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SAFE & LEARNING IN THE MIDST OF FRAGILITY, CONFLICT, AND VIOLENCE

A WORLD BANK GROUP
APPROACH PAPER



WORLD BANK GROUP

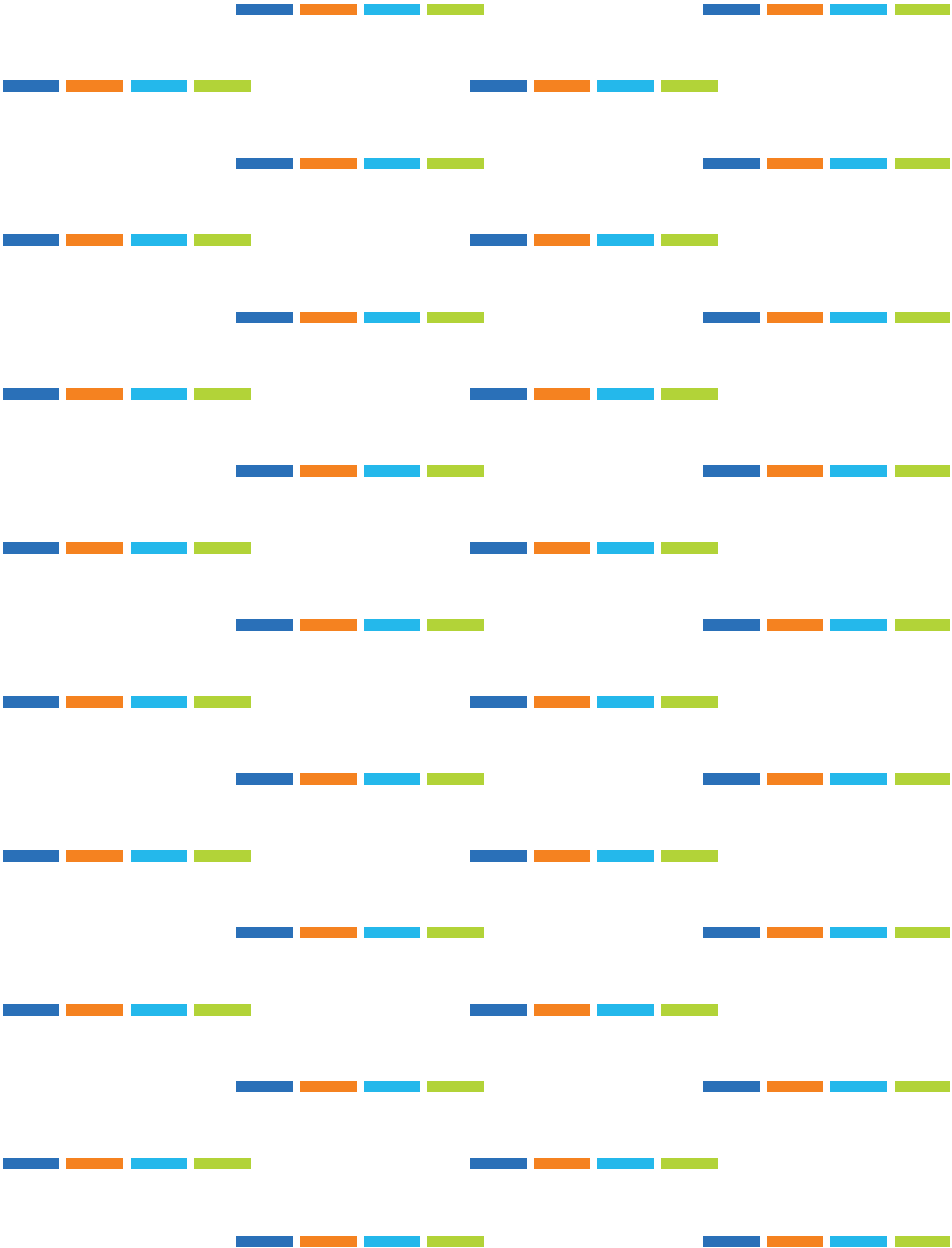


TABLE OF CONTENTS

Acknowledgements	2
List of Acronyms and Abbreviations	3
Executive Summary	5
INTRODUCTION	10
Future Success Will Increasingly be Determined by Operating Effectively in FCV situations	10
Translating the Bank Group's FCV Strategy into Better Education Outcomes	10
Theoretical Underpinnings: The Complex Relationship Between Education and Conflict	11
SECTION 1: FCV CONTEXTS AND THE ROLE OF EDUCATION	13
1.1 Defining FCV, and How It Affects Education	13
1.2 Intensifiers of Fragility, Conflict, and Violence	15
1.3 Human Capital in FCV Contexts	16
1.4 Learning Crises in FCV Contexts	17
1.5 The Key Role of Education	19
SECTION 2: THE WORLD BANK GROUP'S EVOLVING ROLE IN FCV CONTEXTS	22
2.1 Education Priorities in FCV Across Time	22
2.2 Future Directions of Education Priorities in FCV 2030	24
2.3 Portfolio Trends Since 2005	27
SECTION 3: ALIGNING WITH THE FCV STRATEGY	34
3.1 The Bank Group's Framework for Engagement in FCV	34
3.2 Operationalizing the Pillars of Engagement	324
Operating Principles	34
Pillar 1: Preventing Violent Conflict and Interpersonal Violence	38
Pillar 2: Remaining Engaged During Conflicts and Crises	42
Pillar 3: Helping Countries Transition out of Fragility	48
Pillar 4: Mitigating the spillovers of FCV	50
CONCLUSION	56
Annex 1. Menu of Options	58
Annex 2. Examples of Risks & Mitigation Measures	69
Annex 3. Education Portfolio on Situations of FCV	71
Endnotes	74

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PHOTO CREDITS

Cover: Young children waiting near the Uganda/South Sudan border before their final destination of the Impvepi Refugee Camp in Busia, Uganda, 2017. UNMISS

Page 7: Girls sitting on a dead coconut tree, which fell on the ground because of the coastal erosion. Their home village of Jenrok in Majuro, Marshall Islands, is slowly being destroyed by the rising seas. Vlad Sokhin/World Bank

Page 10: A Sudanese woman and children are pictured in Fanga Suk in East Jebel Marra, South Darfur. Olivier Chassot/UN Photo

Page 14: Three school children in Tongogara Refugee Camp in Chipinge district located South-east of Zimbabwe. The photograph was taken in May 2019 shortly after Cyclone Idai made havoc throughout the area, including in the refugee camp. The already vulnerable refugees experienced their adobe homes and community latrines collapsing, belongings being washed away, and livelihoods and crops as being lost as water canals were damaged. ©Dorte Verner

Page 31: The evening water collection in the village of Halayat, Kassala State. The water point was constructed through the support of the Community Development Fund (CDF). Sarah Farhat/World Bank

Page 52: A young boy at the Zaatarī Refugee Camp in Jordan, where nearly 80,000 Syrian refugees are living. 2017. Sahem Rababah/UN Photo

Page 55: Children fly their kites at sunset. Haiti. Pasqual Gorris/UN Photo

LIST OF ACRONYMS AND ABBREVIATIONS

4Rs	Redistribution, Recognition, Representation, and Reconciliation
AFR	Sub Saharan Africa
CBT	Cognitive Behavioral Therapy
CERC	Contingent Emergency Response Component
COVID-19	Corona Virus Disease 2019
CPF	Country Partnership Framework
ECD	Early Childhood Development
ECW	Education Cannot Wait
EGRA	Early Grant Reading Assessment
EMIS	Education Management Information System
ERA	Education Resilience Assessment
ESF	Environmental and Social Framework
EU	European Union
FCS	Fragility and Conflict-Affected Situations
FCDO	Foreign, Commonwealth, and Development Office
FCV	Fragility, Conflict, and Violence
FY	Fiscal Year
FM	Financial Management
FRIT	Facility for Integration of Refugees in Turkey
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEMS	Geo-Enabling initiative for Monitoring and Supervision
GIS	Geospatial Information System
GM	Grievance Mechanism
GPE	Global Partnership for Education
HCI	Human Capital Index
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IDPs	Internally Displaced People
IFC	International Finance Corporation
IFR	Interim Financial Report
IIEP	Institute for International Education Policy
IMF	International Monetary Fund
INEE	Inter-Agency Network on Education in Emergencies
IPF	Investment Project Financing

IPP	Indigenous Peoples Plan
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex
M&E	Monitoring and Evaluation
MHM	Menstrual Hygiene Management
MoNE	Ministry of National Education (Turkey)
NGO	Nongovernmental Organization
NPV	Net Present Value
OHS	Occupational Health and Safety
PBC	Performance-Based Condition
PBF	Performance-Based Finance
PBG	Performance-Based Grant
PDO	Project Development Objective
PFM	Public Financial Management
PIU	Project Implementation Unit
PLR	Performance and Learning Review
PPA	Project Preparation Advance
RAS	Reimbursable Advisory Services
SAR	South Asia Region
SDI	Service Delivery Indicator
SEL	Socio-emotional Learning
SEA	Sexual Exploitation and Abuse
SRH	Sexual and Reproductive Health
TOR	Terms of Reference
UIS	UNESCO Institute for Statistics
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
WASH	Water Supply, Sanitation, and Hygiene
WBG	World Bank Group
WHO	World Health Organization

EXECUTIVE SUMMARY

Education is one of the most powerful forces we have for creating a more peaceful and prosperous future. Yet the children most in need of a good education are also at greatest risk of having their learning disrupted, whether by conflict, violence, pandemics, climate, or other crises. For children living in situations of fragility, conflict, and violence (FCV), learning poverty,^a as defined by the World Bank Group, almost always exceeds 90 percent; it ranges as high as 96 percent, for example, in the Democratic Republic of the Congo. Half of the world's poor, and two-thirds of its extreme poor, will live in FCV situations by 2030. For the World Bank to fulfill its mission, we must succeed in these places. This success, in turn, is predicated on establishing quality education systems that develop the skills and citizenry that are needed for peace and prosperity.



Education & FCV by the Numbers

- **Half of today's refugees** have lived in exile for **more than five years**.
- Afghan refugees have spent **over 20 years in exile**.
- Of those who are forcibly displaced from their homes, **75 percent are women and children**.
- Of the 26 million refugees worldwide, **about half are children under 18**.



Refugee children – and especially adolescents – have few opportunities to learn.

- Only **77 percent have access to primary education** (compared to 91 percent of children globally).
- Only **31 percent have access to secondary education** (compared to 84 percent globally).
- A mere **3 percent have access to tertiary education** (compared to 37 percent globally).



Girls face even greater risks than boys.

- They are more likely to be **out of school and attend for fewer years** than boys.
- Girls **suffer more violence, including sexual exploitation and child marriage**.
- Girls are **two and a half times more likely to be out of school if they live in conflict-affected countries**, with young women nearly **90 percent more likely** to be out of secondary school than their non-FCV counterparts.



COVID-19 further exacerbates fragility.

- Worldwide, **1.6 billion children have had their education disrupted by the pandemic**. Learning poverty is expected to jump from 53 percent to 70 percent worldwide, further eroding learning gains in FCV countries.
- Globally, school-age students stand to lose **\$17 trillion in labor earnings over their working lives** because of these learning losses.

^a Learning poverty is the proportion of children aged ten that are unable to read and understand a simple text. High Learning Poverty scores, in turn, drive the low average Human Capital Index (HCI) for FCV countries of 0.41, compared to a global average of 0.56, where the HCI represents a level of productivity given a country's investments in education and health.

Delivering on the World Bank Group's renewed commitment to serving populations living in FCV requires greater scale, scope, and financing. Our education portfolio in FCV, which stands at \$6.2 billion, has grown rapidly in recent years, reflecting the ever-increasing importance of the FCV agenda in education. Investments in FCV situations now account for more than 25 percent of the World Bank's education portfolio. This share will continue to grow as we implement our Strategy for Fragility, Conflict, and Violence 2020-2025, which features four pillars: (i) Preventing violent conflict and interpersonal violence, (ii) Remaining engaged during crises and active conflicts, (iii) Helping countries transition out of fragility, and (iv) Mitigating the spillovers of FCV. To date, the education portfolio is concentrated in the latter two pillars. In the coming years, our work will extend substantially to the first two pillars, with important implications for our analytics, dialogue, design, and implementation arrangements.

Recommendations for each of the pillars are as follows:



PILLAR 1

Education has a key role to play in violence prevention.

- Education has two mechanisms through which it can prevent conflict and promote peace. First, services can be distributed in ways that respond to historical grievances and address persistent exclusions, helping correct inequalities across ethnic, religious, racial, caste, language or other lines. Careful analysis of the drivers to conflict will avoid unintentional exacerbations of tensions.
- Second, education is unique in that it holds the promise of promoting peace at the individual level and at the societal level. As such, curricular content and pedagogic approaches are advantages unique to the education system for fostering peace. Students, teachers, and school leaders should be supported to make the most of this advantage.



PILLAR 2

Remaining engaged during crises and active conflict requires new delivery modalities, mission-driven partnerships, and a greater tolerance for risk.

- The coming years will see a substantial extension of our activity in crisis situations and active conflicts, with important implications for the analytics, dialogue, design, and implementation arrangements that surround our work.
- Partnership with humanitarian and peace-building actors will likely expand, and local alternatives to traditional global partners should be explored when appropriate.

- This transition to remaining engaged will require a corresponding risk appetite for the enabling environment in which teams operate. It means advancing with operations despite a relatively weaker evidence base and trusting untested partnerships to help us deliver results.



PILLAR 3

The transition out of fragility requires consensus on the sequence of reforms and investing in state capabilities.

- Governments need to be supported in sequencing reforms to move crisis-affected populations from humanitarian beneficiaries to development participants.
- Building up state functions for identifying and managing future crises through early warning systems and crisis response is crucial for countries to avoid and emerge from fragility. This includes developing standing protocols for incorporating IDPs and refugees into schools / education systems, building climate-resilient infrastructure and schools that can serve as emergency shelters in times of crisis.
- During project implementation, special consideration will be needed at the level closest to beneficiaries, as communities and municipalities are solid sources of resilience, providing a foundation on which to build.



PILLAR 4

Programs should not distinguish between IDPs, refugees, and host communities, but serve all of these groups.

- Support to refugees and internally displaced persons (IDPs) should not exclude host communities that, in many situations, face the same factors that drove the forced displacement, and that are often in just as much need as the populations they are hosting.
- True integration into public education systems is often the only financially viable long-term solution to the protracted situations that refugees and IDPs face. It requires careful work to build the dialogue between host communities and displaced populations. Investing in public structures helps avoid the pitfalls of creating parallel systems that have dimmer prospects for long-term sustainability.
- Given the World Bank's preferential role in supporting client governments, we are uniquely placed to support the integration of refugee education into host country systems.

The pivot to prevention of FCV requires the education sector to play a vital role, a view shared by our clients and partners. There are two broad mechanisms through which education can help prevent conflict and promote peace. First, service delivery can be distributed in ways that respond to historical

grievances and address persistent exclusions, helping correct inequalities across ethnic, religious, racial, caste, language, or other lines. Instruction in students' mother tongue is one key example of ways to boost learning. Second, the content of education can promote peace at the individual level (e.g., through a student's acquisition of skills, including socio-emotional skills) and at a societal level (e.g., through promoting social cohesion and reconciliation). There is ever greater demand from opinion leaders and decision makers in FCV for the Bank Group to play a central role in education systems. They consider education the top development priority in their countries, and they view it as the area where World Bank support can achieve the greatest impact.¹

The unique characteristics of each FCV situation are paramount considerations when designing education responses. Contexts always differ, and the broadened scope of our work will be firmly rooted in the dynamics of each FCV situation. This paper therefore doesn't attempt to provide guidance on what to do specifically, but how to approach the problem.

Hence, some **guiding principles to our project design and implementation** are as follows:

- Address the inequalities that underpin gender disparities, which in turn will have a multiplying effect on efforts to foster inclusion, social cohesion, and, ultimately, lasting peace.

- Embrace simplicity and flexibility, keeping to a narrow set of objectives, few interventions, and early reviews that allow course correction when needed.
- Use EdTech thinking for interventions and build in modern management tools for projects.
- Craft multi-sectoral packages where possible, to piggyback on service delivery points, benefit from captive audiences, and derive synergies from existing targeting mechanisms.
- Leverage expertise, capacity, and knowledge through strategic partnerships, to extend the Bank Group's impact and ease the transition to new areas of engagement. This requires a corresponding risk appetite for the enabling environment within which teams operate.

The core recommendations for our programming make use of the following entry points: i) analytics and dialogue, ii) service delivery, iii) curricula and pedagogy, and iv) building state capacity. First, analytical underpinnings to operations should identify drivers of fragility more systematically, to demonstrate understanding of the conflict dynamics at work. Tensions and grievances should be addressed explicitly through operations, including by targeting traditionally excluded groups. For example, policies around language of instruction have often meant systematic exclusion of the most vulnerable. Service delivery should shift toward strengthening decentralized approaches, tapping into local solutions and community responses. This includes becoming well-versed in alternative service delivery mechanisms and helping clients deploy them as needed. EdTech will be particularly crucial, including to reach teachers remotely. For curricular and pedagogical actions, more attention should be placed on approaches to reconciliation and peace building. For example, the teaching of socio-emotional skills should be mainstreamed into our efforts, from ECD to tertiary, so that children can develop the self-regulation, empathy, relationships, and decision-making abilities to serve their own needs and their communities. Operating in FCV settings also requires strong policy formulation abilities, and access to better information, in real time, on how activities are progressing. This means modernizing government M&E processes through call centers, GEMS, and other remote methods.

