OVERVIEW

“From a culture of reaction to a culture of prevention”
Kofi Annan

The Guidebook deals with many issues relating to good practice regarding the planning and management of education for emergency response. With the increasing global focus on the prevention of both conflict and disaster, it is important that the updated Guidebook address these issues.

This chapter is divided into two parts: prevention of conflict and preparedness for disaster. While the two are often related (for example, tensions arising from displacement due to disaster can lead to an exacerbation of underlying conflict issues) there are distinct mechanisms for approaching the two fields.

PREVENTION OF CONFLICT

The nature of conflict is changing: today’s wars are typically *intra-state* rather than *inter-state*, and they are sometimes supported by outside powers with particular political and economic interests. Since the end of the Cold War 95 per cent of the world’s conflicts have been *intra-state*, and tribal or communal differences have also played a role in terms of underlying causal factors in many conflicts. Dissidents or opposition forces may not always be recognized by government, regional or international organizations.
in these types of conflicts. Yet engagement of these groups is essential in any mediation process in order to resolve long-standing tensions.

The need for conflict prevention is additionally underscored by current global challenges such as climate change, global economic instability, energy depletion, and scarcity of water and food. Education is impacted by these challenges and can also impact on them. Therefore, planning for prevention is not only morally sound, but also cost-effective in an era of scarce educational resources.\(^1\) As seen in the box below, the cost of military expenditure is over 120 times more than that estimated for the total aid required to meet the Millenium Development Goals (MDGs) for education. Much of this military expenditure could be better directed towards supporting conflict prevention strategies, which should include education.

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**ARMS EXPENDITURES**

According to the 2008 report of the Stockholm International Peace Research Institute (SIPRI), in 2007 the world military expenditures reached 1,339 billion USD, an increase of 6% from 2006 and 45% since 1998. This equalled 2.5% of the global GDP or 202 dollars per each person in the world. The United States represented 45%, due to the cost of involvement in Afghanistan and Iraq. The five major arms producers were the US, Russia, Germany, France and the United Kingdom. 22 out of 34 countries least likely to achieve MDG were in midst

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\(^1\) More information on the scarce resources for education can be found in Brannelly, Ndaruhutse, and Rigaud (2009).
of conflict or merging from armed conflict fed by irresponsible arms sales and by 2010 half of the world’s population could be living in these states.

UN reports state that 11 billion dollars is needed annually, from 2009–2010 to meet the MDG goal of universal primary education by 2015. Save the Children noted that in 2008 of the 11,494,000 spent on humanitarian aid, only 235 million (2%) was allocated to education and that half of the world’s 75 million out of school children are living in post conflict or fragile states with a shortage of funds for education. In addition educational institutions are increasingly the target of armed attacks and aggression threatening the survival of children as well as families who have sought a safe haven.

Sources: Oxfam (2008); SIPRI (2008); Save the Children Alliance (2008)

For prevention of conflict to be successful it is necessary to educate the individual in constructive responses to conflicts, and to build into society the techniques and institutions that can resolve social conflict non-violently and deter or mitigate large-scale aggression. Effective prevention and peacemaking is holistic and involves the entire society, the mobilization of local populations, community structures, civil society, the private sector, media as well as national governments, regional bodies and international institutions. Education planners and managers also have a key role to play in developing education sector plans to mitigate conflict.

The root causes of conflict remain a challenge for preventive action. While conflict prevention strategies are becoming higher priorities on the political agenda there remains a continued reluctance on the part of many international institutions to adopt a ‘culture of prevention’. Yet this is the founding mandate of the
UN system, ‘to save succeeding generations from the scourge of war’, and UNESCO’s mandate ‘to create peace in the minds of men’. Currently, conflict prevention and mediation is greatly expanding in the UN as well as in other international systems such as the European Commission in order to save millions of lives and conserve billions of dollars that are spent on arms, reconstruction and rehabilitation. It is imperative that educational planning develop strategies to enable students, local communities and governments to develop similar capacities.

Srinivasan (2006) suggests that ‘recent efforts to enhance long-term “structural” and more immediate ‘operational’ conflict prevention are encouraging’, but clearly, given the level of ongoing conflicts in the world (despite some recent reductions), there remains a critical need to increase conflict prevention strategies as a global effort. The two dimensions to prevention – structural prevention and operational prevention – respectively address the underlying causes of long-term instability, and practical interventions or strategies for immediate prevention.

Structural prevention includes addressing the underlying root causes of social, political and economic unrest, instability, fragility ‘including socioeconomic development, governance programmes, or targeted interventions such as resource-management and grassroots peace-building’ (Srinivasan, 2006). Operational prevention can work on two levels: first, it might prevent conflicts from starting, through early warning analysis of root causes and the use of various mediation strategies; and second, it may also prevent ongoing conflict from escalating, through economic, political or coercive pressure (among other strategies). What appears to be evident is that ‘effective operational prevention requires robust and timely conflict early warning that also pinpoints effective preventive strategies’ (Srinivasan, 2006).
In support of such preventive strategies, education can contribute to mitigating conflict along the three primary aspects of conflict: structural, behavioural and attitudinal. Education can alter societal contradictions (structural), improve relations and interactions (behavioural) and encourage changes in attitudes (attitudinal) in ways that can reduce the risk of conflict and help build a sustainable peace. The list below provides examples of how education interacts with conflict along these three aspects.

