefore crucial, particularly at the tertiary education level.

With this challenge in mind, small states face both financial constraints and a limited pool of highly-qualified professionals to provide a diversified training offer. In recent years, higher education in such states has undergone

considerable change and reform through fast-growing enrolments and diversification of institutional systems.

The policy forum aims to take stock of recent changes and reforms to gain insight into policy options for planners and policy-makers in small states. Discussion topics will include: the impact of the new global environment, evolution in the regional university model, the role of technology and networking, academic fraud, the labour market, quality assurance and accreditation.

The forum will bring together some

60 ministerial and institutional policy-makers and planners, researchers and representatives from international agencies from a wide range of small states. It will be held at IIEP's Paris Headquarters prior to the **World Conference on Higher Education**, organized at UNESCO, 5-8 July 2009 (http://portal.unesco.org/education/en/ev.php-URL_ID=56642&URL_DO=DO_TOPIC&URL_SECTION=201.html). ■

For more detailed information:
<http://www.iiep.unesco.org/policy-forum-2009>

Planipolis: a tool for planners

Asunción Valderama
a.valderrama@iiep.unesco.org

The EFA Global Monitoring Report published by UNESCO in 2007 lamented the fact that “no international database of key education planning documents exists”.¹ In order to fill this gap, the IIEP Documentation Centre launched *Planipolis*, a portal which provides access to official education plans and policy documents of UNESCO Member States.

When setting up this database the Documentation Centre sought to resolve several challenges:

- Many policy documents and education plans could only be consulted (often only in print) in the country concerned.
- Key documents were dispersed on a multitude of websites.
- Online access to documents was unstable and in formats which were difficult to access.

Currently *Planipolis* covers 169 out of UNESCO’s 193 Member States (85%). Since going online in October 2007, the number of documents available has doubled, and is currently around 900. It is the result of intensive co-operation between IIEP, its former trainees, and UNESCO National Commissions. Most of the work has been financed by the Education Programme Development Fund of the World Bank’s Education for All Fast Track Initiative (FTI).

The site also gives easy access to country data made available by UNESCO’s Education Sector, the Institute of Statistics (UIS) and the International Bureau of Education (IBE), as well as the IIEP Documentation Centre. In just a few clicks, it is possible to access the main educational data available for any specific country.

Planipolis not only offers one entry point for educational planners and managers to access basic information,

it also acts as an institutional memory for the ministries of education of all UNESCO Member States. In the process of collecting the documents, it became evident that in some countries, many ministerial staff had little or no information on national educational policy decisions. They also lacked direct access to the documents detailing these decisions. The IIEP Documentation Centre is currently digitizing its collection of older plans and policy documents.

Planipolis is receiving over 10,000 visits every month. ■

Plan@polis

<http://planipolis.iiep.unesco.org/>

¹ UNESCO. 2007. *EFA Global Monitoring Report 2008. Education for All by 2015. Will we make it?* p.100. Available at: www.unesco.org/en/education/efareport/reports/2008-mid-term-review/

² See www.education-fast-track.org/content.asp?ContentId=535

To coincide with World AIDS Day on 1 December 2008, UNESCO launched its newly integrated HIV and AIDS Education Clearinghouse.

Building on the existing HIV and AIDS electronic collections of seven UNESCO Offices and Institutes, the UNESCO HIV and AIDS Education Clearinghouse brings together on a single platform over 4,000 resources on HIV and AIDS and education. This UNESCO Clearinghouse, steered by the IIEP, is the result of collaboration between the IIEP, the International Bureau of Education (IBE) and the

UNESCO Offices in Bangkok, Dakar, Harare, Nairobi and Santiago.

Themes covered by the Clearinghouse include:

- the impact of HIV and AIDS on educational quality and access to education;
- HIV and AIDS policies, strategies, planning and evaluation tools;
- teacher training and teacher support materials;
- HIV and AIDS curriculum and learning materials – both formal and non-formal;
- supportive work and learning environments, particularly for HIV positive teachers and learners;

- cross-cutting issues, such as gender, human rights, stigma and discrimination.