Incorporating these recommendations into our support to countries will require partnerships that are strategic, selective, and mission-driven. Internally, this means more systematic collaboration between the Education Global Practice and other practice groups to leverage the World Bank's technical and financial assets for analytical and operational work. Externally, strong partnerships will remain crucial with global partners such as UN agencies (especially UNESCO, UNICEF, and UNHCR), development partners, and international NGOs, building on shared goals and comparative advantages. At the same time, we will give greater consideration to local partners such as municipalities, community-based organizations, and other civil society actors that are closest to the populations we seek to support.

These partnerships – and partners – must be adequately funded by the global community. To date, only 2-3 percent of all humanitarian aid is allocated to education efforts. In 2020, this represented a little over \$700 M. This is a long way from the \$4.85 billion required to provide all refugee children K-12 education annually, leaving humanitarian actors with little choice but to limit the scale of interventions, and threatening the feasibility and sustainability of longer-term engagements.

Case studies presented in this White Paper illustrate how these recommendations are already being implemented, for example in Cameroon, Central America, the Democratic Republic of Congo, Tajikistan, and Turkey. The cases cover the full range of education services financed by the World Bank, from early child development to tertiary education, and feature actions across the four Pillars of Engagement. They show what is possible in situations of FCV, as well as pitfalls to be avoided.

This paper seeks to articulate how the World Bank will deliver for the children and families most in need of support. We present guiding principles, policy options, and operational recommendations for how the education sector can help deliver on the Bank Group's FCV Strategy. The paper does not prescribe actions for countries, nor predict which solutions will be most effective across contexts. Rather, it reaffirms our commitment to doing the difficult, painstaking work of understanding the drivers of fragility in any given context, and to creating tailored responses, in close partnership with the communities, teachers, and governments we seek to serve.



INTRODUCTION

This approach paper lays out the World Bank's policy approach for how to deliver education services so that children are safe and learning. The first section defines the context, dynamics, and key terms and concepts of education in FCV. The second section traces the evolution of the World Bank's strategy for delivering education services in fragile settings. It draws on interviews with organizations working on education in emergency situations and presents the World Bank portfolio trends for FCV in education, dating back to 2005. The third section presents operational recommendations, drawing on interviews with World Bank task team leaders, managers, and country directors, as well as key partners.^b As such, this paper is not a systematic review of what works in FCV situations. Rather, it presents guiding principles, policy options, and operational recommendations for how the education sector can help deliver on the Bank Group's FCV Strategy.

FUTURE SUCCESS WILL INCREASINGLY BE DETERMINED BY OPERATING EFFECTIVELY IN FCV SITUATIONS

The current global situation, characterized by a changing climate, shifting geopolitics, and a pandemic, is most likely a preview of the uncertainties that countries will face in the future. By 2030, more than half of the poor, and two-thirds of the extreme poor, will live in situations of fragility, conflict, and violence (FCV). Further exacerbating these fragility contexts will be the impacts of climate change, demographics, and pandemics, three macro trends that will intensify the strains on countries and broaden the scope of populations affected. Our definition of FCV is no longer limited to *countries* (which typically have weak governance and nascent institutions), but extends to *situations* wherever fragility, conflict, or violence may emerge, for a variety of reasons. As forced displacement shows, these *situations* are also increasingly protracted, with the response needed shifting from short-term, humanitarian needs to longer-term issues of development.

For the World Bank to achieve its goals of ending extreme poverty and boosting shared prosperity, it will need to succeed in FCV situations. Launched in February 2020, our Strategy for Fragility, Conflict, and Violence 2020-2025 is an important milestone in how the World Bank serves populations living in FCV situations. It rests on four pillars: (i) Preventing violent conflict and interpersonal violence, (ii) Remaining engaged during crises and active conflicts, (iii) Helping countries transition out of fragility, and (iv) Mitigating the spillovers of FCV. The implementation of activities across these pillars represents a new vision for our work, with operational implications across sectors.

In large part, the success of our FCV Strategy is predicated on education. There are few spheres of development with so much potential to contribute to violence prevention and peace building. In the short term, it can address long-standing grievances (e.g., through the distribution of education services to previously excluded groups). In the longer term, education content can shape reconciliation, tolerance, and pro-peace attitudes and beliefs; it can also equip individuals with better socio-emotional skills and communities with a more civic-minded citizenry. Education systems are key to helping countries transition out of fragility, and to supporting children and families who live in situations of forced displacement. Schooling therefore has a critical role in developing the social cohesion for stability, as well as the skill base needed for our client countries to advance in their development and achieve economic prosperity.

TRANSLATING THE BANK GROUP'S FCV STRATEGY INTO BETTER EDUCATION OUTCOMES

This paper lays out how the World Bank's Education Global Practice will deliver on education under the FCV Strategy, increasing the scope of work and portfolio serving children in FCV situations. Complementing the strategy, we lay out the breadth and depth of the challenges ahead, proposing an ambitious response to serve children and families

^b In parallel, UNHCR, the United Kingdom's FCDO, and the World Bank are preparing a systematic review of the evidence for Education & Forced Displacement. See summary in Box 4 under Section 3.

who are affected by situations of fragility, conflict, and violence. Of the four pillars in the FCV Strategy, two have long been at the heart of our education work in fragile states: helping restore service delivery in post-conflict settings, and strengthening institutions that manage education systems. The two other pillars, however, have not been an explicit focus of most of our education engagements.

Responding across all four pillars of engagement has implications for our work in education. The World Bank offers client countries financing for education, as well as advisory services such as analytical work to better understand the challenges and opportunities education systems face. Responding across all pillars will impact the types of technical and technological solutions to be developed (the “what”), including for service delivery and for systems strengthening across the different levels of education. There are also implications for the operational modalities to be used by teams (the “how”), such as embracing more decentralized approaches, and adopting new methods for program monitoring and evaluations (e.g., geo-referencing and other technology-enabled solutions). We will also need to update the types of partnerships we pursue (the “with whom”).

This is especially true for the first two pillars of engagement. As the Bank Group’s FCV operations shift to prevention and remaining engaged in situations of conflict, teams are undertaking new activities, such as providing psychosocial support and monitoring education service delivery in conflict zones. This shift is an opportunity to partner with and learn from others who have a long-standing presence in this space, including both our traditional partners (e.g., UNICEF and UNHCR, international NGOs, bilateral agencies), and newer partners (e.g., municipalities or community-based organizations).

THEORETICAL UNDERPINNINGS: THE COMPLEX RELATIONSHIP BETWEEN EDUCATION AND CONFLICT

Education is among the most powerful forces for promoting peace and helping countries build wealth. As stated in the *World Development Report 2018*, when countries move from “schooling” to “learning,” the benefit for society is tremendous: it fosters social cohesion and strengthens a country’s institutions,² two development outcomes that are

critical for FCV countries. The benefits for individuals are also vast, including higher earnings, better health, and a better chance to escape poverty.³ However, as the report warned, schooling without learning is not just a wasted opportunity: it is a “great injustice.... The children whom society is failing most are the ones who most need a good education to succeed in life.” Increasingly, the children missing out are those who live in situations of FCV.

But education’s role can be either constructive and destructive.⁴ Schools can serve as equalizers, where the distribution of services helps reduce societal inequalities and promote social cohesion/reconciliation, with a positive impact on peace building. In this scenario, the curriculum is designed to “deconstruct structures of violence” and “construct structures of peace,”⁵ with teachers equipped to carry this out, along with other enabling support structures. However, a review of experiences in conflict-prone countries reveals that too often, education systems play a destructive role, exacerbating intergroup hostility and other underlying tensions. This can include unevenly distributing education services (e.g., segregating schools, offering lower quality to specific groups), manipulating history (through the curriculum, especially textbooks), and otherwise promoting the worth of one group while constructing hate towards others.⁶

As conflicts globally have shifted from interstate to intranational dynamics, so too has the focus on education’s outcomes. Whereas concepts of “peace education” and “international understanding” were frequent in the post-war education literature of the 20th century, the 21st century has seen shift to discussions of “conflict prevention” and “education in emergencies.” This has been accompanied by more focus on the drivers of conflict, such as a lack of opportunities for youth, and more emphasis on individual rights, with a focus on skills acquisition and human capital.⁷ The shift brings more attention to the economic benefits of a more skilled labor force, though we should not neglect the sociocultural, political, and reconciliatory aspects of peacebuilding.⁸ The Bank Group’s FCV Strategy, specifically Pillar 1, requires the Education Global Practice to pursue curricular questions and pedagogic approaches in FCV.



Education systems have a complex relationship to economic growth and inequality; schools suffer from conflict and violence but can also contribute to these situations. The drivers of fragility often pose a threat to education, but they can also stem, in part, from poorly delivered education systems.⁹ Similarly, economic development was long viewed as an invariably driving peace and stability; but, when paired with rising inequality, it can also motivate or worsen conflict and violence.¹⁰ Hence achieving shared prosperity, including equally distributed education services, is central to preventing conflict and violence.

The “4Rs” conceptual model –redistribution, recognition, representation, and reconciliation – provides a framework for how education systems can be set up to advance conflict prevention and peacebuilding. Initially developed through the Consortium on Education and Peacebuilding supported by UNICEF between 2014 and 2016, the framework posits that, in addition to improving security, education can bring about political, economic, social, and

cultural transformations in FCV situations. This requires education policies, individual and institutional agency, and development programs that promote “the 4 Rs.”¹¹

But the most important guide to the World Bank’s work in education will be our clients’ contexts and specific needs. As our education team undertakes this expanded scope of work, the starting point will always be needs of the children and families we seek to serve. While a general typology of FCV situations helps us consider a range of actions, the complexity of drivers of fragility and conflict in any given place, as well as the interplay with each education system, require highly customized, flexible responses.¹² In the words of Bush & Saltarelli (2000): “When it comes to educational initiatives that are intended to have beneficial impact on inter-group relations.... one size never fits all. In some situations, one size fits no one. Consequently, the effectiveness of an educational initiative increases to the extent that it is flexible and responsive.”¹³

SECTION 1

FCV CONTEXTS AND THE ROLE OF EDUCATION

Addressing the challenges facing children in FCV situations will be increasingly central to the Bank Group's work in the education sector. In 2018, an estimated 420 million children – nearly a fifth of all children worldwide – were living in conflict zones,¹⁴ an increase of 74 percent over the last decade.¹⁵ Of 26 million refugees worldwide, about half are children below age 18.¹⁶ These children face situations of forced displacement that are increasingly protracted, with half of refugees having spent five years or more in exile.¹⁷ This shift toward a longer-term challenge requires a response that emphasizes long-term development solutions, including work to integrate refugees and IDPs into host government education systems.

1.1 DEFINING FCV, AND HOW IT AFFECTS EDUCATION

Examples of FCV challenges include delivering education to children in Yemen, helping Syrian refugees integrate into neighboring countries' schools, and getting schools up and running post-earthquake in Haiti. The World Bank Group categorizes situations like these under the umbrella term “FCV,” but each presents challenges unique to its micro and macro environment. The differing contexts require that education responses be tailor-made to the problems they seek to solve. Opening schools during the conflict in some parts of a country might be viewed as ‘military action’ by militant groups, whereas in another area it may be seen as an essential action to restore the social contract between the government and citizens. Despite the distinct contextual factors of each situation, some categorization is needed to aggregate evidence of what works (and doesn't) and distill lessons. This section describes how the World Bank classifies and defines these situations, and how this relates to the education sector.

The differentiated nature of fragility and conflict is captured in the Bank Group's list of Fragility and Conflict-Affected Situations (FCS). With the new FCV Strategy 2020-2025, key changes have been introduced in how the situations are defined. First, the list now features categories, to give more nuance to the types

of fragility and/or violence the country faces. Second, the Bank Group is moving beyond the country level, to focus also FCV situations that may occur in countries not on the FCS list.

For fiscal year 2021, the FCS list has the following categories:

- 1. Countries affected by violent conflict**, based on a threshold number of conflict-related deaths relative to the population. This category is distinguished into two sub-categories based on the intensity of violence:
 - a. Countries in high-intensity conflict
 - b. Countries in medium-intensity conflict
- 2. Countries with high levels of institutional and social fragility**, based on indicators that measure the quality of policy and institutions and specific manifestations of fragility. Based on the size of the country, this category is distinguished into two sub-categories:
 - a. Small states
 - b. Non-small states

Along with the categories described above, the FCV strategy identifies country categories that are affected by FCV-related challenges:

- 1. Countries with increased risks of fragility and conflict escalation**, which require early action to prevent a full-blown crisis. The Global Crisis Risk Platform is a forum to identify such countries, based on a mix of qualitative and quantitative criteria.
- 2. Countries hosting refugees**, identified based on a threshold number of refugees, set at 25,000, or a threshold share of the national population, set at 0.1 percent. While some of these countries may not be categorized as FCV themselves, they are severely affected by FCV spillovers.

The World Bank Group's engagement is moving beyond FCV countries to fragile situations, even within non-FCV countries. For countries with localized insecurity, which are often middle-income countries (MICs), the strategy calls for a more nuanced approach,

to ensure that interventions to serve these populations take into consideration the context. For example, in the Philippines, the reality for school children in Mindanao is very different from elsewhere in the country.

Countries Experiencing Fragility

Countries experiencing fragility are characterized by deep governance issues, high levels of exclusion, and weak public and private institutions, (see Box 1).

Typically, their governments struggle with the delivery of basic services like health and education to all their citizens. The governance-related problems of poor oversight and lack of accountability often translate into opportunities for corruption. Weak institutions typically lack robust systems (such as fiduciary, or monitoring and evaluation), with low capabilities among the government officials running them. Staff turnover, especially at the

highest levels, is often too high to sustain meaningful policy dialogue on key reforms. Within governments, there can also be inability or unwillingness to manage risks posed by social, political, security, environmental, and economic factors.

For the education sector, fragility has important implications. First, it can limit the provision of education services, due to low capacity for creating and managing schools, let alone ensuring their financing and monitoring over time. This can cause a dearth of schools outside the main cities. Often non-state actors like private schools, faith-based organizations, and NGOs help fill this gap. Second, given the high likelihood of exclusion of some groups from receiving good quality—or any—education, there is an erosion of the state-citizen social contract.

Box 1. How Fragility and Education Intertwine in Haiti

Haiti is a fragile state with a long history of political instability, repeated fiscal crises, and extreme vulnerability to natural disasters such as earthquakes (2010, 2021) and hurricanes (2016). Weak institutions are unable to provide basic services like health and education, particularly in rural areas. In the education sector, non-public providers have helped fill the gap and operate over 80 percent of primary schools. But due to limited government capacity to monitor schools, providers operate with little oversight and have little accountability for providing a quality education. At the same time, most families struggle to finance education costs, which account for as much as 10 percent of their monthly expenses.

Countries Experiencing Conflict

Countries experiencing conflict have security issues that severely affect students, teachers, parents, and society at large. This happens when organized groups or institutions (sometimes including the state) use violence to settle grievances or assert power. In addition to the heavy human toll that conflict has on combatants and civilians alike, the psychological effects, particularly on children, are substantial and lasting. In addition, education systems deal with policies on contentious issues like the language of instruction and curricular content, which can also contribute to conflict.

Violent political conflict has devastating impacts on education systems. In most cases, it causes extensive school closures, due to security concerns, as well as limits on mobility. Worse, schools may be at the heart of the conflict. According to the Global Coalition to Protect Education from Attack, from 2015-19 there were more than 11,000 attacks on education, harming more than 22,000 students, teachers, and education personnel.¹⁸ Physical school infrastructure is also affected: in Syria, for example, two out of every five schools have been damaged or destroyed.¹⁹ And as symbols of an unpopular government, public schools, can become targets for militant groups, owing to their

perceived role in supporting the government. The same goes for teachers. Even when not direct victims of conflict, children and teachers living through situations of conflict are subject to its traumatic psychological effects, leading to low learning levels and high dropout rates.²⁰

Countries Affected by Interpersonal Violence

Countries affected by interpersonal violence face high levels of crime such as drug-related violence, homicides, gang and gender-based violence, and other forms of internal insecurity. Interpersonal violence can cause significant loss of life, in some cases exceeding the scale of armed political conflict. In 2016, of five countries with the highest death rates from conflict—Syria, El Salvador, Venezuela, Honduras, and Afghanistan, only two had active armed conflicts.²¹ Too often, the most vulnerable populations are the most highly affected by interpersonal violence, with poorer neighborhoods that suffer from under-investment in infrastructure or public safety bearing the brunt of organized crime and gang violence. Where violence is pervasive, it can become somewhat normalized, resulting in even higher levels of gender-based violence (GBV), including in schools, as well as violence against children.²²

For schools, interpersonal violence creates extremely difficult conditions for providing education services, with grave implications for equity in service delivery. The schools where students are most in need of support to boost learning are often the most impacted by interpersonal violence. The challenges of addressing the learning crisis become exacerbated by concerns for student and teacher safety, greater limits on mobility, and a more difficult school environment to manage. Gangs can use schools to recruit members, although overall, being in school tends to protect against crime and violence for young people.²³ School-related gender-based violence (SRGBV) is a serious issue from an educational standpoint: it affects a child's well-being, physical and emotional health, and limits their cognitive and emotional development.²⁴ But with gender sensitive policies and programs, schools can provide safe spaces for girls and young women. Estimates suggest that each additional year a girl completes in secondary school reduces her likelihood of marrying as a child by 6 percentage points on average, with a similar impact on her likelihood of having a first child before age 18.²⁵

1.2 INTENSIFIERS OF FRAGILITY, CONFLICT, AND VIOLENCE

Macro trends such as pandemics, demographics, and climate change can intensify FCV situations.