Structural

- Education is a highly symbolic indicator of equity, linked to income earning potential and the ability to diminish inequalities.
- Education is the single most important policy lever for any government to increase social cohesion.
- The perception of inadequate educational service often becomes a grievance that exacerbates state fragility (Barakat, Karpinska, and Paulson, 2008).
- Education is a highly visible institution affecting most people within a state which has important symbolic value in (re)establishing the legitimacy of the state.
- Education is a highly visible symbol of government commitment to its population and serves as a barometer of a state’s commitment to and relationship with its people (Barakat, Karpinska, and Paulson, 2008).

Behavioural

- Schools teach the interpersonal, political, social and legal principles that underlie good citizenship.
- Classrooms bring together people of different origins and teach them how to work together peacefully.
School systems combine the interests and objectives of a wide range of groups while trying to establish a common underpinning for citizenship.

Participatory educational processes can build relationships inside and outside school that are built on trust, cooperation and reciprocity (Save the Children Alliance, 2008).

**Attitudinal**

- Peace education has positive effects on students’ attitudes.
- Teachers can demonstrate positive values, such as acceptance of diversity, kindness and consideration of others’ feelings.
- Teaching children the values of cooperation and tolerance of cultural differences helps to overcome prejudicial stereotypes that opportunistic leaders routinely use for their own ends (Barakat, Karpinska, and Paulson, 2008).

Conflict analysis, early warning mechanisms and preventive measures must be in place in order to lessen the outbreak of conflict and save countless lives and reconstruction costs. As part of post-conflict rehabilitation and reconstruction processes leading to a stable and peaceful environment, educators and decision-makers need to analyse the root causes of tensions in such countries and consider how early interventions could prevent conflict. In addition, the potential for conflict to break out in other countries at risk of conflict, whether through ‘spillover’ effects from regional conflicts or from their own internal tensions, needs to be identified and preventive strategies developed on a long-term basis to avoid future crises.

To achieve this, education for peace and the prevention of conflict should accompany education in emergencies and post-conflict initiatives with development partners, educational planners, ministries, civil society, the media and the private sector. The
substance is often similar, as noted in the Guidebook, Chapter 4.6, ‘Education for life skills: peace, human rights and citizenship’, but the action is one of timing. The first step, to avoid conflicts and emergencies, is the role of education, which is to prepare students, citizens and leaders, locally and nationally, for sound decision-making on the complex issue of living in harmony. In today’s world, decision-making is no longer the exclusive role of government, but the entire society.

“From a culture of war to a culture of peace”
Federico Mayor

Following the Cold War, the opportunities for conflict prevention have increased throughout the world. Chapters 6 and 7 of the UN Charter provide guidelines for mediation and conflict prevention. Many initiatives have been introduced including the UN Agenda for Peace Programme, launched in 1992 to strengthen preventive diplomacy, peacemaking and peacekeeping. In the 1990s the Director General of UNESCO called for the ‘culture of peace to replace the culture of war’ and established a multidisciplinary programme, with a special unit. Also the UN General Assembly declared a Decade for the Culture of Peace and Non-violence for the Children of the World, 2001–2010. Numerous special reports from the UN Secretary General have called for the expansion of the conflict prevention capacity of the UN system, and in December 2008 the Department of Political Affairs (DPA) for conflict prevention and preventive diplomacy was expanded. The UN also recommended more active participation of women in mediation.
The Inter-Agency Framework for Coordination of Preventive Action administers the United Nations programme for conflict prevention. All UN agencies, including UNESCO, are represented.

A number of agencies including, the Inter-Agency Network for Education in Emergencies (INEE), Canadian International Development Agency (CIDA), Save the Children, and USAID have developed analytic tools to better understand fragility in the education sector and thus contribute to conflict prevention (see ‘Tools and resources’ section for these). Other development agencies have created similar tools for other sectors or for the country/state/economy at large, such as the UK Department for International Development’s Conflict Assessment Framework, IMF’s Poverty Reduction Strategy Plans or UNDP’s Millennium Development Goal reports.

The Education and Fragility Assessment Tool (USAID, 2006) is framed around three key questions: How does fragility affect education? How does education contribute to fragility? How can education mitigate the sources of fragility and support resilience? The assessment tool assists in answering these key questions through a series of thematic questions organized around general and specific root causes of fragility and their relationship to education. Questions are organized by four domains – governance; security; social; and economic – and six patterns of fragility – corruption; exclusion and elitism; insufficient capacity; transitional dynamics; organized violence; and public disengagement. Links are examined between the domains and patterns of fragility and the educational categories of access, quality, relevance, equity and management. (See the ‘Tools and resources’ section.)
Building on the Education and Fragility Assessment Tool and other resources, the INEE Working Group on Education and Fragility has developed an analytical framework of education and fragility which serves as the basis for understanding the interaction between education and five fragility domains: security, economic, governance, social and environment. Intersections between the components and processes of education including planning, service delivery, resource mobilization and monitoring systems are assessed within each of the fragility domains. The tool aims to examine education’s impacts on fragility and identify ways in which education can mitigate fragility and build resilience. (See the ‘Tools and resources’ section of this chapter for sample research questions from INEE’s Analytic Framework.)