In addition to its virtual library, the UNESCO Clearinghouse now offers a calendar of HIV and AIDS events, a listserv for HIV and AIDS professionals, electronic newsletters, and enquiry and literature search services. ■



<http://hivaidsclearinghouse.unesco.org>

UNESCO HIV and AIDS Education Clearinghouse

Lynne Sergeant
hiv-aids-clearinghouse@iiep.unesco.org

2008/09 ATP

Study visit to Normandy



ATP group arriving at Dol de Bretagne, on their way to visit the Mont St. Michel

© IIEP/ Wan Abdul Rahman

Where are they now?

News from former IIEP trainees

□ Career changes

Sujaya KRISHNAN, India (1994/95). Director of Empowered Procurement, Ministry of Health and Family Welfare, New Delhi.

Pablo Enrique ULLOA CASTILLO, Dominican Rep. (IIEP-BA 2007). Co-ordinator of the Multiphase Programme for Basic Education Equity, State Secretariat of Education, Santo Domingo.

Soumaré Oumar SEIGUA, Mauritania (2004/05). Chargé de mission, Ministry of Education, Nouakchott.

Mohamed Agoumour TOURÉ, Mali (2002/03). Director, Centre d'Animation pédagogique, Koulikoro

Association of educational planners set up in Burkina Faso

Former IIEP trainees in Burkina Faso have set up an **Association of Educational Planners** to provide support and technical assistance to the international community, national authorities, local communities and other development partners. Contact: **Boureima Jacques KI** (2000/2001 ATP) at: kibjacques@hotmail.com

For information on former IIEP trainees, subscribe to the IIEP Alumni Network at: alumni-anciens@iiep.unesco.org

Serge Péano
tep@iiep.unesco.org

Participants of IIEP's 2008/2009 Advanced Training Programme (ATP) went on a study visit to Normandy from 16 to 21 November 2008 to discover the French education system, as well as to visit a region of France with a rich historical heritage.

The group departed from Paris on a high-speed train arriving first at the Mont St. Michel, a UNESCO World Heritage site. Braving the rainy weather, they walked through the medieval walled town and climbed the narrow winding streets to the top of the Abbey where they took in the panoramic view of the sea.

Monday and Tuesday were spent in Granville where time was devoted to discussing issues concerning the decentralization of the French education system and the quality of education. The group was welcomed by the Chief Education Officer for *La Manche*, one of France's 95 administrative divisions. There, visits to primary and lower secondary schools were organized for the group, who were given a taste of Normandy's renowned hospitality. Culinary delights prepared by Granville's *lycée hôtelier*, a catering school, ensured that the ATP group did not go hungry!

Caen, capital of Lower Normandy, was the group's next destination where they were greeted by the Rector of the Academy of Caen, Micheline Hotyat, who also chaired the final

session on the last day of the visit when the four working groups reported their views of the French system. During the days in Caen, the administrative functioning of the rectorate was explained in detail. One day was devoted to the links between the education system and the labour market, a discussion which was followed by visits to some upper secondary vocational training colleges. A cultural stop was made to see the famous Bayeux Tapestry: 70-metre-long embroidered tapestry with Latin inscriptions depicting the Battle of Hastings in 1066 and the Norman conquest of England. In 2007, the Bayeux Tapestry was included in UNESCO's *Memory of the World Register*. Another visit took the group to the Caen Peace Memorial, which commemorates the D-Day landings of the Allied Forces on the beaches of Normandy on 6 June 1944 to liberate France from German occupation and end the Second World War.

A good time was had by all, mixing professional interest, group work and cultural visits. As the group travelled back to Paris, the many images of the visit remained in their minds. ■

For information on all IIEP training activities:
www.iiep.unesco.org/capacity-development/training.html

Forthcoming activities

March

16-21 March 2009

Pilot workshop for the Regional Education Cluster Training Materials (see p. 7)
IIEP, Paris
Contact: l.bird@iiep.unesco.org

March-June 2009

Distance Education Course on External quality assurance: options for higher education managers in small states.
Organized by IIEP and the Commonwealth of Learning (COL)
Contact: m.martin@iiep.unesco.org

March-July 2009

Course on Formulating and planning education policies
Organized by IIEP Buenos Aires in Montevideo, Uruguay
Contact: p.scaliter@iipe-buenosaires.org.ar