They can also nudge countries already at risk into crisis. As the Bank Group scales up its support in FCV, key considerations include the dynamics that will intensify fragile situations. Two such drivers are considered below—pandemics and climate change. While these are affecting all countries, they are expected to contribute to a growing number of FCV situations in the future.

Pandemics

Fragile states often have weak health care systems, fewer doctors and health workers, and a shortage of critical infrastructure, leaving them poorly equipped to deal with disease outbreaks. Studies suggest that violent conflict also exacerbates the spread of infectious diseases (e.g., polio in Syria, cholera in Yemen, Ebola in the Democratic Republic of Congo). The impact of pandemics like COVID-19 and Ebola on education in FCV situations has been well documented: common repercussions include school closures, lost learning time, higher dropout rates, and reduced funding for education. During COVID-19, 1.6 billion students have been affected by school closures. In many FCV situations, governments and their development partners are more cash-strapped than usual amid the pandemic, meaning even fewer resources for education. Some FCV countries shifted at least some instruction to broadcast media, but few had digital alternatives in place for reaching students, given underdeveloped IT infrastructure. And in many places, the logistics to safely reopen schools are also out of reach, putting teachers and students at greater risk than their non-FCV counterparts.

To make matters worse, donors will struggle to maintain aid levels given the fiscal pressures that domestic pandemic response will require.²⁶ FCV countries will be particularly affected, as an important part of their education funding comes from foreign aid. Scarce financing will compound the logistical challenges of rolling out safety protocols that follow the Framework for Reopening of Schools. Fiscal pressures will also complicate the distance learning agenda, though a greater focus on contingencies for disruptions to service delivery could improve pandemic preparedness for some countries.



Demographics

FCV countries tend to have young populations.

Many countries with the highest fertility rates also face FCV conditions. There is some evidence that youth bulges can make countries more susceptible to political violence.²⁷ More recent work has narrowed the demographic intensifier as the pressure that youth cohorts place on the labor force specifically.²⁸ Countries where the population pyramid has a very wide base will face the added strain of not only seeking to improve service delivery to the current cohort, but extending services to the ever-growing numbers of children who are entering the education system.

Climate Change

Climate change is a threat multiplier, compounding existing stresses such as poverty, lack of employment opportunities, and local tensions over land and water resources.²⁹ While climate change might not directly cause conflicts, there is growing consensus that it could drive and intensify underlying conditions that lead to FCV situations. For example, local conflicts over scarce natural resources (especially water) will become more frequent as climate change affects rainfall patterns. Communities that depend on natural resources for their livelihoods (as is often the case in poorer FCV countries) will be particularly vulnerable to climate-related disasters. Climate shocks could push more 100 million people into extreme poverty by 2030.³⁰

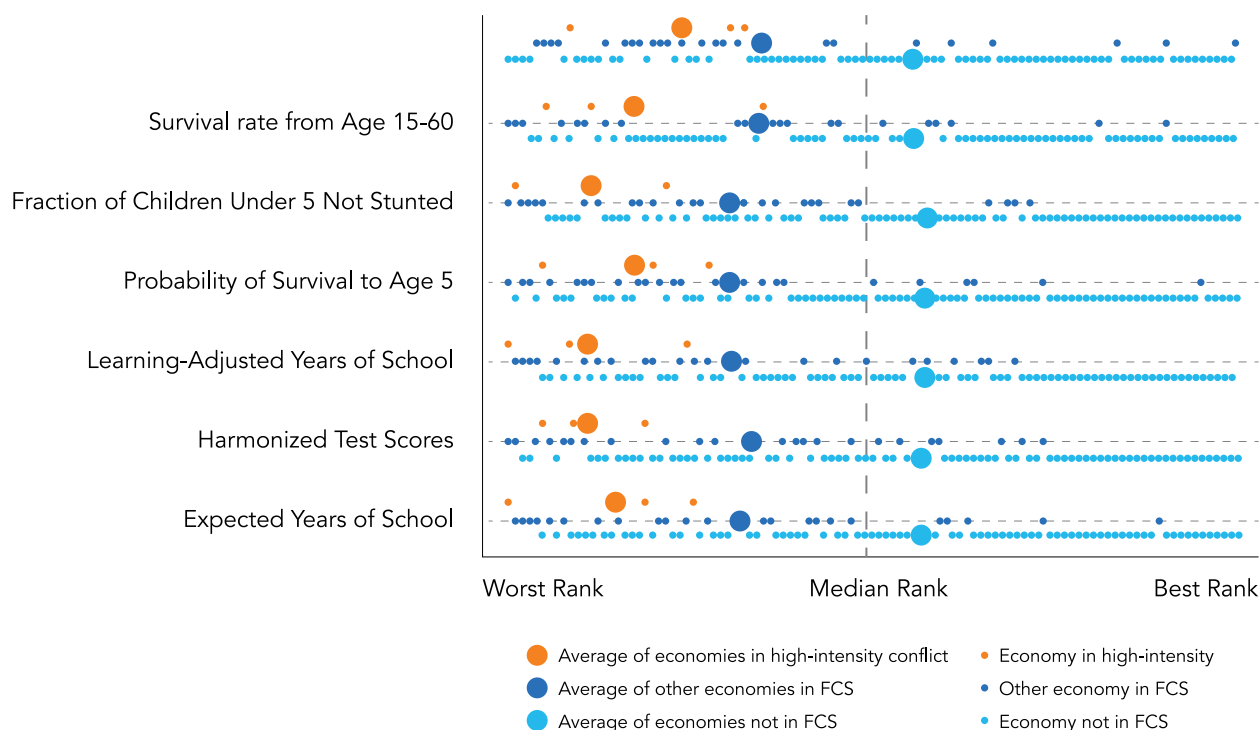
On the positive side, with inclusive, climate-informed development, many of these risks can be mitigated.

Climate-resilient programming is an opportunity for humanitarian and development actors to deescalate tensions and encourage community resilience building, which would serve as a protective factor in times of crisis.

1.3 HUMAN CAPITAL IN FCV CONTEXTS

Fragility, conflict, and violence not only delay the accumulation of human capital but also wipe out countries' gains. Unsurprisingly, the average Human Capital Index (HCI) for FCV countries is 0.41, compared to a global average of 0.56.³¹ Hence a child born in FCV country will be only 41 percent as productive when she grows up as she could be if she enjoyed complete education and full health. Poor service delivery in states with low capacity and interruption of services in conflict situations makes it difficult for students to receive the instructional time needed for learning. Conflicts like civil wars can undo decades of progress in countries like Yemen and Syria, where enrollment rates have plummeted over the last decade. In 2000, Syria had achieved universal primary enrollment, but by 2019 over 2 million children, one-third of its child population, was out-of-school. Within the HCI, education indicators, particularly harmonized test scores, offer countries the greatest chance of boosting their rankings.

Figure 1. FCV countries are lagging in all aspects of Human Capital Development



Source: Human Capital Project

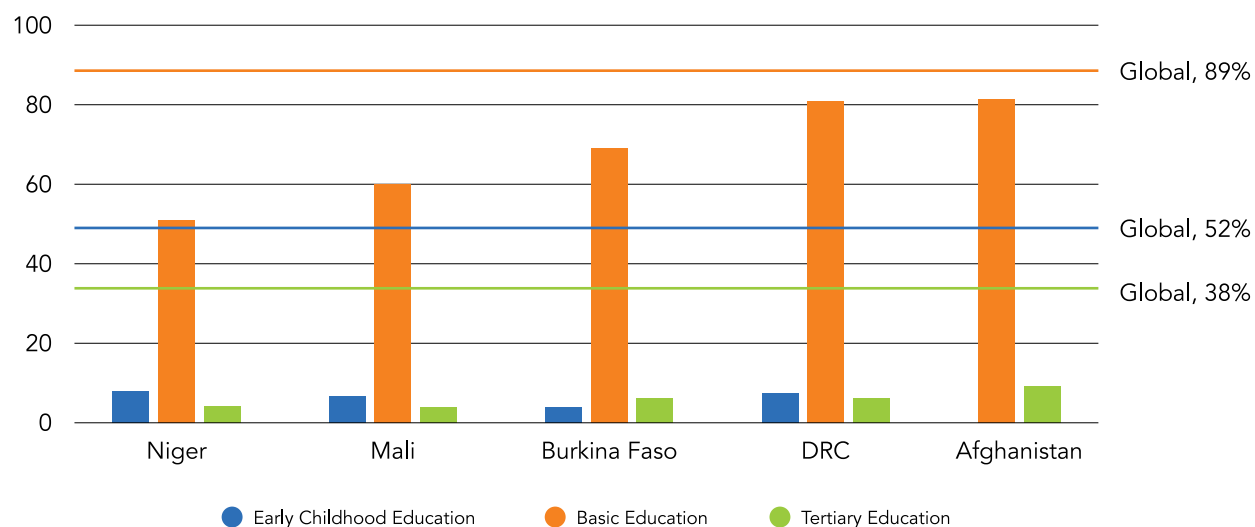
1.4 LEARNING CRISES IN FCV CONTEXTS

Poor Enrollment at all Levels of Education

Tackling learning poverty begins with ensuring access to schooling for children. This is severely compromised in FCV contexts, with enrollment dramatically lower than global rates. The situation is particularly alarming at the early childhood level, where less than 10 percent of eligible children receive any early childhood education. The seemingly higher enrollment rates at the basic education level (i.e.,

primary and secondary level together) mostly reflect high levels of primary school enrollment. Secondary enrollment rates are much lower, in the 40-50 percent range, reflecting low completion rates in primary. And at the tertiary education level, enrollment numbers are dismally low. Not having access to tertiary education seriously reduces social and economic mobility prospects for youth who, despite challenges, manage to graduate from school. And for a variety of reasons, students in FCV countries are less likely to complete their schooling: 30 percent less likely for primary, 50 percent less likely for lower secondary as compared to counterparts in non-FCV countries.

Figure 2. Gross Enrollment Ratios (GERs) in FCV countries are much below global levels



Note: Basic education refers to primary and secondary education together. The most recent GERs (b/w 2013 to 2019) available for countries were used to create this graph. Data for several FCV countries are unavailable.

Source: UNESCO Institute of Statistics

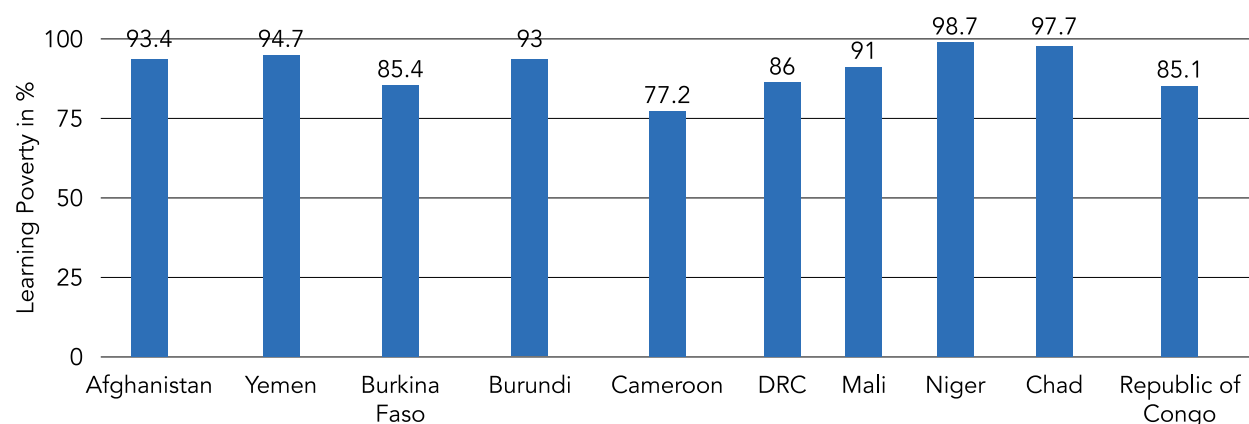
Severe Learning Poverty in FCV countries

Learning poverty for children living in FCV countries is almost always more than 90 percent, and ranges as high as 99 percent, for example in Niger.³² Learning poverty is the proportion of children unable to read and understand a simple text by age 10. This indicator brings together schooling and learning indicators: it starts with the share of children who have not achieved minimum reading proficiency (as measured in schools) and adjusts it by the proportion of children who are out of school (and are assumed not to read proficiently). Data from FCV countries (albeit limited) show that FCV contexts have severe learning poverty (see Figure 3).

Children living in FCV countries complete far fewer years of education than their non-FCV counterparts. Adjusted for learning, the discrepancy is even starker.

On average, children in FCV countries attend about 8.7 years of school, versus a global average of more than 11 years. However, when adjusted for learning, this drops to about 5.1 years of actual learning, versus a global average of 7.8 years. With such high rates of learning poverty and few years of actual learning, students will not have the foundational skills required to become lifelong learners and productive citizens.

Figure 3. Learning Poverty indicators in FCV countries



Source: Learning Poverty Country Briefs

Terrifying Trends of Students and Teachers at Risk of Attack

The number of children and teachers at risk in FCV is alarming—but the rate at which this number is rising is terrifying. In 2019, an estimated 426 million children – nearly one-fifth of all children worldwide – were living in conflict zones.³³ And this number has risen by 34 percent over the last decade, driven by the war in Syria and intensified drug-related conflicts in Mexico.³⁴ These victims are likely to suffer the consequences far longer than those of previous conflicts, as situations of FCV are increasingly protracted.

FCV Exacerbates Inequalities and Increases Vulnerability

As bad as these numbers are for children in FCV, the situation is even worse for refugees. Half of today's refugees have lived in exile for more than five years, with some (like Afghan refugees) having spent over 20 years in exile.³⁵ Of those who are forcibly displaced from their homes, 75 percent are women and children. Put another way, of the 26 million refugees worldwide, about half are children under 18.³⁶

Refugee children have limited access to education in host countries. Today, only 77 percent have access to primary education, compared to 91 percent of children globally. These differences are even more stark at the secondary and higher education levels. Only 31

percent of refugee children have access to secondary education, compared to 84 percent globally; for tertiary education, a mere 3 percent have access, compared to 37 percent globally.³⁷

Girls are more likely to be out of school and attend for fewer years than boys; they also suffer heightened risk of gender-based violence (GBV), including sexual exploitation and child marriage. Girls are two and a half times more likely to be out of school if they live in conflict-affected countries, with young women nearly 90 percent more likely to be out of secondary school than their non-FCV counterparts.³⁸

1.5 THE KEY ROLE OF EDUCATION

Education brings tremendous benefits to individuals and societies that are especially needed in FCV situations. For individuals, educational attainment is associated with higher productivity and earnings, lower poverty rates, better health outcomes, and higher civic engagement. For countries, education contributes to innovation and growth, better-functioning institutions, greater intergenerational social mobility, higher levels of social trust, and a lower likelihood of conflict.³⁹ Education can also accelerate progress by advancing economic development, strengthening humanitarian action, contributing to security and state building, and mitigating impacts of disasters.⁴⁰ Its role in post-conflict reconstruction has been researched and discussed

widely.^{41,42} In most post-conflict settings, education is at the heart of the reconstruction efforts, with a focus on developing the essential labor force for rebuilding the country (such as doctors, teachers, engineers, and civil servants), as well as helping channel the agents of the conflict into productive activities.

In FCV situations, schools not only help combat learning poverty but can help prevent violence and build resilience. Increased understanding of education's role as a mechanism to mitigate the negative effects of conflict and to protect human capital, especially for vulnerable populations like girls and refugees, has driven a steady increase in education programming as part of the humanitarian response to FCV. In contrast, the impact of education on conflict prevention and peace building is less researched, but the growing body of evidence shows promise.^{43,44}

This section considers the **role of education in preventing violent conflicts and crises**: how it can help prevent violence by addressing citizen grievances related to exclusion, helping to restore the citizen-state contract, and boosting economic and social development. At the individual level, education systems develop basic competencies for functioning in and contributing to society. Education can also build crucial capacities like socio-emotional skills, critical thinking, conflict management, negotiation, and values such as open-mindedness and tolerance that could affect how children and youth perceive and participate in violent conflicts.

We also discuss the role **of education in resilience building**: the ability of individuals (including children), households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in ways that reduce chronic vulnerability and facilitate inclusive growth.⁴⁵ Given that fragility and conflicts tend to be chronic, it is crucial to develop resilience for both individuals and institutions. Education plays a key role in developing individual resilience, i.e., ability to cope with adversity and recover from it. This is especially important for vulnerable populations like internally displaced persons, refugees, young girls, and other populations who are most affected by FCV situations. By extension, to deliver education services during and after a crisis, education institutions themselves need to be resilient.