The daily functions of an education system have the potential to magnify and capture signs of potential conflict and/or fragility. Education (and other sectors) can provide specific indicators on how a country is ‘performing’ in terms of fragility and/or conflict. The Education and Fragility Barometer, developed by Save the Children, conceptualizes the education system as an early warning system and provides sample indicators for identifying risks of increasing fragility or conflict more broadly via shifts in the education system. These indicators can be adapted to the context and help to determine whether countries/communities are in danger of conflict or fragility. The Education and Fragility Barometer focuses on two levels – school and national – across three domains – culture, policy and practice. (See the ‘Tools and resources’ section for an example of indicators.)
PREPAREDNESS FOR DISASTER

STATISTICS

- 1.2 billion people are living below the poverty line. In sub-Saharan Africa, 50 per cent of the population live on US$1.2 daily and 75 per cent on US$2 daily.

- There have been approximately 3.9 million fatalities from hunger, disease or conflict in the 10-year war in the Congo, where 1,200 die daily; 70,000 fatalities in Sri Lanka in the 27-year war, with 250,000 displaced; 300,000 fatalities in Darfur, with 2.7 million displaced; 1.2 million fatalities in Iraq, with 4.7 million displaced of which 2 million are outside the country. A Nobel Prize economist estimated that the total cost of the Iraq war will be about US$3 trillion. The UN estimated the reconstruction cost of the recent war in Gaza at almost 4 billion.

- Natural disasters, mainly weather related, affect more than 300 million people yearly; over 90 per cent of the fatalities are in developing countries that cannot cope with the tragedy. Rehabilitation costs after the tsunami in Sri Lanka and South Asia, the flood in Louisiana and the numerous natural catastrophies occurring in the world are estimated in the hundreds of billions.

- The incidence of natural disasters increased threefold from the 1970s to the 1990s. Some UN predictions estimate that by 2050 there will be 250 million climate-induced refugees. As of January 2007, the number of people (refugees) of concern to UNHCR was 32.9 million, not including all the displaced from Iraq, 4 million Palestinians, and other refugees since then (UN data).

- In contrast: 61 peacekeeping operations have been launched since 1945 (total cost of US$54 billion), many in the Middle East and Africa, often following the absence or failure of mediation. In 2008 there were 16 peacekeeping operations, with about 111,000 personnel, at a cost from June 2007 to June 2008 of US$7.1 billion. The cost of prevention, early resolution and mediation would have been a fraction of the sum.
Natural disasters may be unavoidable, but preparedness can minimize the consequences. Numerous governments have already established emergency preparedness policies with special units and trained personnel; however, there is a need for greater global cooperation and local networking. The Hyogo Framework for Action has attempted to bridge that gap.

**The Hyogo Framework for Action**

In January 2005, more than 4,000 representatives of governments, NGOs, academic institutes and the private sector met at the second World Conference on Disaster Reduction (WCDR) in Kobe, Japan. It was at this groundbreaking meeting that a 10-year plan – the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters (HFA) – was adopted by 168 states to substantially reduce disaster losses in lives as well as in the social, economic and environmental assets of communities and countries by 2015.

As emphasized in HFA, disaster risk reduction is a central issue for development policies and is of interest to various science, humanitarian and environmental fields. Disasters undermine development achievements, impoverishing people and nations; without serious efforts to address disaster losses, disasters will increasingly become a serious obstacle to achieving the MDGs.

Five specific Priorities for Action were identified by HFA to attain the expected outcome:

1. Making disaster risk reduction a priority.
2. Improving risk information and early warning.
4. Reducing the risks in key sectors.
5. Strengthening preparedness for response.
In order to foster conditions where political commitment, community support, allocation of human and financial resources, and commitment and engagement of relevant educational authorities facilitate the inclusion of disaster risk reduction in the education system and in the research community, entire communities must be engaged: Children and youth, educators and professionals from the educational sector, Ministry of Education representatives and higher education policymakers, disaster and risk management experts, academics and research community representatives, parent and teacher associations, private sector, public sector, NGOs and community-based organizations.

Source: INEE (2005)

The UN has given priority to establishing early warning systems to alert the international community and governments to impending disasters, and in June 2009 it held a Global Platform for Disaster Risk Reduction (DRR) attended by 1,800 delegates from nations, local and international NGOs, UN agencies and civil society. Bilateral assistance is also usually available in times of disasters, as well as that provided by specialized international NGOs. However, many countries already made fragile by basic development problems are in need of training and support for infrastructure to ensure long-term preparedness. It is paramount that governments or authorities support structures for local early warning systems and preparedness planning strategies in cooperation with educational institutions. This can be facilitated by coordinated preparedness activities which also involve the planning and design of safer education structures (see the ‘Tools and resources’ section for some of the key UN early warning sites).
In addition, during a panel on DRR in Education, INEE launched its new Guidance Notes on Safer School Construction (INEE, 2009). The guidance highlights planning and design, evaluation of school construction, and strengthening national action plans. These include the key considerations for planning and designing safe school construction or when retro-fitting an old building, as well as basic safety requirements for minimum protection of children and education staff. These guidance notes are critical at a period in history when the frequency and magnitude of extreme climatic events is rising. Children can often spend 50 per cent of their lives in buildings that are poorly constructed and offer no protection from disaster. For example:

- In the earthquake in China (2008) more than 7,000 children were killed in their schools, and an estimated 7,000 classrooms were destroyed.
- The cyclone in Bangladesh (2007) destroyed 496 school buildings and damaged 2,110 more.
- The Super Typhoon Durian in the Philippines caused US$20 million damage to schools, including 90–100% of school buildings in three cities and 50–60% of school buildings in two other cities.
- The earthquake in Pakistan (2005) killed at least 17,000 students in schools and seriously injured another 50,000, leaving many disabled and over 300,000 children affected. Moreover 10,000 school buildings were destroyed; in some districts 80% of schools were destroyed.
- Hurricane Katrina in the United States (2005) destroyed 56 schools and damaged 1,162 more. 700 schools were closed and 372,000 children displaced. US$2.8 billion was spent to educate displaced students for a year.