April

6-17 April 2009

Study visit of 2008/09 ATP participants to India
At the invitation of the Indian Government.
Contact: tep@iiep.unesco.org

Study visit of municipal secretaries of education from Brazil
IIEP Buenos Aires, Argentina
Contact: mpalamidessi@iipe-buenosaires.org.ar

May

15-16 May 2009

Closing of 6th training programme on Education policy and management for state education officers in Mexico
IIEP BA/Mexican Secretariat of Basic Education/FLACSO
Contact: p.scaliter@iipe-buenosaires.org.ar

June

26 June 2009

Closing ceremony of IIEP's Advanced Training Programme
IIEP, Paris
Contact: tep@iiep.unesco.org

July

2-3 July 2009

Policy Forum on Tertiary education in small states: planning in the context of globalization
IIEP, Paris
For more details: see page 12 of this issue.
Contact: m.martin@iiep.unesco.org

20-31 July 2009

Summer School on Rebuilding resilience: planning education in 'fragile contexts'
An opportunity for reflection on how to rebuild resilience and plan education in 'fragile contexts'
IIEP, Paris
For more details: see enclosed flyer and page 12 of this issue.
Deadline for applications: 10 April 2009
www.iiep.unesco.org/en/summer-school-2009
Contact: summerschool2009@iiep.unesco.org

13 July-6 November 2009

XII Regional Training Course on Educational policy planning
IIEP Buenos Aires, Argentina
Deadline for applications: 30 June 2009
www.iipe-buenosaires.org.ar
Contact: cursoregional@iiep-buenosaires.org.ar

IIEP Governing Board

Estelle Zadra, Secretary to the IIEP Governing Board
e.zadra@iiep.unesco.org

IIEP's Governing Board convened in Paris for its annual meeting in December 2008 to review the Institute's activities in 2008 and examine the programme proposed for 2009 and beyond. "The quality of discussions was excellent", declared the Chairperson, Raymond E. Wanner, who added: "it is indeed a privilege to be at the heart of discussions on the mission of IIEP and the ways that the mission can be achieved with maximum effectiveness".

Among the twelve board members, four were attending for the first time, namely:

- **Ricardo Henriques**, Special adviser to the President of Brazil's Economic and Social Development Bank;
- **Carlos Lopes**, Assistant-Secretary-General and Executive Director of the United Nations Institute for Training and Research (UNITAR), Geneva, Switzerland;
- **Jamil Salmi**, Education Sector Manager, The World Bank, Washington DC, USA;
- **Zhang Xinsheng**, Vice-Minister of Education in China.

The issues discussed at the meeting included a presentation by board member Birger Fredriksen on the international architecture

for aid to education. It highlighted the strengths of the 2005 Paris Declaration and the 2008 Accra Agenda for Action, but also the need for that structure to be redesigned. Fredriksen regretted the decline in the aid community's capacity to provide technical support, and stressed the importance of increasing what is currently a very small proportion of resources allocated to the provision of "global education goods" of the sort provided by IIEP and other parts of UNESCO. ■

CHARLES BERKOWITCH

Sadly, IIEP announces the death of its first Executive Officer and Secretary to the Governing Board, **Charles Berkowitch**, on 25 December 2008. Recruited by Julian Huxley (UNESCO's first Director-General) in 1946, Charles Berkowitch played a key role in establishing IIEP as an autonomous UNESCO institute with its own governing board and statutes. The framework created by Philip H. Coombs (IIEP's first Director) and Charles Berkowitch in 1963 remains much the same today. It allows IIEP to respond rapidly and effectively to requests for technical assistance and capacity building in UNESCO Member States. ■

Detailed obituary at: www.iiep.unesco.org/aboutiiep/staff.html

IIEP Publications

All recent IIEP publications can be downloaded free of charge at:
www.iiep.unesco.org/information-services/publications/recent-titles.html

Fundamentals of Educational Planning



International schools: growth and influence

Mary Hayden and
Jeff Thompson
[Fundamentals No. 92]
2008

Recent years have seen an unprecedented growth in the number of international schools worldwide. Initially set up to educate the children of expatriate professionals, they are increasingly considered as an alternative to the national system by host country nationals. This book provides an insight into the characteristics of such schools, discusses how they might develop in the future, and draws attention to the implications for policy-makers and planners in national and international contexts.