The Role of Education in Preventing Violent Conflicts

The Universal Declaration of Human Rights affirms that education is a fundamental human right. In many countries, children have a right to education guaranteed through legislation, and evidence suggests that delivery of social services like education can strengthen state legitimacy.⁴⁶ As one of the most visible government services, schools are an important channel for restoring the state-citizen contract that has often eroded in fragile states. Further, education can strengthen social cohesion by building trust, tolerance, and empathy between and among various communities; improving levels of civic engagement; and increasing civic skills for citizens to support inclusive institutions.

Education can build critical skills and mindsets in children and youth that could affect their perception of and participation in conflicts. After families, schools are the most influential force in a child's development, values formation, learning, and skills acquisition.⁴⁷ Children who are meaningfully engaged in school through well-designed and effectively-delivered education activities that are relevant to learners' needs, interests, and daily lives are less likely to participate in violent behaviors. Specifically, developing children's socio-emotional learning (SEL) helps them respect others' differences, engage in effective conflict resolution, and build empathy – all of which have links to fostering more peaceful societies and promoting tolerance and respect.⁴⁸ Youth with secondary level education and above are better able to adapt their livelihoods in response to adversity, because they have more options for paid employment, and thus more viable alternatives to joining armed groups.⁴⁹

The Role of Education in Building Resilience

Some students succeed despite adverse conditions like poverty, violent conflict, and social exclusion, due to their resilience. Resilience has been defined as "the capacity to cope, learn, and thrive in the face of change, challenge, or adversity."⁵⁰ While socioeconomic factors are an important predictor of learning outcomes, individual characteristics like self-efficacy, sense of purpose, and problem-solving abilities – along with environmental factors like family support, meaningful participation in school, and expectations of teachers – have a positive impact on learning outcomes. Schools can foster resilient students by

Box 2. Education Resilience Approaches (ERA) Framework

The ERA program offers a process for contextualized education resilience studies. It collects and analyzes qualitative and quantitative data on adversities, assets, school-community relations, and education policies and services in each context. The program provides a range of technical support options to collect resilience evidence—either as part of a situational analysis for program design or a more general research endeavor.

Three support instruments are available: a Rapid Assessment; Resilience Research Training Program; and a Gender and Resilience Guide.

The program uses a systematic framework that includes four components:

1. Manage and minimize adversity in education
2. Use and protect positive engagement and assets in education communities
3. Foster relevant school and community support
4. Align education system services to the resilience assets

The program's focus on protection from risks and promotion of assets in education communities helps bridge education systems' response to crises within their longer-term development and planning activities.

teaching socio-emotional skills, forging strong teacher-student relationships, and promoting positive learning environments (through classroom management and teaching methods), among other strategies.

Fostering resilience is most important among the groups who are at greatest risk of forced displacement. Whether as IDPs or refugees, individuals and families typically relocate with few if any assets. In such circumstances, the skills they have acquired through school become one of the most important portable assets they can draw upon to build their future lives.⁵¹ Further, receiving education at both formal and informal education institutions can go a long way to restoring a sense of normalcy for children and youth who have been affected by conflict, and provide them with critical psychosocial support.⁵² In the longer term, education is among the most promising strategies for vulnerable populations in FCV situations to boost their prospects for success in the local labor market. For girls and young women, the protective nature of schools can go a long way in sheltering them from harmful elements present in communities and households that are under stress.

During a crisis, ensuring that education systems can continue to deliver quality education is crucial to mitigate risks and prepare for recovery. Prolonged

disruption could lead to entire generations of children not being educated, severely limiting their future opportunities and creating a massive loss of human capital for their country. The COVID-19 pandemic has demonstrated how devastating a massive shock to the education system can be, having affected 1.6 billion children around the world. The impacts are wide-ranging, from immediate (increases in gender-based violence,⁵³ adolescent pregnancies)⁵⁴ to long-term (with learning losses costing as much as \$17 trillion).⁵⁵

To provide resilience-relevant services, education institutions need to be resilient themselves.

Reconstruction efforts offer an opportunity to undertake fundamental education reforms, consistent with human rights principles and practices. This opportunity can be leveraged only if institutions have the capacity to undertake policy reform and design and implement programs. The Education Resilience Approaches (ERA) Framework developed by the World Bank Group is an example of a roadmap that countries can follow to develop institutional resilience in education systems (see Box 2).⁵⁶ Other examples include USAID's Rapid Education and Risk Analysis Toolkit, UNICEF's risk-informed programming approach, and UNESCO-IIEP's set of guidance booklets for education planners on why and how to address safety, resilience, and social cohesion in education sector policies and plans.

SECTION 2

THE WORLD BANK GROUP'S EVOLVING ROLE IN FCV CONTEXTS

This section looks at how the Bank Group's strategy for working in FCV has evolved, as well as how our approach to education has shifted over the last two decades. Over time, our FCV work has evolved from a focus on post-conflict reconstruction to addressing challenges across the full spectrum of fragility. Similarly, the advent of the Education Sector Strategy 2020 "Learning for All," launched in 2010, marked the beginning of a transition in focus from access to quality. This shift culminated in the 2018 *World Development Report: Learning to Realize Education's Promise*. In line with these strategic shifts, our engagement in FCV contexts has increased substantially.

We also consider implications for the World Bank's education agenda. Our FCV Strategy for 2020-2025 articulates the Bank Group's role as a development actor committed to sustained and long-term engagement that can support national systems, strengthen core state functions, and build institutional resilience and capacity. For the education agenda, this means working closely with ministries of education (and increasingly their subnational counterparts) to help them develop institutional capacity to deliver education services and build institutional resilience to ensure continued learning during and after crises. The World Bank aims to complement the work of other partners, leveraging their strengths to ensure a comprehensive approach to education service delivery along the humanitarian-development nexus.

2.1 EDUCATION PRIORITIES IN FCV ACROSS TIME

The World Bank's work has evolved from a focus on post-conflict reconstruction to addressing challenges across the full spectrum of fragility. The 2011 *World Development Report: Conflict, Security, and Development* introduced a major shift in how the World Bank conceived fragility, highlighting that challenges cannot be resolved by short-term or partial

solutions in the absence of institutions that provide people with security, justice, and jobs.⁵⁷ Building on this, the 2018 joint UN–World Bank report, *Pathways for Peace*, further shifted our approach to helping prevent and mitigate FCV risks before violent conflict takes hold.⁵⁸

Over this period, the Bank Group's education approach remained focused on the core mandate of reconstruction. Peter Buckland's seminal piece *Reshaping the Future: Education and Post Conflict Reconstruction* played a pivotal role in developing the World Bank's understanding of the dual role of education in the genesis of conflict, on the one hand, and the reconstruction of post-conflict societies, on the other. The study posited that schools are "almost always complicit in conflict," as they represent the attitudes and values of dominant groups in society, rather than minorities and excluded groups. As such, Buckland called on the Bank Group not just to support reconstruction efforts but also education reform as part of post-conflict programming, recognizing the opportunity in aligning these processes as well as the extremely difficult challenge of these twin mandates.⁵⁹ Although the report identified violence prevention as an under-explored thematic area, it remains underdeveloped 15 years later.

The World Bank's main strategic shift in education has been toward learning outcomes. In 2010, with the development of the Learning for All 2020 strategy, the education sector aimed to balance the focus on emergency responses with attention to the longer-term goal of rebuilding and strengthening education systems. The strategy hints at the World Bank's role in helping FCV clients stay focused on longer-term learning outcomes, but stops short of describing what makes operating in FCV different from other contexts or offering corresponding recommendations. For this, the ERA Program, focusing on institutional resilience building, is an important milestone in the evolution of

our approach. Launched in 2016, it calls for contextual analysis of education systems based on local data on adversity, assets, school-community relations, and education policies and services in adverse contexts.⁶⁰ The *2018 World Development Report: Learning to Realize Education's Promise* emphasized that schooling is not the same as learning and stressed the importance of focusing on learning outcomes, especially in FCV situations. The *Learning Poverty Report 2019* highlights

the unprecedented learning crises gripping the world, with 53 percent of children in low- and middle-income countries unable to read and understand a simple story by the age of 10. *The Future of Learning* report (2020) presents the critical conditions to achieve learning, including the need to invest in safe and inclusive schools. Most recently, the *Global Cost of Inclusive Refugee Education* report was released, jointly with UNHCR, in early 2021.

Figure 4. Strategic Shifts in World Bank Group and Education Sector's Role in FCV



Each of these milestones helped shape the Bank Group's strategic priorities and informs how the FCV Strategy can be applied in the education sector. Guided by sector priorities from the Human Capital project generally, and the *Learning Poverty* report more specifically, the time is ripe to articulate the implications – what it means, what it takes – to achieve learning in FCV. The Bank Group's FCV Strategy provides the framework for conceptualizing how these priorities will be delivered under each of the four pillars (see Section 4).

2.2 FUTURE DIRECTIONS OF EDUCATION PRIORITIES IN FCV 2030

To inform our strategic priorities in FCV, we conducted interviews with organizations engaged in the education sector in regions affected by FCV. The objective was to situate the World Bank in the global landscape of actors working in these contexts. We sought to identify our relative strengths and weaknesses, comparative advantages, and opportunities for filling gaps. This then informs the strategic partnerships that make the most of complementarities and potential synergies.

The most striking finding is that education remains severely underfunded in emergency situations. Only 2-3 percent of humanitarian aid goes to education. Limited funding constrains the quality and scale of interventions and threatens the feasibility of longer-term engagements. UNESCO estimates that to meet the needs of all children and youth in humanitarian situations, this number would have to increase tenfold, as school-age children represent half of those receiving humanitarian aid. If refugee education needs were covered exclusively by humanitarian aid, education would account for 20 percent of the humanitarian aid budget, a target that is unlikely to be realized.

The interviews revealed broad agreement that it is urgent to meet the educational needs of children and youth affected by FCV, but little consensus on how the needs can be met. Options range from standalone/parallel systems by private actors, to technology solutions, to delivering services through national systems. The consultations also found that few organizations aside from the Bank Group are focused on identifying and addressing the drivers of FCV, or on preventing crises.

Adequately responding to children's education needs in situations of forced displacement is imperative for the global community. Given the magnitude of the challenge, a recent costing exercise concluded that the resources required to provide K-12 years of education to all refugee children is \$4.85 billion annually (see Box 3). Given the expectations that this trend will continue to grow and become increasingly complex due to the COVID-19 pandemic, this estimate is only likely to grow.

Many humanitarian interventions operate outside of public education systems, and their long-term sustainability is doubtful. Hence host governments play a critical role in providing scalable solutions for refugee education, although this is complex and difficult to deliver on. Yet to date, developing the capacity of government bodies (both at national and subnational levels) has not been a priority for the organizations we reviewed.

Box 3. Costing the Education Response to Forced Displacement

Abu-Ghaida (2021) estimates the cost of providing K-12 years of education for the existing cohort of refugee students in low and middle-income countries. The costing methodology is based on the premise that the refugee education is embedded in the host country education system. It starts with the public per student cost of education in each country and adds a mark-up for refugee-specific education programming.

Estimates suggest that the cost of K-12 years of education provision for 7 million refugee children is approximately \$4.85 billion annually. The average unit cost for refugee education is estimated at \$1,051. There are large variations by country income categorization: the average unit cost for refugee education in low, lower-middle and upper-middle income countries is \$171, \$663, and \$2,085 respectively. There are also large variations by level of education, i.e. the cost of delivery of secondary education is far higher than that of primary education.

Further, the impact of absorbing all refugees into national systems would vary substantially by country. For instance, South Sudan and Lebanon would require almost a 60 percent increase in their annual expenditures to finance refugee education, signaling not only the large number of refugees the countries host, but also the current limited public expenditure on education. In comparison, 36 out of the 65 countries studied would require less than a 1 percent increase in their annual primary and secondary education expenditure to finance refugee education.

There is a significant shortfall in financing for refugee education; yet it is a necessary but not sufficient condition for universal access and completion of education. Where countries have large investments in education, barriers to access and complete persist, and improvements in quality and learning outcomes are not directly correlated with greater education expenditure. The cost of education response to force displacement crises therefore goes beyond financing.

Implications for the World Bank

The landscape review has several implications for how the World Bank can build on its comparative advantages in the education sector. This includes areas where we either need to enhance our effectiveness, or partner with others that are better suited for acting in specific contexts. The Bank Group can best fulfill its role in the education-FCV ecosystem by taking on the following fundamental roles.

1. Bring a developmental approach to the humanitarian aid model, with children safe and learning at the heart of the nexus. With crises increasingly protracted, it is urgent to provide a developmental lens to humanitarian aid. Refugee education is often delivered through temporary

learning centers under the assumption that refugees will soon return to their home countries. Unfortunately, this is seldom the case. Thus, longer-term sustainable solutions are needed for learning to stay in the sites of policy intent, such as by including refugees in the national education systems of host governments. Given our experience in post-conflict reconstruction and long-term relationships with country governments, the World Bank is well-positioned to facilitate this dialogue. This would bring a much-needed long-term vision and sustainability perspective to humanitarian interventions, as called for in the Global Compact on Refugees (see Box 4).

Box 4. The Global Compact on Refugees⁶¹

Launched in 2018, the Global Compact on Refugees provides a basis for predictable and equitable burden sharing among United Nations member states and relevant stakeholders (including the World Bank) for responding to the global refugee crisis. The Compact's four inter-linked objectives are to: (i) ease pressures on host countries; (ii) enhance refugee self-reliance; (iii) expand access to third country solutions; and (iv) support conditions in countries of origin for return in safety and dignity. The Compact strives to achieve this by mobilizing political will, establishing a broad base of support, and designing implementation arrangements in line with the burden-sharing vision.

The Compact outlines the specific areas in need of support (including education), and the proposed arrangements for how the burden-sharing would be operationalized. Coordination mechanisms are specified from national platforms to regional approaches, and tools are identified to facilitate its implementation, such as multi-stakeholder and partnership modalities, funding sources, and data systems.

2. Make strategic use of the breadth of the World Bank's dialogue across governments.

Leveraging the World Bank's comparative advantage through a "whole-of-government" approach would mobilize expertise from across functions to address education-specific challenges. Given that the World Bank has a strong dialogue with central ministries (such as finance or planning), we are well-positioned to bring together ministries that generally don't interact with each other. This further supports institutional capacity building at the national level. As the Bank Group works simultaneously across different sectors, it has a strategic advantage in providing a multisectoral view. This is especially important in FCV contexts, where there are often fewer entry points, and transaction costs in service delivery are typically higher, because of difficulties in access, security concerns, and so on.

3. Boost knowledge production about FCV contexts and lessons learned. FCV situations could be driven by various factors, ranging from security risks and violence to elite capture of resources, weak institutional capacity, and social exclusion. Knowledge products like political economy analyses and Risk and Resilience Assessments are essential for understanding the contextual nuances, a precondition to contemplating what will work in response. The Education Resilience Approaches (ERA) program also contains a Resilience Rapid Assessment instrument for situational analysis on

risks and assets that can protect students and promote their educational goals, as well as relevant education policies and programs to consider in such adverse contexts. Research programs with academic institutions should be expanded carry out impact evaluations and case studies alongside World Bank projects and in specific thematic areas like refugee education. Some examples are highlighted in Box 5.⁶²

4. Improve the Bank Group's flexibility for work in FCV.

Careful fiduciary systems and a focus on acting through governments makes for relatively slow operational responses from the Bank Group, compared to humanitarian actors. We do have some mechanisms for disbursing funds more quickly (see *Guidance to World Bank Group Education Teams*), but these are used too sparingly. And while our proximity to government clients is a clear strength overall, it can complicate how we navigate complex political dynamics, especially for including key social actors that operate outside of government in FCV situations. We need more resources, such as trust funds, that can be deployed flexibly across a range of implementing partners, as opposed to limiting interventions to government execution. This would strengthen our relationships across the political spectrum and enable the Bank Group to play more of a bridging role. Aside from these additional resources, there are some opportunities for making more strategic use of the existing resources that are available to teams.

Box 5. Collaboration on a Global Knowledge Agenda

Several initiatives are underway to increase the evidence base on what works for education in FCV, including how to improve learning, what are the most promising mechanisms (and their costs) for integrating refugees and IDPs into national systems, and how to ensure sustainable financing. The Inter-Agency Network for Education in Emergencies (INEE) is perhaps the foremost repository of knowledge in this space, with publications from a wide range of institutions spanning 30 years carefully curated into collections, available on the inee.org site.

Another initiative is a partnership with the United Kingdom's Foreign, Commonwealth & Development Office (FCDO), the UN High Commissioner for Refugees (UNHCR), and the World Bank whereby a large-scale literature review, featuring country case studies, provides critical policy lessons about working in FCV contexts. These results are disseminated through policy briefs to country teams.

On data, the Bank Group and UNHCR launched the Joint Data Center on Forced Displacement in 2019 to help strengthen data systems and build local capacity for timely and evidence-based decision making. The initiative seeks to improve data collection and analysis and promote public dissemination. Also, aligned with the Global Compact on Refugees led by UNHCR, the Bank Group is helping build host countries' capacity to measure the impact of assisting and protecting refugees. Most recently, the global cost of inclusive refugee education has been estimated, launched in early 2021. Planned work includes mapping and tracking of funding sources for refugee education, including bilateral and multilateral organizations, private foundations, and host countries; and designing a framework for cooperation between host and donor countries in sharing the cost.