Source: INEE (2008b)
It is evident that education can play a critical role in the prevention of disasters and conflicts. The Inter-Agency Standing Committee (IASC) Education Cluster (see the Guidebook, Chapter 5.11, ‘Coordination and communication’) has made significant progress in raising the profile of the role of education in preparing for disaster. They are developing a range of strategies at all levels to improve the capacity of national governments, agencies and communities to be able to respond effectively to different emergencies. They recognize and promote the positive contribution of education both in preparedness for and during or after a response. Education provides “physical, psychosocial and cognitive protection to children, adolescents, youth and adults; disseminating life-saving messages about environmental and health risks; and facilitating a return to normalcy and overall stability for children…” (IASC Education Cluster, 2007).

In order for this critical role of education to be fully recognized, it is essential that the capacity development of those actors engaged in disaster preparedness is fully developed. This includes Ministries of Education, who have a particular role to play in terms of developing appropriate preparedness policies and understanding international frameworks to design planning strategies for disaster risk reduction. For an effective national preparation and response to disaster, ministries need to be fully prepared within their national education systems, “specifically through education budgeting, policy making and EMIS and ensuring that education is addressed in national disaster management plans” (IASC Education Cluster and IIEP-UNESCO, 2009).
Summary of suggested strategies

Prevention of conflict

1. Undertake capacity development to raise awareness on strategies for conflict prevention and peacemaking within educational institutions, governmental bodies and civil society.

2. Establish an inter-ministerial task force to integrate appropriate sustainable development programmes and conflict prevention awareness in national planning.

3. Work with civil society in preparing these initiatives and strengthen their role as specialists and partners in community, national and international programmes.

4. Integrate and strengthen the role of youth in the educational system and community as active partners for conflict prevention.

5. Address root causes through conflict analysis tools and conflict sensitivity programming that support early
warning systems for conflict prevention in cooperation with regional and international networks.

6. Work with the local and national media as a partner in the conflict prevention initiatives to disseminate information on the positive results of peacebuilding strategies.

Preparedness for disaster

1. Undertake capacity development to raise awareness and develop infrastructure and plans for emergency preparedness with educational institutions, governmental bodies and civil society.

2. Establish an inter-sectoral platform to integrate appropriate disaster risk reduction awareness in national planning.

3. Integrate and strengthen the role of youth in the educational system and community as active partners for ‘early warning’ and preparedness systems.

4. Work with the local and national media as a partner in disaster preparedness initiatives to disseminate information on the positive results of emergency planning as well as to educate the population on survival techniques.
Guidance notes

Prevention of conflict and preparedness for disaster must be a permanent aspect of immediate, and long-term national educational planning and decision-making. Specific initiatives for such action are suggested below.

Prevention of conflict

1. Undertake capacity development to raise awareness on strategies for conflict prevention and peacemaking within educational institutions, governmental bodies and civil society.

   - Develop appropriate context-specific curricula for educational institutions and workshops for educational planners, education authorities and other target groups. (See the Guidebook, Chapter 4.6, ‘Education for life skills: peace, human rights and citizenship’.)

   - Develop comprehensive teacher training courses, in-service courses, and also training of administrators and educational planners on disaster preparedness, conflict prevention and citizenship to prepare students and the community for future challenges. (For more information on these subjects see the Guidebook, Chapter 2.9, ‘Non-formal education’; Chapter 4.4, ‘Environmental Education’; and Chapter 4.6, ‘Education for life skills: peace, human rights and citizenship’.)

   - Consider ways to include curricula for primary, secondary and tertiary education institutions that reflect principles of peacebuilding, tolerance and human rights.

   - Select and train mediators in all educational institutions. Mediators should be selected on their ability to act as agents
of change within the educational institution and community in general. Training should be based on qualities of tolerance of diversity, integrity, motivation, ethics, objectivity, leadership skills and justice skills. (See ‘Tools and resources’, in Guidebook, Chapter 4.6, ‘Education for life skills: peace, human rights and citizenship’.)

- Engage institutes of higher education that have a key role in developing responsible leadership for nations. Courses should include substantive material on conflict prevention, transformation, mediation and negotiating skills, evolution of international law and organizations, and humanitarian law, among others.

2. Establish an inter-ministerial task force to integrate appropriate conflict prevention awareness in national planning.

- A core team of specialists with expertise in sustainable development, disaster preparedness, and prevention and resolution of conflict should be established from relevant ministries (e.g. education, health, agriculture, interior), universities, civil society and the private sector to prepare curricula, training courses and workshops. UN and regional specialists should also be included.