To order: info@iiep.unesco.org Price: 15€

Education in the context of HIV and AIDS



Heroes and villains: teachers in the education response to HIV

David J. Clarke
2008

Teachers have been cast as both heroes and villains in HIV education, yet they are ultimately not to blame for the shortcomings in this domain. They are inadequately trained and resourced to teach effectively on HIV. This book focuses on how teachers have been engaged in the education sector response to HIV. It includes recommendations on how to make teachers more effective in preparing children to face the challenges of HIV, now and in their adult lives.

To order: info@iiep.unesco.org Price: 12€



HIV and AIDS: challenges and approaches within the education sector. IIEP Policy Brief

Françoise Caillods,
Michael J. Kelly and
Barbara Tournier
2008

This policy brief is designed for educational planners and decision-makers in countries highly affected by the AIDS epidemic. It particularly focuses on sub-Saharan Africa, where the impact of the pandemic on education systems has been most severe. Building on IIEP research and expertise, the brief focuses on practical aspects of educational planning in a context of HIV. It underlines the main implications of the epidemic for planners and ministries of education, indicating possible areas of intervention.

To order: info@iiep.unesco.org Price: 12€

Research papers
Available in electronic
format only

Responding to HIV and AIDS: the case of a Zambian teacher training institution

Lucinda Ramos
2008

The response of teacher training institutions to HIV and AIDS: a case study of Ethiopia

Ashebir Desalegn, Getnet Tadele and Haregewoin Cherinet. 2008

Education in emergencies and reconstruction



Certification counts: recognizing the learning attainments of displaced and refugee students

Jackie Kirk [Ed.]
2009

Uninterrupted access to quality education is essential for children and youth displaced by conflict or natural disasters. A critical challenge for education authorities and service providers is to recognize and validate the learning of displaced students, enabling them to continue their studies and access jobs. This study is one of the first global analyses of certification issues for refugee and displaced students. It presents a broad conceptual framework for considering certification issues, illustrated by examples from around the world.

To order: info@iiep.unesco.org Price: 12€



Rapid response: programming for education needs in emergencies

Jonathan Penson and
Kathryn Tomlinson
2009

Children are vulnerable in times of crisis, and providing education is an essential component to rebuilding shattered lives. How this is done is subject to much debate. School-feeding programmes, education kits, and child-friendly spaces are among common responses. But how effective are they? This book seeks some answers. It examines the consequences of standardized responses to emergencies, with examples from Lebanon, Sudan, Timor-Leste and Uganda. A clearer picture emerges of the policy issues that need to be addressed to provide for children in emergency contexts.

To order: info@iiep.unesco.org Price: 12€



Promoting participation: community contributions to education in conflict situations

Joan Sullivan-Owomoyela
and Laura Brannelly
2009

Communities face many challenges during and after conflict that make their engagement in education difficult. Yet, their contribution is crucial to conflict resolution and reconstruction. Based on research in Afghanistan, Liberia, Sudan and Uganda, this book shows how community provision of education can be highly successful and lay the foundations for partnership with government once conflict is over. It explores the roles communities play in providing education, and suggests ways to reform traditional structures to ensure that communities are at the centre of the cultural and social aspects of education activities.

To order: info@iiep.unesco.org Price: 12€

Policy Forums



Estudios internacionales sobre la calidad de la educación

[Cross national studies of the quality of education]
Kenneth N. Ross and Ilona
Jürgens Genevois [Eds.]
2008

There is a growing worldwide interest in cross-national studies of the quality of education. Yet such studies require careful planning and have far-reaching implications for all concerned. Ministries of education should only become involved if they are prepared to actively engage in designing the studies and manage the impact of the research. This book looks at a range of aspects, including what to measure and why, how to pay, and how to deal with the results, be they good or bad. It shows how governments can derive maximal policy benefits from participating in such studies. Published in 2006 in English, this book now exists in Spanish.

To order: info@iiep.unesco.org Price: 20€