2.3 PORTFOLIO TRENDS SINCE 2005

This section analyzes the World Bank's education portfolio since inception of the Fragile and Conflict-affected Situations (FCS) Harmonized List. The analysis identifies the characteristics, strengths, and opportunities in the portfolio. The World Bank released the first FCS list in 2006.^c At that time, about 5 percent of the portfolio (15 projects totaling \$400 million) was in countries on the list. Since then, the portfolio in FCV countries has grown steadily, with significant increase over the last five years. From FY2016 to FY 2021, the relative share of project commitments in FCV countries has increased from 8.5 percent to 26.5 percent. In FY21, 18 projects were approved, bringing the portfolio to

\$6.2 billion. Most of these projects are in Sub-Saharan Africa, followed by the Middle East and North Africa. The diverse portfolio covers all levels of education, though with notably fewer project at the early childhood and higher education levels. On average, since 2006, 69 percent of the closed FCV portfolio in education has been rated Moderately Satisfactory or above, compared to 74 percent for the sector as a whole. This analysis includes projects in countries on the FCS list, projects that received funding through the IDA Refugee Sub-window, and projects that received funding from the Global Concessional Financing Facility (GCCF). Together these projects form the World Bank's education FCV portfolio.^d

^c The shift from FCV countries to FCV situations will require different accounting for projects in the future.

^d Analysis includes recipient-executed trust funds under World Bank supervision, such as those financed by the Global Partnership for Education. Excluding these, the portfolio stands at \$5.8 billion.

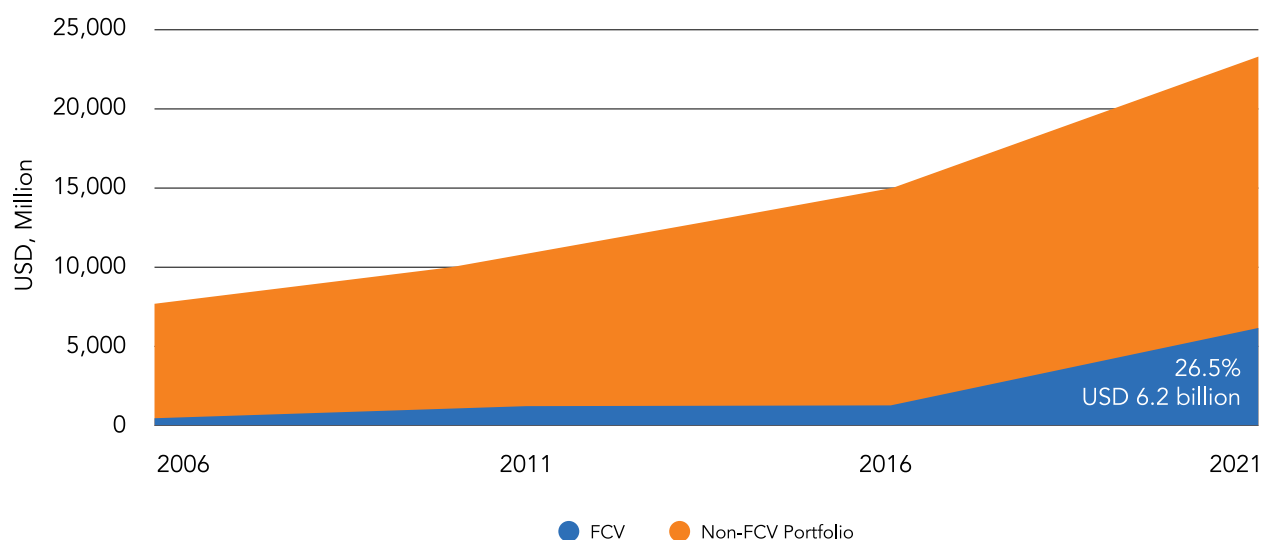
Portfolio Analysis (2006-2020)

The education portfolio in FCV countries has steadily increased to a record \$6.2 billion in FY21. The portfolio growth in FCS countries reflects the Bank Group's strategic focus on FCV, as well as an increase in the education portfolio more generally (see Figure 5).

Active and Pipeline Portfolio

The overall World Bank education portfolio stands at more than \$23 billion, with the last two fiscal years reaching record highs of \$5.2 and \$5.3 billion in new commitments respectively. Currently the FCV share of the portfolio includes 64 active projects and nine in the pipeline across 32 countries. For comparison, the non-FCV portfolio comprises 232 active and 39 pipeline projects. Another \$676 million is expected to be approved in FY22, which would sustain the FCV share of the portfolio above 25 percent.

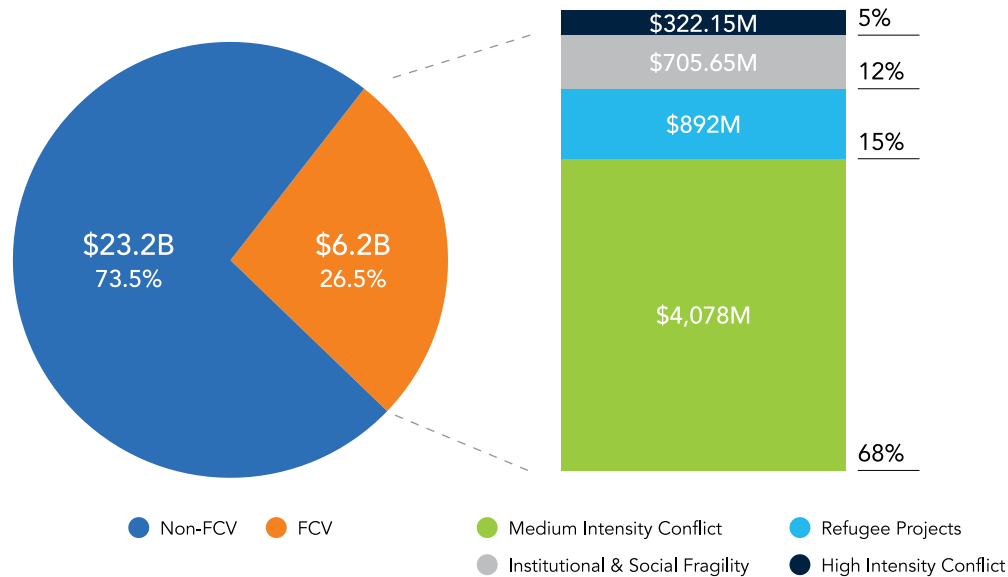
Figure 5. Relative Share of Portfolio in FCV Countries (FY06-FY21), (US\$ Millions)



Distribution of the Portfolio by Type of FCV

Projects are distributed across the FCV spectrum, though most are in countries affected by medium- intensity conflict. Very few – only 5 percent – of World Bank education projects are in contexts of high-intensity conflict, reflecting the former view that responding to these situations was outside of the Bank Group's mandate.

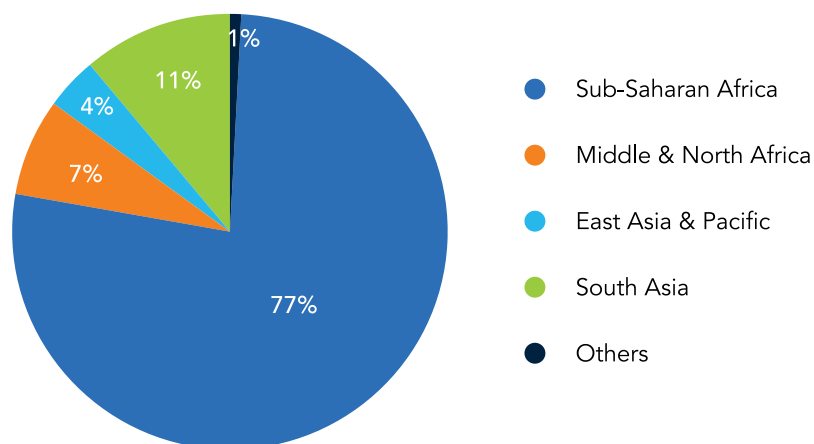
Figure 6. Distribution of Projects Across FCV Spectrum



Regional Distribution of the Portfolio

In FY21, projects in Sub-Saharan Africa (AFR) constituted a little more than three-quarters of the education FCV portfolio. Africa is home to many FCS countries, 19 of which have been on the list since its inception in 2006. The South Asia region (SAR) is home to one of the longest active conflict regions – Afghanistan. Further, Pakistan and Bangladesh have active refugee projects. Though few countries on the FCS list belong to the Middle and North Africa region (MENA), the ongoing Syrian refugee crises and other regional instabilities have led to an increase in projects.

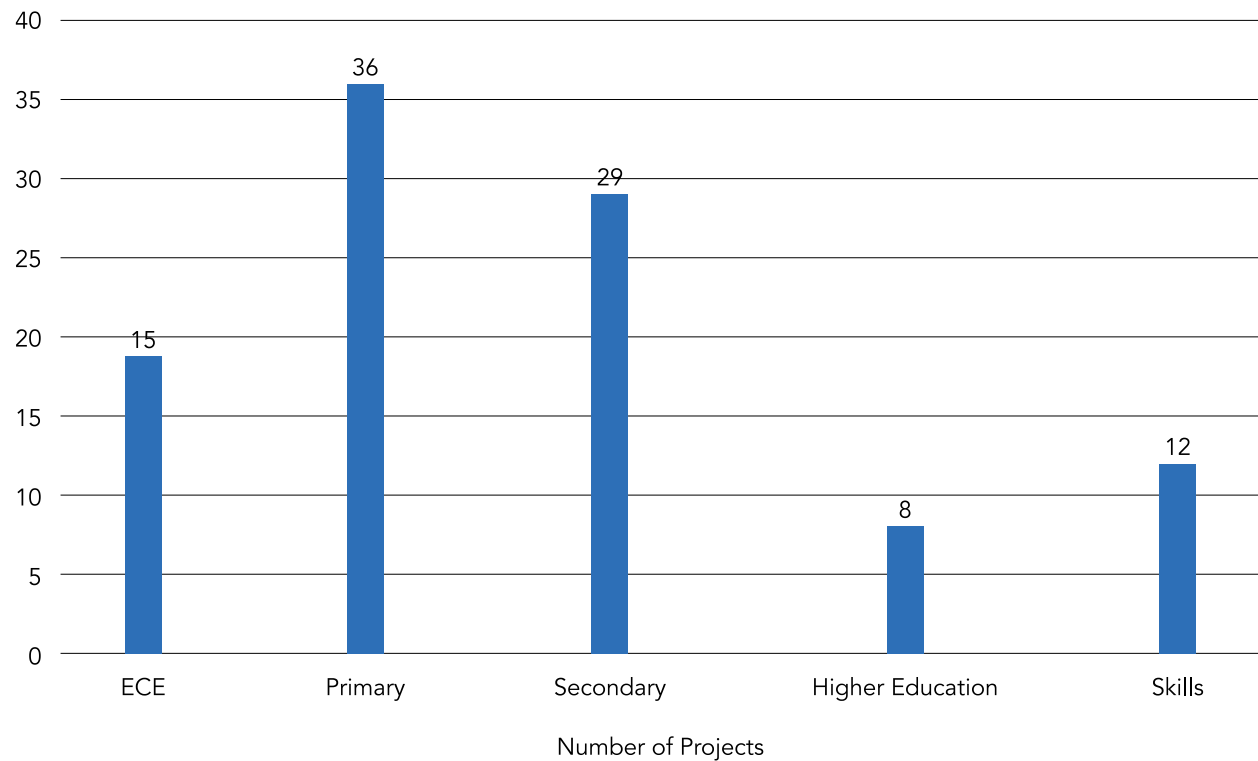
Figure 7. Regional Distribution of the Portfolio (US\$ Millions)



Portfolio by Education Levels

In FY21 the portfolio had projects that covered levels of education from early childhood to tertiary level. Most address basic education (primary and secondary level), followed by early childhood education and skills projects. There were fewer higher education projects in the portfolio.

Figure 8. Portfolio by Education Level Targeted in the FCV Portfolio



Note: The total count of projects exceeds 64 since projects that target two levels have been counted twice.

Lessons from the Earlier Portfolio

Since 2006, 59 World Bank projects have been closed in FCV countries. The Independent Evaluation Group (IEG) has reviewed 49 of these, with 69 percent receiving ratings of Satisfactory or Moderately Satisfactory. This is slightly lower than projects in non-FCV contexts over the same period, where 74 percent of projects received such ratings. Given the challenging and unpredictable circumstances under which projects in FCV locations are designed and implemented, this is not surprising.

Table 1 presents a breakdown of the closed portfolio by number (and %) of projects in FCV locations and non-FCV locations by their ratings from 2006 to 2021. Box 6 discusses some of the lessons from recently closed projects, as reflected in their completion reports.

Table 1. IEG Outcome Ratings of Closed Projects				
IEG Outcome Rating	Projects in FCV countries	% of closed projects	Projects in Non-FCV Countries	% of closed projects
Highly Satisfactory			7	2.4%
Satisfactory	9	18.4%	84	28.3%
Moderately Satisfactory	25	51.0%	129	43.4%
Moderately Unsatisfactory	12	24.5%	62	20.9%
Unsatisfactory	3	6.1%	14	4.7%
Highly Unsatisfactory			1	0.3%
Total number of projects	49		297	

Box 6. Highlights from the Recently Closed Projects in 5 Countries

1. Developing governments' institutional capacity should be a focus even when external program management units are set up for implementation of projects. Since governments have low capacity and their officials are already stretched, a full-time project management team is often needed for implementation. It is best if the team is embedded in the relevant ministry, giving it some ownership of the project and developing its familiarity with how to manage Bank-financed projects. This approach also facilitates capacity building within the ministry.

2. Assessment of available capacity and resources, as well as politics within ministries, should inform project designs, with weaknesses addressed early in implementation. Flexibility and simplicity in project design should be built in, and the Bank team should be prepared to adjust the design as the project is implemented. For example, development objectives should be structured to focus on service continuity irrespective of potential disruption to education services; progress in conflict environments is rarely predictable or linear and cannot be fully mitigated without adjusting program designs along the way.

3. Decentralized approaches have more impact, but appropriate incentives for strong ownership need to be in place. For example, in the Nigerian project, this allowed schools to assess their needs and align funding against a set of activities in their school improvement plans. For the model to be successful, however, regular and accurate analysis of school performance is needed, as well as adequate capacity building, to allow schools to participate in this exercise – identifying strengths and weaknesses and devising interventions to adequately address these challenges.

4. A strong M&E system is critical for guiding key decisions and ensuring project effectiveness. In FCV settings where little data may be available, data on outputs and outcomes is crucial to assess project implementation and change course if needed. Identifying an entity capable of undertaking core M&E functions should precede project implementation. This could be a government entity staffed with government officials or could be contracted out to a third-party M&E firm.

5. Strong government ownership and adoption are required to ensure sustainability after project closure. For example, in the DRC project, the government first placed teachers on the national teacher payroll and then was reimbursed by the project. This approach promoted greater long-term commitment by the government.

Source: Taken from Implementation Completion Reports of recently closed projects in Burkina Faso, Cameroon, DRC, Iraq, and Nigeria

In summary, the FCV education portfolio has grown substantially over the last 15 years, both in real terms and as a share of the World Bank's overall education portfolio. It is expected that this share will continue to rise. Further, the shift to include FCV situations outside of FCV countries, and future shocks from climate change

and pandemics, will require even greater response from the World Bank's education team, and the resources to do so. Although the evidence base for what works is limited,⁶³ some lessons have emerged from the closed portfolio.

SECTION 3

ALIGNING WITH THE FCV STRATEGY

3.1 THE BANK GROUP'S FRAMEWORK FOR ENGAGEMENT IN FCV

The Bank Group's FCV Strategy aims to enhance our effectiveness in helping countries address the drivers and impacts of FCV and strengthen resilience, especially for the most vulnerable and marginalized populations. It features four Pillars of Engagement that provide guidance on how to engage in different FCV settings, helping inform Country Partnership Frameworks and programs so that these can provide more effective and tailored support to government and private sector clients. The pillars are:



Preventing violent conflict and interpersonal violence by addressing the drivers of fragility and immediate- to long-term risks such as climate change, demographic shocks, gender inequality, patterns of discrimination, economic and social exclusion, and perceptions of grievances and injustice. This includes strengthening the sources of resilience and peace before tensions turn into full-blown crises.



Remaining engaged during crises and active conflicts to preserve hard-won development gains, protect essential institutions, build resilience, and be ready for recovery.



Helping countries transition out of fragility by promoting approaches that can renew the social contract between citizens and the state, foster a healthy local private sector, and strengthen the legitimacy and capacity of core institutions.



Mitigating the spillovers of FCV to support countries and the most marginalized communities that are affected by cross-border crises, such as forced displacement or shocks resulting from famines, pandemics, and climate and environmental challenges.

3.2 OPERATIONALIZING THE PILLARS OF ENGAGEMENT

Operationalizing the Bank Group's FCV Strategy requires guidance at two levels: i) operating principles to help guide teams and ii) recommendations tailored to each type of context laid out in the pillars of engagement. This section summarizes key operating principles and offers recommendations for each pillar.

OPERATING PRINCIPLES

Certain challenges are common to FCV situations. Hence this general guidance is expected to apply to most operations across FCV contexts.