- The inter-ministerial task force should establish a focal point or, where possible, a unit in each ministry to deal with conflict prevention, if these do not already exist. These might include the ministries of education, environment, energy, social development, agriculture, health, labour, culture, communications, finance, youth and women, foreign affairs, defence, interior, justice, economic development and assistance. Ministries that already have natural disaster preparedness units could consider establishing a separate
office on conflict prevention or establish links with the existing preparedness unit. Conflict prevention focal points or units should coordinate closely and develop plans and tools jointly as needed.

- Workshops and discussions should be organized by ministries dealing with education, environmental issues, agricultural development, and health on specific issues related to conflict prevention within their departments (e.g. mediation over land rights issues in the Ministry of Agriculture).

- Workshops with parliamentarians could be established to encourage legislation on these subjects.

- The inter-ministerial task force could utilize experienced elders or traditional leaders in the integration of conflict prevention in national planning strategies. These leaders often have skills in resolving problems by dialogue, consensus and informal mediation between disputing parties, especially in Africa, the Arab world, Asia and Latin America. Examples can be integrated into school curricula, and students can be encouraged to form *inter-generational partnerships* with the elderly to solve local problems in contentious situations and in developing preparedness activities for emergencies. Traditional legal decisions and justice mechanisms based on custom and culture can be recorded by youth and analysed for solutions to today’s conflicts.

- Similarly, the role of religious leaders is equally important in influencing the hearts and minds of communities and sometimes state actors. Therefore, the inter-ministerial task force should investigate how to engage such leaders, as well as leaders of political parties and the private sector. As key opinion-makers they should be involved in decisions regarding conflict prevention.
3. **Work with civil society in preparing conflict prevention initiatives and strengthen the role of civil society as specialists and partners.**

- In the last fifty years, civil society’s impact on the shaping of national and international policies has greatly increased. Numerous and timely initiatives have been launched by civil society before national or governmental action, including the control of nuclear arms, conventional arms control, civil rights and protection of the environment. Their expertise should be utilized.

- Educational planning should encourage partnerships/networks with organizations dealing with education for peace and conflict prevention and disaster preparedness who have trained educators, influential citizens, and institutions worldwide. Their expertise and educational materials can be utilized in local training or regional courses, and they can also serve as mediators.

- Educational and community planning should involve civil society organizations which deeply understand the dynamics and traditions of local communities, indigenous populations, and movements and ethnic and religious groups. Their expertise and presence on the ground is a vital factor in their ability to function in an early warning capacity to resolve problems.

- Educational planning should involve civil society organizations engaged more broadly in conflict prevention, conflict resolution and peacebuilding activities to incorporate knowledge, strategies and activities as appropriate.

- Parents should be involved in school-related training to raise awareness on problems confronting the child, community and world. Values such as critical thinking, how to channel anger into constructive behaviour, cultural traditions and tolerance of religious or cultural differences could be taught to parents.
and communities to ensure coherence with what children are taught in schools.

4. **Integrate and strengthen the role of youth in the educational system and community as active partners for conflict prevention.**

- Youth should be a priority for educational planners, and opportunities should be available in educational institutions and community development projects. Out-of-school youth should have access to re-insertion in the society and vocational training to provide income-generating skills and to ensure stability.

Short-term training courses in construction skills, such as those UNESCO-UNRWA sponsored in Lebanon for Lebanese and Palestinian youth during the civil war, have provided a means of offering a constructive alternative to joining a militia as well as for acquiring skills for community reconstruction and employment.

- Youth can be mobilized in school and community activities. They may contribute by providing assistance to teachers in conflict prevention activities with different groups of schoolchildren, acting as mentors and mediators to younger children, participating in intra-community projects, especially in sensitive areas, and humanitarian and emergency aid, assuming electoral responsibilities, and managing cultural centres.

- Planning should re-integrate youth who have been increasingly alienated by unemployment, family upheavals, migration, displacement and violence. The need for alternate constructive options is paramount. (See the Guidebook, Chapter 4.7, ‘Vocational education and training’.)
• Youth teams should be formed and receive training as mediators in the early identification and resolution of problems. This would include supporting them to develop universal values and leadership skills and in resolving inter-group disputes. They should then be utilized in schools, higher educational institutions and within the community.
• Ensure engagement by female youth in these various initiatives as they can be effective leaders in their communities. Their role in decision-making, as well as in development planning and mediation, should be enhanced.

5. **Address root causes through conflict analysis tools and conflict sensitivity programming which support early warning systems for conflict prevention in cooperation with regional and international networks.**

• Develop capacities to analyse and address root causes of structural instability as the first step for conflict prevention. All relevant sectors of the government, in cooperation with civil society, media and the private sector, should cooperate in formulating relevant analysis tools based on the local context (there are many existing conflict analysis tools available – see ‘Tools and resources’ section). From the analysis conducted, strategies and action plans can be developed to address the root causes of the conflict. Regional and international organizations should be considered as partners.
• Existing national and international mechanisms to assist in early warning and resolution of impending conflict can be integrated into the planning process. (See the ‘Tools and resources’ section for sites that use early warning mechanisms.)
• Practical experiences for students should include early identification and resolution of root causes of problems in educational institutions, the community and the nation.
A CHECKLIST FOR EARLY WARNING AND ROOT CAUSES