1. The multiplying effect of reducing gender inequalities. Addressing gender inequality and its drivers is a common challenge across many contexts and operations. Tackling these inequalities is a development priority in its own right, especially in FCV situations, where women and girls are often a large share of refugees and IDPs. Disruptions to education will leave girls especially vulnerable to early pregnancies and early marriage, as well as at greater risk than boys of not returning the school. Addressing social norms and other sources of discrimination (e.g., legal, regulatory) that underpin gender-based disadvantage—such as enrollment gaps between boys and girls, labor market discrimination against women, and policy frameworks that are unfavorable to women—will go a long way toward restoring social justice and fostering greater cohesion across groups. Explicitly prioritizing the heightened GBV risks that are present in situations of FCV is also a common element across all contexts, with the World Bank taking an increasingly active role in ensuring that schools are safe spaces for girls. As we pivot to prevention, we see that societies with greater gender equality are more resilient to the challenges that situations of FCV bring.⁶⁴ Hence, closing gender gaps and empowering women and girls is at the heart of our approach to education in FCV, as a core strategy for addressing drivers of conflict.

Figure 9. Operationalizing the Pillars of Engagement



Source: World Bank Group FCV Strategy 2020-2025

2. Simplicity + flexibility. The Bank Group's success hinges on our ability to implement operations. Yet operating in situations of fragility, especially during crises and active conflicts, requires an overhaul to the traditional approach, which is typified by a complex scope and rigid operating rules. Instead, operations should be designed with a tight focus, removing extraneous details and secondary objectives. During implementation, teams should pursue all opportunities for more flexible execution of projects. For example, the structuring of legal agreements should anticipate disruptions to education in the project objectives, such that projects do not require restructuring if circumstances worsen. Similarly, financial management could build in retroactive financing, advances, and streamlined financial reporting. Further ramping up the Hands-On Expanded Implementation Support initiative would speed up many procurement processes and mitigate delays in FCV settings, as has been done in

16 countries. Another option for enhancing flexibility are the alternative procurement arrangements that support implementation in difficult environments: Somalia, South Sudan, Yemen, and Zimbabwe are all examples of how alternative arrangements under the Procurement Framework have helped the Bank exercise greater flexibility in responding to FCV needs on the ground.. Closer, more hands-on accompaniment from World Bank fiduciary teams can offset the increased governance risks that are implied in these more flexible approaches. Teams should also ensure early course correction, informed by frequent data collection, such as by using call centers to administer simple surveys.

3. Crafting multisectoral project packages. The scope of the Bank Group's overall programming provides opportunities for an integrated view of basic services. Initiatives led by the education sector include school feeding, basic services packages that include

health or safety net provisions, water and sanitation in schools, and integrated approaches to early childhood development. At the same time, our approach can benefit from increased focus on entry points in initiatives led by other sectors, with education playing a contributory role. In Yemen, for example, the education sector benefited from the Emergency Electricity Access Project to provide comprehensive support to critical facilities, with impacts on school attendance, especially for girls. Community driven development projects often incorporate school infrastructure and community engagement in education; these can allow continued engagement even when violence or conflict disrupt our presence on the ground. At the same time, it is important to align community-focused efforts with national education policies, such as teacher policies and school standards. The education sector will also benefit from upstream macro reforms, or those relating to public sector reform, given the importance of the workforce in public services and the size of a country's wage bill.

A multisectoral approach allows for continuity in circumstances where it might not be possible to continue direct engagement within education, keeping the door open for dialogue and facilitating future engagements. Combined efforts can also amplify impact and promote more cohesion in fractured environments, as well as maintain services or restore them quickly, helping shore up human capital. In addition, working multisectorally allows us to work with various partners who have a presence on the ground. Risks that must be managed include the possibility that efforts exclude or sideline education authorities, who may be weakened due to the fragile situation, as well as greater complexity given the multiplicity of fronts, actors, etc.

4. Promoting EdTech thinking. Box 7 summarizes the World Bank's guidance on how to approach EdTech solutions for clients in various contexts. These principles are especially valid in FCV situations, given the reduced capacities for carrying out technologically complex interventions. While there is much greater scope for incorporating EdTech into operations with each innovation, clarity on the motivations behind EdTech is a precondition for success.

One such example is curriculum-based gaming approaches to learning that have been designed to help children learn progressively in math and reading,

regardless of where they are physically located. They approaches use tablets with embedded psychosocial support messaging. Evidence from Sudan shows that participants were able to double their math scores after 6 weeks in the program, with both boys and girls showing significant improvements. Effects were largest for the children who were furthest behind. The evaluation also showed improved confidence for both boys and girls. The program has since been expanded to Uganda, Lebanon, Jordan, Chad, and Bangladesh.⁶⁵

5. Strategic, selective, mission-driven partnerships.

Partnerships between humanitarian and development actors, including the World Bank, need to be streamlined and strengthened to respond to immediate, short-term, and longer-term education needs at the earliest stages of a crisis. But there are real structural barriers that need to be addressed to ensure that these partnerships are effective. These include different funding sources and cycles, project timelines, and programmatic and institutional policies, as well as the earmarking of funding for humanitarian and developmental interventions.

Established partnerships can mitigate these challenges and can be triggered when the need arises without spending time defining the nature of the partnership, the roles of each actor, and so on. One such partnership between the EU, UN, and World Bank is jointly conducting Recovery and Peace-Building Assessments, which define the post-crisis needs of a country, including financial resources. Another partnership, the UN–World Bank Partnership Framework for Crisis-Affected Situations, helps coordinate support in protracted crisis situations by aligning strategies, objectives, and collective outcomes based on joint analyses and assessments, as well as scaling up impact by leveraging existing financing and comparative advantages. Yet another partnership, which ECW, GPE, and the World Bank committed to during the 2019 Global Refugee Forum, aims to coordinate in identifying and closing education funding gaps for the forcibly displaced.

Strengthening partnerships at the global level would require streamlining the mandates of various agencies and allowing them to lead in areas of comparative advantage; this could generate results greater than the sum of each partner's efforts. There is a global leadership void in coordinating education actors in FCV settings, and specifically in financing education

there. Several organizations, including the World Bank, ECW and GPE, are involved in fundraising for development financing and in determining the country allocations of funding. This can result in a zero-sum game, where funds raised by one organization are not available to the other, creating competition and undermining coordination.

As the largest financier of education, the World Bank has a comparative advantage in mobilizing development financing. The GPE provides essential grant funding that can complement the Bank's lending. The ECW has demonstrated that it can quickly deploy funds to UN implementing agencies and to national and international NGOs that the World Bank and GPE do not traditionally reach. This is important to bridge the gap in financing where lending to client governments may be in breach of impartiality and neutrality, or lending is otherwise delayed.

It is critical that these overlapping and competing mandates be streamlined through mission-driven partnerships and supported by better coordination and leadership. UNESCO has global convening power and could play a central role in coordinating these actors given its mandate as the Secretariat of the SDG 2030 Education Steering Committee. This would, however, require a deliberate push to strengthen its role as the central coordinating agency in the humanitarian-development nexus for education in FCV.

6. Operating in FCV is risky business – risk tolerance must be commensurate to the task. Teams developing operations in FCV must account for a wide range of risks and a complex web of possible mitigation measures. But the risks are not only detectable at crisis points and in post-crisis situations: they can be anticipated before crises occur. As such, two dimensions need to be considered: i) risk assessments that cover the range of risks across the Pillars of Engagement, and ii) teams that are supported in candidly identifying risks and creatively mitigating them.^e

The Bank Group offers a simple integrated risk-rating tool (SORT), whereby each operation is rated on eight dimensions of risk: (a) Environment and Social, (b) Fiduciary, (c) Institutional Capacity, (d) Macroeconomic, (e) Political and Governance, (f) Sector Strategies and

Policies, (g) Stakeholders, and (h) Technical Design (see Annex 2). For FCV situations, political instability, fragility, and uncertainties create even higher risk environments for operations. Education operations not only have to account for these higher risks but may be at the core of conflicts through systematic exclusions (as with certain castes in South Asia), ethnic divisions (as in the Western Balkans in the 1990s) or through terrorism and violent conflict centered on education. There are also risks related to perceptions of low performance in and limited results from education services, such as low learning outcomes (learning poverty), limited and inequitable access, school-based violence and safety concerns, as well as corruption, rent-seeking, and elite capture. These risks can easily derail education programs, resulting in ineffective implementation and limited sustainability, and creating disincentives for education operations in FCV situations.

As FCV programming becomes an increasingly important share of the portfolio, processes for identifying, estimating, and mitigating risks should be adjusted accordingly. While SORT provides an adequate framework, operations must be braced for both broader inherent political and social risks as well as higher operational and implementation risks. Teams and management will need to become comfortable with operating in these more unpredictable contexts. This adaptation will require particular attention when FCV situations develop in traditionally non-FCV countries.

The Pillars of Engagement guide the design and implementation of education projects in countries experiencing FCV, as well as countries at high risk of developing these conditions. They offer an organizing framework to guide the Bank Group in reflecting on the types of contextual challenges, as a starting point for crafting responses tailored to specific situations. While the recommendations have been divided by these different contexts, some recommendations will apply across pillars. Annex 1 illustrates how these Pillars of Engagement can be operationalized through projects, working from country examples. To help guide teams through the recommendations, actions have been structured according to specific entry points. These are: i) analytics and dialogue, ii) service delivery, iii) curricula and pedagogy, and iv) building state capacity.

^e It's understood that the resulting increased risk tolerance applies to operational aspects such as untested partnerships or delivery modes, though not to exposing children, teachers, or World Bank staff to greater personal risks in situations of conflict.

Box 7. The Promise of EdTech in FCV Settings

The high costs associated with technology interventions often put marginalized populations on the unfavorable side of the digital divide. When deployed equitably, however, technology can facilitate learning for hard-to-reach students. The EdTech group at the World Bank has proposed five guiding principles to design and implement technology in education:

- **Ask why:** EdTech policies and programs need to be developed with a clear purpose, strategy, and vision of the intended education change to address the learning crisis. In FCV, the ‘why’ can be to serve students that are very mobile, provide continuity of learning when schools are inaccessible, support alternative education delivery models when trained teachers are not available, or provide guidance to teachers that are cutoff from support systems.
- **Design for scale:** EdTech design should be flexible and user-centered, with equity and inclusion at its heart, to realize scale and sustainability for all. Users in FCV situations are often refugees or IDPs that have been forcibly displaced from their homes, so EdTech solutions should be tailored to their abilities, language, and curricula, wherever possible, and account for conditions of low connectivity, including to electricity.
- **Empower teachers:** Technology should enhance teacher engagement with students through access to content, data, and networks, thus allowing them to focus on personalized student learning. EdTech can connect those teachers to support networks through mobile phones for short text information on resources or to info exchange through social networks. When traditional teachers are not available, EdTech solutions need to be calibrated to the level of those accompanying students in their learning.
- **Engage the ecosystem:** Education systems should take a whole-of-government and multi-stakeholder approach to engage and incorporate the most innovative ideas that support student learning. For example, EdTech can leverage existing open educational resources, and gaming technologies have shown promise in Sudan and elsewhere (see Annex 1).
- **Data-driven:** Transparent standards and interoperable data architecture support evidence-based decision making and a culture of learning and experimentation. Service providers should not reinvent the wheel but identify low cost/low connectivity interventions that have been effective in similar environments.

Source: Adapted from World Bank (2020), Reimagining Human Connections: Technology and Innovation in Education at the World Bank. Washington, DC.



Pillar 1: Preventing Violent Conflict and Interpersonal Violence

Violent extremism, gender inequality, systemic exclusion of certain groups, and governance issues like corruption can all erode the social contract between the state and its citizens. Education systems can inadvertently serve as a conduit for reproducing inequalities and exclusion, through the uneven distribution of services, and through

curricular approaches that promote one national narrative at the expense of other groups, creating fertile ground for the escalation of tensions. Given the tremendous human, social, and economic costs of violent conflict, implementing programs that could prevent a full-blown crisis is a worthwhile investment. On average, for every \$1 spent on prevention, up to \$16 can be saved in terms of the cost of conflicts.

In the past, few education projects have explicitly reflected drivers of fragility and conflict, either because they are assumed to be peripheral to the learning agenda, or because of political constraints that make public discourse difficult. Box 8 presents some

education-related elements that have been shown to contribute to conflict. More nuanced assessments of how each of these plays out in any given context should be a standing operating procedure for teams.

Box 8. Education-specific Potential Drivers of Conflict

1. Curricula with divisive content / textbooks that teach children to identify against another group.

In Rwanda, King (2014) showed how pre-genocide textbooks taught history in such a way that Hutus and Tutsis were in opposition with one another. Similar notions of exclusionist curricula have been documented in Pakistan, India, Sudan, and the Philippines.

2. A hidden curriculum that reinforces the social inequalities of society. The term “hidden curriculum” refers to how norms, values, and beliefs can be transferred to students, intentionally or not, through school-based practices and the structure of relationships. Teachers’ disciplinary practices, for example, can reinforce a tolerance or normalization of violence.

3. Language of instruction policies that favor certain groups. As outlined in the World Bank’s Loud and Clear report,⁶⁶ policies on language of instruction are contentious in many ways. Instructing students in their mother tongue can be perceived as reinforcing divisions across ethnic groups, while instructing in a “national” language can be perceived as imposing one dominant national view, favoring certain groups over others, and reinforcing existing grievances. Perhaps most importantly, it makes learning to read much more difficult if teaching takes place in a language that the child doesn’t speak.

4. Schools that systematically exclude specific groups. In terms of access, the distribution of education services can also be contentious, with systematic exclusions of specific groups (e.g., girls in Taliban-controlled Afghanistan), and persistently inequitable quality of service provision across areas (e.g., education financing algorithms that result in poor areas receiving fewer resources by design).

5. Governance practices (at system or school levels) that don’t foster equal representation. Whether in the formulation of national policies, teacher hiring practices, or how schools are managed locally, management practices in education sectors are often top-down, with few opportunities for genuine participation from those outside the system. At the central level, this can mean that policy development is insufficiently consultative, resulting in curricula that are not broadly reflective of the population they purport to educate. At the school level, this can mean that administration processes do not consider views of the parents or community members they seek to serve.

To operationalize Pillar 1, education operations should continue to strengthen several aspects:

1. Analytics and dialogue: Identify drivers of violent conflict and fragility

- Undertake analytical work to bring a deeper understanding of the local dynamics to conflicts (include gender dimensions), and greater nuance to the policy dialogue. This can be done, for example, through more systematic use of political economy analyses and of Risk and Resilience Assessments.
- Broaden education teams to have more systematic inclusion of FCV staff on projects.
- Know that a hidden curriculum often needs to be addressed in schools. Use classroom observation to identify problematic elements.
- With social and political grievances better identified, the Bank will be better positioned for the dialogue around grievances, diversifying voices in policy dialogue.

2. Service delivery: Design programs to address the drivers of violence or fragility

- Interventions under World Bank–financed operations should explicitly respond to grievances. This can be through the provision of education services with a clear sense of equity to include historically excluded groups (e.g., ethnic groups, or girls’ education in Afghanistan).
- Develop more inclusive policies on language of instruction, as teaching in the mother tongue as well as the national language has been shown to be an effective learning strategy for both languages spoken in the home.
- Promote International Humanitarian Law and Safe Schools Declaration among key stakeholders to get political buy-in for protecting schools in times of conflict; explore whether non-state actors can also sign on.
- Implementation arrangements for interventions should also be adjusted to incorporate excluded actors into meaningful roles in program management, (see Box 9).

3. Curricula and pedagogy: Strive for socio-emotional learning at all levels

- Empathy, emotional self-regulation, and tolerance are examples of behaviors and skills that can be developed through pedagogic approaches.
- At each age or development stage, there are specific social and emotional skills that are most malleable. For instance, in the early years, this could include empathy, emotional self-regulation, and other elements of executive function. In later adolescents, this could be decision making around managing risk-taking behaviors, (see Box 10).
- Similarly, cognitive behavioral therapy is a proven method for helping children deal with trauma, while improving educational outcomes (e.g., enrollment, attendance, and classroom behavior).⁶⁷

4. Building state capacity: Develop resilience at the community level

- Strengthening local government structures enables communities to address nascent tensions. For management of schools, this could include intense support to school leaders, while holding them accountable to ensure that schools serve all groups in their areas.
- Equipping communities with autonomy and corresponding resources allows them to address problems according to their priorities, using their own mechanisms. This would help communities act proactively to address grievances quickly, (see Box 9).

Box 9. TAJIKISTAN: Developing Community Resilience by Investing in ECD

Context: Poor public service delivery, a distant centralized state, and an eroded social contract.

Tajikistan is a low-income country, with a highly centralized public service delivery system that gives limited autonomy for decision making and financing of local projects. Public service delivery to most Tajiks is severely challenged by difficult mountainous terrain, and the country's Human Capital Index is quite low at 0.50 (far below Europe and Central Asia's regional average of 0.69). Poor public service delivery, poverty, social exclusion, and lack of knowledge and ability to identify and address one's immediate social welfare needs have slowly eroded the state-citizen social contract, leading to marginalized youth, including young women who are caring for their in-laws and young children in isolation. Youth in Tajikistan are particularly susceptible to radicalization and recruitment, due to a lack of jobs, domestic and gender-based violence, and other social vulnerabilities. The country also has an overwhelmingly young population, with 1 out of 3 people under 15 years of age. Yet, it lacks adequate preschool services, with only 14% of children (aged 3–6) enrolled and many parents lacking an understanding of psychological and physical development of children in different age groups.

Operational response: Developing capabilities closer to the beneficiaries. The project enables communities to identify their ECD needs and priorities; it helps youth, young women, and communities in general build skills to care for their youngest, whether at home or at community centers. It creates a space for autonomous decision making and community development. The project aims to bring ECD services to all children, especially in hard-to-reach districts. It focuses on developing capacity at the community level by empowering health workers and educators to provide quality services and improving parenting practices (like exclusive breastfeeding, developmental games, and home reading). Developing these in communities fosters resilience for times of crisis. The project will finance alternative models of preschool delivery, like community child development groups; implementation of a targeted social and behavioral change communications campaign at the local level; and training for district staff in planning, implementing, and monitoring progress.

Expected outcomes: Greater autonomy and action by communities builds inclusion and resilience.

Empowering community leaders and granting autonomy in decision making leads to positive community development that can break the cycle of marginalization, isolation, lack of knowledge, and poverty—all drivers of long-term fragility. It also reduces perceptions of exclusion and injustice that can fuel radicalization. The project will focus on around 500 communities, reaching more than 70,000 children as well as their caregivers who would have otherwise been excluded from such services. Building community capacities today for better ECD services will result in more resilient communities tomorrow, where children will have benefited from the promise of enhanced early interventions.

Early Childhood Development Project to build Tajikistan's Human Capital; \$73 million

Box 10. Northern Triangle, Central America: Mitigating the Effects of Exposure to Violence on Children and Youth

Context: Guatemala, Honduras, and El Salvador struggle with chronic violence, attributable to long-standing civil war and political instability as well as expansive, transnational criminal networks. The three countries share challenges, including widespread poverty, violence, and corruption, which have prompted many to become refugees. Harsh anti-crime policies, enacted by governments here starting in the early 2000s, failed to reduce crime and may have backfired by dramatically expanding prison populations, a fertile ground for gang recruitment. The presence of gangs in communities has a profound impact on the countries' educational systems. Students face many risks: those who witness homicides are victims of extortion, while others are forcibly recruited by gangs when they go to school. An estimated 35 percent of middle schools had a gang presence in 2016. This harms learning and has a direct impact on whether children and adolescents stay in school.

Social and emotional curricula can be incorporated into programs for children and adolescents at different stages of development. A meta-analysis of 29 formal preschool programs for children aged 3 to 5 in the United States, targeted to children at risk of academic failure and other negative outcomes, showed that programs using an SEL curriculum demonstrated significantly improved children's socio-emotional competence (Yang et al., 2018). A study on the impact of an after-school program for students aged 10-16 in El Salvador's public schools found that, in addition to protecting children after school hours, it helped them use their cognition to identify violent responses and address those behaviors. The results showed that the program reduced misbehavior at school and improved academic performance as well as the participants' ability to regulate their emotions.

Growing Up and Learning Together: Comprehensive Early Childhood Development in El Salvador Project; \$250 million



Pillar 2. Remaining Engaged During Conflicts and Crises

This pillar relates to two types of contexts: active conflicts and crises. Until recently, the World Bank typically remained inactive during situations of active conflict, either due to questions around the legitimacy of client governments, or because the humanitarian nature of the needed response did not fit well with our original mandate of reconstruction and development. With the new FCV Strategy comes an expanded agenda for remaining engaged. Our relatively light footprint in situations of active conflict, however, makes essential that we consider options for partnerships built on shared objectives and comparative advantages. Two types of partnerships should be scaled up: i) working with UN agencies, humanitarian actors, and other

international players such as NGOs; and ii) working with local civil society. These organizations have a presence on the ground in hard-to-reach areas that outpaces our capacity for immediate response; they also offer crucial contextual knowledge and technical know-how for working in FCV settings. One area particularly ripe for collaboration is child protection, which is paramount in situations of active conflict. Often achieving a safe space for children, and attending to basic needs of shelter and hunger, is a huge success. The ideal would be for such child protection services – including psychosocial support, legal services, and referral systems – to be managed by social welfare experts (whether governments or civil society). In conflict-affected situations, however, these systems are rarely developed, resulting in child protection being relegated to classrooms and teachers.

Box 11 COVID-19: Managing and Responding to Crisis^{68,69}

The Bank Group estimates that COVID-19 has pushed an additional 29 million people into poverty in Sub-Saharan Africa. Education systems are facing an enormous crisis, with temporary school closures in more than 180 countries resulting in nearly 1.6 billion students being out of school. This will likely translate into an increase in learning poverty from 53 percent of primary-school-age children to 70 percent (about 454 million primary-age students). Globally, school-age students stand to lose \$17 trillion in labor earnings over their working lives because of learning losses.

The crisis is magnified for children living in FCV countries, where, even before the COVID crisis, about 34 million were typically excluded from education due to forced displacement. These children will now lose additional years of education because of protracted displacement and limited access to learning materials. It is estimated that half of all refugee girls will not return to school even when schools reopen. Most children in FCV countries will suffer much higher learning losses than their counterparts in other countries, as they have little to no access to online or remote services. Only 3 of 54 low-income countries or those affected most by FCV have an internet penetration rate of more than 50 percent.

To address the education crises brought on by COVID-19, the World Bank has launched 86 COVID-related education projects (including restructured projects) in 62 countries, which amount to \$2.4 billion.

In times of crisis, such as climate-induced shocks or pandemics, the imperative for rapid response is even greater. But government counterparts—the World Bank’s primary partner—are often in crisis themselves, further complicating an organized response. Humanitarian actors are quick to fill the void, as they set their global response logistics in motion. Some considerations for operationalizing Pillar 2:

1. Analytics and dialogue: Find a way to stay engaged.

- Education teams should seek to keep up the dialogue however possible, and maintain disbursements creatively to stay engaged, either through direct payments to service providers, or through partners (e.g., Madagascar, with UNICEF, in 2010). Managing through crises like COVID-19 also calls for continuity in engagement in a context of disruption, (see Box 11).

- Proactively maintain relationships with key actors (within government and outside it) through virtual missions, reverse missions, and regular informal communications.

2. Analytics and dialogue: Ensure classrooms remain zones of peace

- To keep students and school personnel protected at all times, dialogue with government counterparts and partners should push for signing the Safe Schools Declaration, as well as promote the Guidelines for Protecting Schools and Universities from Military Use During Armed Conflicts.⁷⁰

3. Service Delivery: Work in partnership with humanitarian and peace-building actors

- Carry out joint data collection, analysis, and monitoring in the field. Collaboration on data systems is always a worthwhile effort among partners, but especially crucial in low-capacity contexts, where government capacity becomes strained.
- Deploy highly targeted programs that reach vulnerable groups (e.g., girls, refugees, and out-of-school children). Operating solely through government can limit the Bank Group's scope for impact, especially when insecurity impedes regular access for officials. Hence the need to extend our partnerships with humanitarian actors from across local and international civil society, as they often have extensive networks that penetrate the most marginalized communities.
- Influence the design of interventions to factor in long-term implications. In addition to ensuring that World Bank financing in times of conflict is aligned to a long-term vision for the country's future prosperity, we should support a humanitarian response that is coherent with the long-term programming that governments will eventually have to carry out. For instance, humanitarian programs that set unreasonably high stipends for teachers can cause perverse effects on education systems in the long term.

4. Service delivery: Explore local alternatives to traditional global partners

- Work with municipalities and subnational governments as partners, since the nature of conflicts is often with national actors whose legitimacy is called into question. Lower-level government entities may have both the political legitimacy as well as the operational mandate to operate in affected areas. What's more, they have the contextual knowledge and proximity to enable quick responses.

- Partner with local NGOs and private actors, as they are often best positioned to reach beneficiaries. Whether faith-based organizations or local entities like associations of women's groups, these mission-driven groups are often on the front lines of reaching the most marginalized.
- Communities have a crucial role in relaying needs; connecting government policy with local, NGO, and parental stakeholders; and providing community-based services.

5. Curricula and pedagogy: Ensure child protection doesn't crowd out learning (and vice versa)

- Child protection is paramount and serves as a precondition for learning. Education and social welfare systems should have clarity on what belongs in the classroom, and what is the responsibility of social welfare experts.
- Ideally teachers would be unburdened from responding to their students' protection needs, instead referring them to social workers and experts, whether from governments or NGOs, (see box 12).
- When teachers are required to take on the social welfare functions, education systems should strive to do so in a way that does not relegate learning to a second-tier objective.

Box 12. Providing Psychosocial Support to Teachers, So That They Can Support Students

First responders to traumatized children are often teachers who have also experienced trauma and psychological distress. The paucity of child protection services in many FCV settings leaves the task of helping children cope with their psychological distress to schools and teachers. There are various models for providing school-based psychosocial programming. Teacher sensitization programs are one approach that aims to help them develop skills to respond to the psychological needs of children in such settings – and are largely tied to the education system’s ability to support its teachers.⁷¹ Meanwhile, teachers, like their students, are likely to be suffering from psychological distress associated with conflict and would also benefit from support.

Teaching effectively in FCV settings requires long hours, with teachers taking on multiple roles, in difficult circumstances amid security constraints, with limited support/professional development, inadequate materials, and overcrowded classrooms. These stressors are further compounded with the traumas of experiencing conflict. In addition to psychological distress, this can drive emotional exhaustion, contributing to lower cognitive and emotional functioning that affect teachers’ well-being and job performance. A study of primary school teachers in the Democratic Republic of Congo’s Katanga province found that the “cumulative hardships” teachers face (e.g., increased workloads, low or infrequent pay, limited professional development, limited voice) negatively influenced their well-being. Teachers are often considered leaders in their communities and may become direct targets of violence, with female teachers also at greater risk of GBV.

Limited attention, however, has been paid to supporting teachers’ well-being in FCV settings despite research showing strong linkages between their well-being and students’ own social, emotional and cognitive development. Linkages have been documented of the influence that the difficult lived experiences of teachers have on their classroom management strategies, including their use of corporal punishment.

A teacher’s well-being is critical for education in FCV settings. It is strongly associated with socio-emotional competence, which comprises five competencies – self-awareness, self-management, responsible decision making, relationship skills, and social awareness. These can be developed through programs that provide coaching and other forms of teacher professional development. Peer coaching through a teacher learning circle approach has been found to have a positive impact on teacher well-being in the DRC and in Kenya’s Kakuma Refugee Camp. Other promising professional development programs in El Salvador (FHI 360) and Gaza (War Child Holland) are helping support and better understand teachers’ well-being. Research also shows that recognition and opportunities to participate in school-level decision making has significant positive impacts on teachers’ well-being and motivation. It should be mentioned, however, that such approaches and programs are not a substitute when individual teachers need specialized mental health care.

Adapted from Falk et al., 2019 Landscape Review: Teacher Well-being in Low Resource, Crisis, and Conflict-affected Settings

Box 13. How the Afghan Government Delivered on Girls' Education for 20 Years

Context: A cycle of instability keeping girls from attending school. After decades of civil strife, Afghanistan experienced some stability and economic growth in the early 2000s. A new constitution was approved in early 2004, with the first democratically elected President taking office in December of that year. The significant drawdown of the international security forces in 2011 resulted in slowed economic and social progress. Further, the 2014 presidential election and subsequent political transition undermined the tenuous stability. Around this time the Taliban gained control of a significant portion of the territory, mostly in rural areas. They targeted education by threatening teachers, bombing schools, and poisoning school wells, with the view of preventing girls from attending schools. The four especially binding constraints for girls were:

- Security concerns, given the Taliban's strong opposition to girls' education.
- Cultural and social beliefs that give little value to girls' education (rural areas in particular).
- A dearth of schools, especially with appropriate physical conditions such as gender-segregated toilets, and existing schools being too far from home.
- An insufficient number of female teachers.

Strengthening basic education, with an explicit focus on improving girls' access to education, had been a top priority for the government of Afghanistan. The World Bank, together with development partners, has supported Afghanistan's basic education sector through a series of projects financed by IDA, the Afghanistan Reconstruction Trust Fund (ARTF), and the GPE. These investments all sought to increase equitable access to basic education, especially for girls.

Good Practices and Lessons Learned:

1. A multipronged approach for increasing girls' enrollment is necessary. Increasing girls' enrollment requires a combination of supply and demand-side actions. Investments supported large-scale nationwide social mobilization campaigns to increase awareness of families and encourage them to send their daughters to schools. To alleviate the basic infrastructure needs, school grants to school management shuras were provided to construct school buildings, boundary walls, and separate toilets for boys and girls. There was also a strong focus on enhancing teachers' qualifications through pre-service and in-service training. Scholarships were provided to young women to attend Teacher Training Colleges (TTCs) in low female enrollment provinces to create a pipeline of female teachers who could be deployed to schools.

2. Data is crucial to expose weaknesses in system performance (in this case, teachers). Despite a high level of investments in teacher training, low learning outcomes persist. A survey of service delivery quality revealed that as many as 40% of teachers were functionally illiterate, due to most teachers growing up during the decades of conflict that disrupted education. The security concerns and the Ministry of Education's precarious institutional capacity further compromised the supervision of training activities. In response, projects now have built-in evaluations to inform the policy directions and ensure value for money. A pilot that focuses on classroom observations and coaching of teachers coupled with an impact evaluation are ongoing.

3. Third-party monitoring (TPM). The security situation in Afghanistan prevented World Bank staff from making site visits to supervise projects. A firm was hired to monitor the quality of school construction. The firm would visit a set of schools and prepare a list of deviations for MoE to attend to. They also monitored the use and delivery of school grants, validated EMIS data on teachers and other education data. The latest TPM contract combines physical monitoring of project implementation and fiduciary oversight under a single contractual arrangement.



4. Targeting hotspots. A nationwide focus spread resources thinly over the country. Focusing on specific regions like lagging provinces or vulnerable groups helps draw the government's attention to these regions and populations thus maximizing impact.

5. Pooling resources (through the ARTF) put the MoE in the driver's seat. The use of the ARTF was an important change in the financing of education sector projects in Afghanistan, whereby donor funds were pooled for on-budget financing of projects in multiple sectors, including education. Previously, education investments were donor-driven and fragmented—financing was off-budget, with a plethora of actors financed by various donors. The on-budget financing provided MoE with an opportunity to streamline activities, build capacity, and demonstrate that they could deliver education services on a large scale. The credibility of the MoE increased, donors were more willing to work directly with them, and the MoE was therefore able to take control of the sector dialogue.

6. Integrate Project Implementation Units (PIUs) into the government structure as soon as possible. Institutional capacity is crucial to ensure sustainability and ownership. Continuous reliance on external technical assistance, even for common functions, does not contribute much to institutional capacity development. The World Bank financing worked through MoE institutions at the central and provincial levels. Although challenging, with many bottlenecks, this more sustainable approach builds client capacity, and enhances the legitimacy of the state at the local level. Technical Assistance is needed but requires a clear exit strategy, otherwise heavy reliance on TA risks creating a parallel structure.

7. Conduct candid assessment of the political economy. An honest assessment of the commitment, integrity and capacity of the client agencies is essential, especially in a fragile context, to incorporate appropriate mitigation measures to detect fraud and corruption. At the time of writing, the political situation has changed dramatically, requiring a reassessment.

8. Recognize the limits of the formal system and seeking alternative pathways to education service delivery such as Community Based Education (CBE). CBE is currently mostly funded by external non-governmental resources in a fragmented manner. Although there is a policy that aims to coordinate efforts by partners, the government needs to develop a strategy for how CBEs can be institutionalized and sustained in the future. A clear mechanism for transitioning from CBEs to a government school, strengthened coordination between off and on-budget funding sources, and more importantly, identifying the right scope and need for CBEs nationally are important elements of a functioning alternative to formal schooling.

Looking forward, the international community will need to find options for sustaining these gains, given the new political context. Building on these lessons, including successes achieved previously in Taliban-controlled areas, will be paramount.



Pillar 3. Helping Countries Transition out of Fragility

Reconstruction efforts undertaken as countries transition out of fragility are an opportunity to address structural impediments to good governance. This includes correcting systemic inequities, responding to citizens' historic grievances, or strengthening decentralized systems to be better able to serve local citizens. Reasserting the state's role as financier and provider of education helps restore governments' credibility and strengthen the social contract. Reconstruction also offers an opportunity to help countries prepare themselves to respond to shocks in the future. The Bank Group has a wealth of experience in helping countries transition out of fragility through its work on rebuilding education systems in post-conflict settings, ranging from the Balkans to Rwanda. Elements to consider in operationalizing Pillar 3:

1. Analytics and dialogue: Forming consensus with humanitarian partners on phasing out of fragility

- Develop a common view with humanitarian actors for concrete, costed, time-bound actions that represent a transition along the humanitarian-development nexus (see Box 13).

2. Build state capacity / service delivery: Strengthen core government service delivery functions

- Build local capacity to reinforce governments and actors that are closest to beneficiaries. This could include education management functions in communes, districts, municipalities (see Box 14).
- Reduce costs of schooling by mobilizing resources to schools to generate quick wins that will help restore the state-citizen contract (see Box 15).
- Ensure that projects do not overwhelm the capacity of line ministries. Use unified delivery mechanisms (developed through cross-sectoral projects) to deliver benefits to populations where possible, such as by piggybacking on existing initiatives.