- What are the major problems in your educational institution, community, nation?
- What are the underlying reasons for this situation?
- Are they social, economic, cultural, political? What indications in the society reveal discontent and legitimate dissatisfaction? (e.g. school competition, unemployment, poverty, health hazards, inter-group prejudice, violations of human rights, poor governance)
- How could early interventions solve the problems, and what type of solutions are possible?
- Can you or your peers resolve the problems peacefully before they breakout? Are there some trained mediators or sensitive individuals in the family, school or community who understand the basic causes and could discuss a solution with the people involved?
- Are there any local laws or precedents to guide the solution?
- Discuss the qualities of a successful mediator: integrity, judgement, tolerance, openness, understanding of cultural diversity, language capacity, global vision and universal values, experience, wisdom and critical analysis, etc. What other traits are desirable?
- Do you need outside help, or can you resolve the issue locally?
6. **Work with the local and national media as a partner in the conflict prevention initiatives to disseminate information on the positive results of peacebuilding strategies.**

- The technological media revolution should be harnessed for conflict prevention – for social networking opportunities between peace building groups nationally and internationally. In addition, more positive images of resilience and reconstruction should be promoted in the media worldwide, by documenting the successful use of early warning initiatives, effective human rights programmes, model reconstruction and reconciliation efforts, and teams working in emergency situations, etc. An advisory committee of educators, artists, media specialists, producers and leaders could be formed to develop guidelines and new programmes for all forms of the media. (See the *Guidebook, Chapter 2.8, ‘Technology’,* for more information.)

- Educators and specialists should develop specific goals to advocate for conflict prevention and peacemaking to the general public. If effectively presented, media can play a significant role in providing *information* about political, social and cultural issues, and imminent problems; serve as a *watchdog* to alert the public about human rights abuses and early signs of disputes; and can influence *policymaking* by raising awareness of conflicts, genocide, famine and humanitarian disasters and thereby motivating the public to press their policymakers to intervene.

- Children and young people can become involved in the making of peacebuilding radio programmes and adapt them to their needs. Education authorities can use such programmes for teacher training purposes. (See the *Guidebook, Chapter 2.7, ‘Open and distance learning’,* for more information.)

- Education authorities and agencies could work with the media to provide courses on mediation/conflict prevention
techniques. These could be presented by different media such as television or radio or through social networking sites etc. for schoolchildren in education institutions as well as for media personnel. Interviews with mediators and ‘live’ coverage of peacemaking and humanitarian interventions would enhance the impact.

A workshop was co-sponsored in April 2009, by the European Union and two European NGOs, on the ‘Role of the Media and Conflict Prevention’. These and other events have injected new energy into the debate on the role of media in conflict prevention and peacebuilding.


Additionally, UNESCO’s project on Peace Power is establishing innovative communication mechanisms to promote mutual understanding and sustainable living. This multi-media network supports local production, shared globally, through radio, television, Internet, cell phone and other new media.


Disaster preparedness

1. Undertake capacity development to raise awareness and develop infrastructure and plans for emergency preparedness with educational institutions, governmental bodies and civil society.

- All educational and community institutions should have emergency contingency planning, especially in countries ‘at risk’. Curricula should include first aid, contingency planning
and practical steps in emergencies, for family and community. Regular drills to areas of safe haven should be included.

- Integrate DRR strategies into the education sector plan, and ensure all departments include relevant data. (See the ‘Tools and resources’ section of this chapter for further information on DRR.)
- Establish within the Ministry of Education an emergency education unit (if one does not already exist) that can liaise directly with any government emergency response bodies.
- Infrastructure of educational buildings should utilize new building materials developed for energy conservation, with standards favouring sustainable development. Future schools and educational institutions should reflect this trend.
- Buildings should be located far from earthquake faults and volcanoes, and well distanced from low coastal areas. (See the Guidebook, Chapter 2.6, ‘Learning spaces and school facilities’, for more information on planning for school construction.)

2. Establish an inter-sectoral platform to integrate appropriate disaster risk reduction awareness in national planning.

- The starting point for this could be through the Hyogo Framework for Action (ISDR, 2005) which is the key instrument for implementing DRR into any sector, and has been adopted by the Member States of the United Nations. By using this leverage the education authority can create a multi-sectoral platform to ensure that DRR is coordinated more systematically on a national basis.
- Provide policy guidance and coordinate activities across key sectors such as education, health, water and sanitation, etc. This should include integration of DRR into development policies such as the Poverty Reduction Strategies and sector plans.
A CHECKLIST FOR EARLY WARNING AND PREPAREDNESS

• Has your school or education institution undertaken a vulnerability mapping exercise to determine whether your schools and institutions are located in safe areas? (See the Guidebook, Chapter 2.6, ‘Learning spaces and school facilities’, for more information on vulnerability mapping.)

• Do you have the structures in your educational institution, community and nation to support preparedness for emergencies?

• Do pre- and in-service courses for teachers and education personnel include disaster preparedness? If not – how can it best be integrated?

• What can your educational institution and the community do to prepare for disasters related to climate changes and other emergencies?

• Youth teams can be established for emergency assistance in natural disasters and trained in first aid, group skills, problem solving and democratic practices, as well as to organize and participate in inter-group community development.

3. Integrate and strengthen the role of youth in the educational system and community as active partners for ‘early warning’ and preparedness systems.

• Youth teams can be established for emergency assistance in natural disasters and trained in first aid, group skills, problem solving and democratic practices, as well as to organize and participate in inter-group community development.
• Support youth to create an e-network for emergency preparedness as part of an overall DRR strategy.
• Establish media clubs to initiate productions that could be launched in educational institutions and community centres that would include radio, television and film making. Explore possibilities on the Internet and the potential for the development of preparedness text messages through mobile phones.

4. **Work with the local and national media as a partner in disaster preparedness initiatives to disseminate information on the positive results of emergency planning as well as to educate the population on survival techniques.**

• Form direct links and cooperation with the regional and international early warning systems for natural disasters.
• Ensure that remote areas are alerted to impending disasters.
• Train media personnel to develop and broadcast education programmes relating to emergency preparedness.
• Liaise with mobile phone networks to provide simple SMS alerts and instructions in case of an emergency and for preparedness actions. Liaise similarly with Internet providers.

**TOOLS AND RESOURCES**

1. **UN resources for emergencies and humanitarian interventions**

The UN’s humanitarian early warning system (HEWS: www.hewsweb.org) and the UN International Strategy for
Disaster Reduction (ISDR: www.unisdr.org) cooperate to prevent and mitigate the effects of disasters and climate change. The Food and Agriculture Organization (FAO: www.fao.org) monitors impending famines and other agricultural problems. The World Meteorological Organization (WMO: www.wmo.org) forecasts tropical cyclones and drought. The UN Environment Programme (www.unep.org) has an overall responsibility in the field of ecology and climate change, and educational materials at all levels are available; the UNEP also cooperates with industries to develop alternative sources of energy.

2. The United Nations Peacebuilding Commission

The UN Peacebuilding Commission (PBC: www.un.org/peace/peacebuilding) is an intergovernmental advisory body of the United Nations that supports peace efforts in countries emerging from conflict, and is a key addition to the capacity of the international community in the broad peace agenda. The PBC plays a unique role in (1) bringing together all of the relevant actors, including international donors, the international financial institutions, national governments and troop-contributing countries; (2) marshalling resources; and (3) advising on and proposing integrated strategies for post-conflict peacebuilding and recovery and, where appropriate, highlighting any gaps that threaten to undermine peace.

3. The Fragility Barometer

The Fragility Barometer (Save the Children, 2007), which can act as an ‘early warning system’, identifies indicators that are
context-specific and helps to determine whether countries/communities are in danger of conflict or fragility. The Fragility Barometer focuses on two levels – school and national – across three domains – culture, policy and practice. Examples of possible indicators for the policy domain are presented in the following table.

<table>
<thead>
<tr>
<th>SCHOOL LEVEL / COMMUNITY</th>
<th>RANKING</th>
<th>NATIONAL/SYSTEM LEVEL</th>
<th>RANKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy</td>
<td>0 = Not at all 1 = Limited 2 = Fair 3 = Strong</td>
<td>0, 1, 2 or 3</td>
<td>0, 1, 2 or 3</td>
</tr>
<tr>
<td>Teacher deployment</td>
<td>% teachers from local community</td>
<td></td>
<td>Equitable teacher distribution policy for urban/rural, and demographic spread in terms of ethnicity, religion, gender and language</td>
</tr>
<tr>
<td></td>
<td>% teachers in relation to demographic patterns of ethnicity, religion, gender, language</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inclusion</td>
<td>School policy and training on inclusion</td>
<td></td>
<td>Teacher training institutions using inclusive approaches and training teachers on inclusive education policy and practice</td>
</tr>
<tr>
<td>Planning</td>
<td>School committees address root causes of protection issues, potential for conflict in schools and communities</td>
<td></td>
<td>Education sector plans articulate and address root causes of conflict</td>
</tr>
<tr>
<td>Resource mobilization</td>
<td>Teachers supported by local authorities/school management committees to receive a living wage</td>
<td></td>
<td>National teacher pay scale sufficient to guarantee a living wage for teachers</td>
</tr>
</tbody>
</table>
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4. INEE Analytic Framework

Below is a summary version of a list of research questions about education and drivers of fragility from the INEE Working Group on Education and Fragility, 2009: Analytic framework common research questions.

Summary version of Education and Fragility: Common Research Questions for Situational Analyses

1. In general, what has been the pattern of fragility/conflict in the country over the past 10–15 years?
2. What country assessments have been undertaken and what do they identify as the main drivers of fragility/conflict?
3. How do the drivers of fragility/conflict relate to the following domains:
   a) Security b) Governance c) Economy d) Social and e) Environmental?
4. How has education been affected by and had an impact on each of these domains?
5. To what extent (and how) has a fragility/conflict analysis been incorporated into education sector development over the past 10–15 years at the following three levels:
   a) national education sector plans, b) programming in-country by international donors, and c) community-level projects by civil society and local NGOs?

Adapted from the INEE Working Group on Education and Fragility, 2009: Analytic framework common research questions.
5. Other conflict prevention and peacebuilding organizations

In addition to the resources listed above, there are also many organizations which support conflict prevention and peacebuilding activities which are not specifically related to education. The ones listed below are only a small selection of organizations large and small dedicated to conflict prevention and peacebuilding. The strategies adopted by many of the organizations listed below can be adapted for use in the education sector.

The Conflict Prevention and Post Conflict Reconstruction Network (CPR: http://cpr.web.cern.ch/cpr/) is an informal network of donor countries and partner UN Agencies dealing with the complex issues of conflict management. It arose out of an interest by Development Assistance Committee (DAC) members of the Conflict, Peace and Development Cooperation Task Force to continue the process of sharing knowledge and experience in field operations that could serve as a guide to those working in conflict prevention and post-conflict reconstruction.

International Alert (www.international-alert.org) is an independent peacebuilding organization that works to lay the foundations for lasting peace and security in communities affected by violent conflict.

Saferworld (www.saferworld.org.uk) is an independent non-governmental organization that works to prevent and reduce violent conflict and promote cooperative approaches to security. They work with governments, international organizations and civil society to encourage and support effective policies and practices through advocacy, research and policy development and through supporting the actions of others.
Conflictsensitivity.org (www.conflictsensitivity.org) aims to inform on issues of conflict sensitivity and encourage further thinking and discussion on how humanitarian, development and business operations – on the project, national and international level – interact with conflict.

CIDA Peacebuilding Unit explores in its operational framework (CIDA, 2000) education and peacebuilding themes with the emphasis on education as a possible contributor to conflict. It presents an outline of a conflict analysis tool for more specific probing of the potential role and impact of the education system, broadly speaking, on sparking conflict. The sample issues and questions used to formulate the tool are quite broad and are limited to the formal education system. They focus on issues of educational policy, quality and delivery. The model can, however, also be adapted to develop issues or questions for non-formal and informal educational training systems.

6. Education and Fragility Assessment Tool, USAID

Below is a small section from a number of tables from USAID’s Education and Fragility Assessment Tool (USAID, 2006), which explores how fragility in the economic domain might affect education. It also examines how education might contribute to and mitigate economic fragility.
<table>
<thead>
<tr>
<th>ACCESS</th>
<th>QUALITY</th>
<th>RELEVANCE</th>
<th>EQUITY</th>
<th>MANAGEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Does the economic situation affect parents? How?</td>
<td>• Does education content and quality meet the country’s economic growth and development needs?</td>
<td>• Does education provide the skills, knowledge, and attitudes students need for employment?</td>
<td>• Do the inequities in the education system impact on job availability, level of income and status?</td>
<td>• Is education planning linked to economic growth or economic recovery plans?</td>
</tr>
<tr>
<td>• Does the economic situation affect students or specific socio-economic groups? How?</td>
<td>• Do primary school graduates acquire livelihood skills?</td>
<td>• Does the economic sector (private/public) impact on education and training services?</td>
<td>• Does the private business sector play an active role in education delivery? Please specify.</td>
<td>• Does the government’s budget reflect a collective will to provide education services?</td>
</tr>
<tr>
<td>• Does the economic situation affect teachers?</td>
<td>• Do parents and students see a link between education and employment?</td>
<td>• Are economic opportunities linked to training and education?</td>
<td>• Does the availability of training and economic opportunities impact education?</td>
<td>• What proportion of the national/local budget is allocated to the education sector? How much is externally financed?</td>
</tr>
<tr>
<td>• Is the private education sector growing?</td>
<td>• Are salaries and opportunities in the private sector more attractive than in teaching?</td>
<td>• Are economic policies and decisions contribute to widening social disparities?</td>
<td>• Does decentralized financing impact equity or inequities in education?</td>
<td>• Does student enrollment and performance linked to the allocation of education resources?</td>
</tr>
<tr>
<td>• Does the business sector (including the extractive industry) support formal and non-formal education?</td>
<td>• Do economic policies and decisions contribute to widening social disparities?</td>
<td>• Does the economic sector (private/public) impact on education and training services?</td>
<td>• Does education provide the skills, knowledge, and attitudes students need for employment?</td>
<td>• Is student enrollment and performance linked to the allocation of education resources?</td>
</tr>
<tr>
<td>• Are there policies on school fees that affect access?</td>
<td>• Does education content and quality meet the country’s economic growth and development needs?</td>
<td>• Does education provide the skills, knowledge, and attitudes students need for employment?</td>
<td>• Do the inequities in the education system impact on job availability, level of income and status?</td>
<td>• Is education planning linked to economic growth or economic recovery plans?</td>
</tr>
</tbody>
</table>
7. The Hyogo Framework for Action

As indicated in the Guidance, the Hyogo Framework for Action is one of the most significant tools for guiding planning, preparedness and response to disaster. The three strategic goals that the Framework aims to address are:

- The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.
- The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.
- The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.


8. Let our children teach us!

*Let our children teach us! (ISDR, 2006)* is a publication that reviews how children can effectively become involved in the safety of their own schools by working with teachers and community members. They can also act as conduits to spread messages on participatory vulnerability, capacity assessment and hazard mapping within the larger community. This document addresses three issues they consider are most urgent and central to disaster preparedness:
- Teaching about hazards and risk reduction in schools.
- Schools as centres for community-based disaster risk reduction.
- Physical protection of schools from natural hazards.

**Education resources can be found through UNICEF’s project, *Disaster risk reduction begins at school* (ISDR, 2006–2007), which supports national authorities and the education sector in order to elaborate and implement their policies and strategies regarding prevention, preparation and response to emergencies and disasters.**

**Additional tools and resources for DRR can be found on the INEE website** (INEE, 2008a).
REFERENCES AND FURTHER READING


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