3. Build state capacity: Create new government functions for responding to crises

- Capacity for identifying and managing future crises, e.g., through improved early warning systems and standing protocols for incorporating IDPs and refugees into schools / education systems.
- Help governments sequence reforms to move crisis-affected populations from humanitarian beneficiaries to development participants (see Box 14).
- Develop climate-resilient infrastructure that allows schools to withstand future shocks, thereby reducing disruptions to education services.⁷²

Box 14. Turkey: A Phased, Developmental Approach to Integrating Refugees

Context: Myriad challenges face millions of refugees. Since 2011, Turkey has received more than 3.6 million Syrian refugees, about one-third of whom are children and youth. The provision of education services to Syrian children and youth in Turkey has gone through different phases. First, education services were provided by NGOs, religious groups, and humanitarian agencies. As time passed, and the crisis became more protracted, all parties began to recognize the need for a longer-term response to the education needs of Syrian children. Along with a different language of instruction, Syrian refugee children came from traditional, mostly single-sex schools, whereas Turkey has mixed-sex schools. Today, a model has emerged in which the Ministry of National Education (MoNE) has complemented its regular education program with interventions to support transition and integration of Syrian students: Turkish language classes, a one-year transition classroom, catch-up (remedial) courses, and back-up (tutoring) courses.

A humanitarian approach to education delivery (2011-2014)

At the start of the refugee crisis, there was no formalized strategy, curriculum, or budget for education services for Syrian refugees. Without a policy and legal framework, it was unclear what the MoNE and its provincial departments should or could do to address the refugees' educational needs. At the time, Syrians thought the war would end soon and did not see much value in learning Turkish and assimilating to the Turkish system.



They wanted their children to study the Syrian curriculum so that they could continue their studies once they returned. Some Syrian students that spoke Turkish, such as Turkmen, did enroll in Turkish schools. However, policy directives in Turkey prevented teaching any alternative curriculum in Turkish public schools.

Most education services during this time were provided by first responders and humanitarian agencies. Syrian NGOs established temporary education centers (TECs) using Arabic textbooks and delivering the Syrian curriculum through volunteer teachers. Initially, these temporary schools were not regulated by the government, but starting in 2013-2014, MoNE began to regulate them. This coincided with the Law on Foreigners and International Protection in 2013, which gave Syrians a special protection status in Turkey. Also in 2013, MoNE declared the right to education for all Syrian children. Through this provision, Syrians under Temporary Protection received increased access to education and health care services, including public education.

Emergence of a developmental approach (2014-2016)

By 2014, the situation in Syria had deteriorated beyond expectation. The number of refugees had increased from about 225,000 a year earlier to 1.5 million. The attitude of the refugees also shifted, as they realized they would not be returning home anytime soon. They welcomed a more formal education offer for their children. While Syrians were able to enroll in Turkish schools, MoNE formalized the accreditation system for TECs. To qualify, centers were required to sign protocols with provincial MoNE offices. Arabic prevailed as the language of instruction, and a Syrian curriculum approved by MoNE was to be used. Several centers were closed after MoNE's field inspections because they did not meet the new regulations. Many were housed in Turkish schools, facilitating interactions between Turkish and Syrian students and allowing the latter to pick up Turkish much faster.

Through MoNE's efforts, funding and technical support from other institutions became crucial. The Facility for Integration of Refugees in Turkey (FRIT) funded by the European Union provided about \$500 million to the education sector – including for school construction and the Program for Integrating Syrian Children in the Turkish Education System. UNICEF paid the salary of Syrian volunteer teachers and developed training modules for teachers to provide psychosocial support to children affected by war in the school setting, classroom management for crowded classrooms, and preparation of lessons plans. During this period, Syrian families had the choice of enrolling their children in TECs or regular Turkish schools. However, no special transition programs existed yet. For example, high school-aged Syrian children could be enrolled in technical and vocational education and training schools without requiring exam results or a diploma.

Strengthening integration through an institutionalized approach (2016–present)

By 2016, the longer-term education needs of Syrians in Turkey were clear. MoNE began to enroll Syrian students in Turkish schools. By 2018, most TECs had been closed and all Syrian children were directed to enroll in the public education system. MoNE provided complementary programs to support the transition. A one-year “welcoming” classroom was created for students who needed to learn Turkish and to ease socio-cultural adjustments. Turkish schools mainstreamed multi-cultural classroom support, social cohesion training for teachers, and training in Turkish as a second language, with Arabic offered as an elective foreign language. Some TECs were converted to community education centers providing language, psychosocial counseling, remedial education, or tutoring support to migrants and other vulnerable students.

MoNE created a department of Migration and Education in Emergencies (MEE), to oversee and coordinate education for migrants, including refugees. The emergence of the new department caps off an institutional development journey from initial humanitarian response, to a transition model using the Arabic language and the Syrian curriculum, to integration into regular Turkish schools.

Box 15. Democratic Republic of Congo: Free Primary Education – Just in Time Support to Stability

Context: Political instability, prohibitive education costs, and a broken social contract. The Democratic Republic of Congo (DRC) has had a turbulent history, marked by a protracted war beginning in the 1990s that lasted close to 15 years. Remnants of the conflict continue in parts of the country, notably the east. Political instability, poor governance, and lack of basic service delivery has limited development and led to persistent poverty. Despite a statement in the DRC constitution that primary education must be free, as a constitutionally enshrined right, school fees have been widespread since the 1980s. They were initially introduced to cover teacher salaries and school operating costs after a drastic reduction in public financing and repeated teacher strikes. Over time the fees gradually became normalized, financing the education system despite the breakdown of the state. Before the rollout of free primary education in September 2019, the fees paid by households represented about two-thirds of total system financing. Not surprisingly, this disproportionately burdened the poorest and most vulnerable households, making the cost of schooling prohibitive for many. As a result, an estimated 4 million primary school-aged children were out of school in 2018, with few believing the government could honor its constitutional obligation of free education. The annual cost per primary student in 2019 was \$65, while public spending was about \$25. However, the 2019 election brought the first peaceful transition of power in 59 years of independence. The new government seized the moment, keeping an election campaign promise of making primary education free. About 2.5 million more children entered the system in September 2019.

Operational response: Reduce the burden on households by making education free. The IDA-financed project supports the government's free primary education flagship program with performance-based conditions. The project lowers the burden of school fees on households, increasing access to primary schooling in 10 focus provinces (phase 1) by financing the elimination of public primary school fees for over 6.5 million poor students already in the system and 1.3 million poor children entering it. The project also supports nationwide governance reforms through a component that focuses on strengthening policies in public financial management, recruitment procedures (introducing merit-based elements), teacher pay, data systems, and rationalization of provincial administrative offices.

Strengthening the social contract: The project will reach over 200,000 teachers and 9 million students in 10 provinces while benefiting the education system as a whole. By fostering stability through free education, the project will help restore the public's faith that the government is able to serve them. By delivering free education, the government can gain the confidence of citizens and strengthen the citizen-state social contract, which will play an essential role in preventing future violence and civil wars.

DR Congo Emergency Equity and System Strengthening in Education; \$800 million



Pillar 4. Mitigating the spillovers of FCV

Crises can be home-grown or spill across borders from other countries. They can disrupt learning or heavily affect education systems through exclusion, discrimination, deprivation of quality services, and biases built into curricula and teaching practices. The impact is greatest on refugees and internally displaced populations.

The worldwide increase in refugees is driven by many factors: systemic discrimination, violent conflicts, man-made and natural disasters. Together, these have led to an exponential growth of refugee populations. The Bank Group is playing a key role in addressing the needs of these people through IDA refugee support and the Global Concessional Financing Facility, as well as through some flagship analyses into how these populations can be supported through investments, policies, programs, and partnerships.

For internally displaced populations (IDPs), a similar set of drivers force communities to seek shelter outside of their home areas but within their home country. By some estimates, the scale of IDP needs is much larger than those of refugees and expected to grow. Examples include situations driven by the earthquake in Nepal, floods and mudslides in West Africa, as well as civil wars in the Central African Republic, the Democratic Republic of Congo, and other countries.

Both types of forced displacement are accelerating and place a major burden on host communities in countries such as Bangladesh, Chad, Colombia, and Ethiopia. Often, host communities themselves are poor, deprived, and affected by the same underlying causes as the refugees or IDPs they host, such as ethnic tensions or a changing climate. Moreover, forced displacement puts a major strain on local service delivery, livelihoods, markets, and social cohesion. This in turn may lead to mistrust, conflict, and violence. Effective support to address displacement thus needs to include the host populations, to mitigate the potentially devastating spillovers of FCV.

In close partnership with humanitarian organizations, the World Bank Group has become increasingly involved in providing services to refugees and internally displaced people. Box 16 summarizes the evidence for what works in serving populations that face forced displacement.

1. Analytics and dialogue: Targeting formula based on need, not status

- In most cases, host country governments face fiscal pressures to provide quality education for all, improve school infrastructure and teacher training, and cover the demand-side needs of their populations, such as conditional cash transfers, transportation, uniforms, or school feeding. The added burden of financing interim solutions for displaced populations is often financially out of reach.
- Although humanitarian agencies can cover short-term needs, protracted displacement requires longer-term financing solutions, (see Box 18).
- Discrimination against newly arrived refugees or IDPs is nearly inevitable, and it deters the displaced from accessing educational opportunities to which they are legally entitled.

- Systems that treat refugees/IDPs and host communities similarly stand a better chance of lessening community tensions.

2. Service delivery: Displaced teachers are an important resource for displaced students

- Almost all displaced communities include people who served as teachers, school directors, or other members of the education system in the places they left behind, (see Box 17).
- These resource people can make the difference for a successful integration of refugee and IDP students into host countries' national systems.

3. Service delivery: Consider layered, multisectoral efforts for IDPs and refugees

- Address problems related to supply and demand. Displacement inevitably leads to increasing out-of-pocket expenses and opportunity costs, both for refugees and host communities, (see Box 19).
- Whereas refugees lack jobs and livelihoods, hosts also face the negative impact of decreasing wages, increasing prices, reduced quality of education, and rising transportation costs.
- Safeguarding gains in education attainment, and motivating families to keep children in school, requires demand-side support such as cash transfers.

4. Curricula and pedagogy: Build on-ramps from alternative/non-formal education to host public systems

- Given the increasingly protracted nature of forced displacement, it is worthwhile to invest time in developing the elements that will facilitate integration of forcibly displaced students into host community schools.
- Inclusive curricula that support integration are one such dimension. Somalia, Jordan, and South Sudan are all examples of countries where curricula take into consideration the realities facing displaced children, to normalize their presence in the classroom, and explicitly address challenges they face.

Box 16. Forced Displacement and Education: A Synthesis of the Evidence for What Works

In 2018, the Bank Group, UNHCR, and the United Kingdom's Foreign, Commonwealth & Development Office (FCDO) began a multiyear analytical exercise to assess the best practices and effective interventions to support education for displaced populations. The effort aims to inform systemic solutions for how to strengthen education systems for host communities as well as refugee populations. The review by Burde et al (forthcoming) covers 32 experimental and quasi-experimental studies, 14 studies with information on costs, and 202 qualitative studies in 22 countries affected by situations of forced displacement. The authors find a dearth of robust evidence, rendering it difficult to make forceful conclusions about any dimensions of what works. The findings are categorized according to outcome variables relating to (i) access, (ii) quality, and (iii) well-being.

Access

1. Community-based education increased access for displaced and marginalized learners, since decentralized decision making allowed local schools to respond to local needs. Start-up costs were high but enabled the community mobilization needed to ensure success (with support from international NGOs).
2. Alternative/remedial education helped refugee children successfully integrate into host country education systems, focusing on language acquisition.
3. Early childhood kits helped younger refugee learners prepare to enter national systems.

Quality

4. Culturally relevant curricula have been shown to help displaced children integrate into host schools.
5. Complementary/parallel education initiatives should build in linkages to the host country's official curricula.
6. Specialized training for teachers helps them handle challenges related to students' backgrounds and needs for psychosocial support.

Well-being

7. Social and emotional learning (including cognitive behavioral therapy) has been shown to reduce depression and post-traumatic stress disorder among displaced children.
8. Peacebuilding programs help children productively engage in conflict resolution, but should be directly related to the broader sociopolitical context.

Adapted from Burde, D. et al. (Forthcoming) "Forced Displacement and Education: Building the Evidence for What Works." Phase I Report: Evidence Synthesis and Intervention Map.

Box 17. Refugee Teachers as School-Community Liaisons for Syrian Refugees in Lebanon

Labor laws can impede refugee teachers from serving their displaced community in the host country. This has been the case for Syrian teachers living in Lebanon and Turkey, where local laws forbade them from earning a regular salary, despite the urgent need for their knowledge and specialized skills in education for Syrian refugees. In the short term, teachers often worked as volunteers, in order to serve their communities. However, this is not a sustainable solution.

In Lebanon, the Ministry of Education and Higher Education, together with UNCHR, UNICEF, and the World Bank, found a way to get Syrian teachers into schools, even if not formally as teachers. Called “community liaisons,” they serve a dual role of representing the school in refugee communities and representing families in the schools. As part of this bridge function, community liaisons are trained to carry out the following functions:

- Follow up with families on student absenteeism
- Ensure that parents stay engaged in their children’s education
- Identify and prevent cases of violence in schools
- Promote tolerance as a strategy for combating bullying
- Mediate quarrels between children
- Advocate with school authorities and teachers for students who need special support
- Refer students in need of more specialized services, such as child protection

While the approach has been successful, with more than 400 community liaisons working in Lebanese schools, remuneration is still far below what qualified refugee teachers could earn by legally practicing their profession. Yet in the meantime, this bridge function is helping reduce inter-group tensions and dropouts among refugee students.

Lebanon Reaching All Children with Education Project (P159470); \$234 M



Box 18. How IDA Responds to Refugees, IDPs, Host Populations — and COVID-19

The IDA Window for Hosts and Refugees is a \$2.2 billion facility that seeks to:

- Mitigate the shocks caused by refugee inflows and create social and economic development opportunities for refugee and host communities.
- Facilitate sustainable solutions for protracted refugee situations, including through the sustainable socio-economic inclusion of refugees in the host country and/or their return to the country of origin.
- Strengthen country preparedness for increased or potential new refugee flows.

Under this window, the World Bank conducts a systematic review of refugee policy and institutional environments. Accordingly, for each program, a Refugee Policy Review Framework is developed, which identifies the key areas that are relevant for the socio-economic development of both host communities and refugees.

During the COVID-19 pandemic, this IDA window has been activated. Operations address the challenges stemming from displacement as well as COVID-related school closures, learning losses, and policies for school reopening.

Box 19. Cameroon: Multisectoral Service Delivery to Refugees, IDPs, & Host Communities

Context: Waves of refugees and IDPs complicate already difficult education service delivery. Cameroon hosts about 430,000 refugees and is home to about 1 million IDPs. Refugees are fleeing political instability in neighboring Nigeria and the Central African Republic. IDPs are trying to escape violence (terrorism and/or political crisis) particularly in Northern regions (due to the Boko Haram crisis) and in anglophone regions (a persistent sociopolitical crisis). These displacements have increased the strain on resources and services in places that were already poor and underserved. The presence of displaced populations has exacerbated existing challenges, with refugees, IDPs, and host communities all facing unmet needs in their nutrition, food security, and access to health, education, and water and sanitation. Since most displaced people are living in villages rather than camps, host communities can feel disenfranchised and disadvantaged at times when support is directed mainly to refugees. This may fuel tensions between the two communities over resources, aid, and land use.

Operational response: Providing benefits to both hosts and refugees/IDPs: The government decided on a needs-based approach to tackle issues that face both refugees and host communities. Targeting localities with the largest influx of refugees, the government's response is for everyone living in these places. Hence benefits accrue to refugees, IDPs, and host communities simultaneously, as most displaced children are enrolled in regular schools. The government's needs-based targeting also increases the efficiency of expenditures and decreases regional inequalities. With the recent increase in IDPs, the model applied for refugees is being scaled up to provide support to schools hosting IDPs and to host communities outside the North West and South West regions.

The response features an integrated approach, including health, social protection, education, and community-driven development. Promoting synergies between interventions at the central and at the local level helps address education challenges facing refugees and host communities while also strengthening local administration and communities. At the local level, the Education Reform Support Project's interventions are complemented by actions from other sectors/projects that: (i) develop social infrastructure in the education sector; (ii) increase access to school-based health activities (psychosocial support, deworming, nutrition, water and sanitation, and other health promotion) and respond to gender-based violence; (iii) support parental education; and (iv) promote livelihoods for the most vulnerable families. A focus on access to individual registration remains a critical challenge for accessing benefits, reinforcing the need for a coordinated approach to all affected populations.

Outcomes: This integrated approach addresses current emergencies and supports the government's long-term vision for human capital, while reducing tensions and decreasing regional inequities. For education specifically, it will reach about 400 schools, enrolling about 150,000 pupils, including 20,000 refugees. The approach will be incorporated in the overall education sector strategy for 2021-2030 to ensure that the education system is resilient to crisis, especially during recovery from COVID-19.

Education Reform Support Project (\$100 million from IDA & \$30 million from IDA18 Refugee Sub-window)

CONCLUSION

There's a virtuous cycle to be sparked, where children living in fragile and conflict-affected settings have opportunities for learning that extend beyond literacy and numeracy to the social and emotional spheres. Achieving such whole-child development will help a new generation become more empathetic and tolerant, more skilled at managing conflict, and better able to calculate risks. They will be better able to overcome divisions and build social cohesion. This is the transformation needed to deliver "peace dividends" – jobs, increased productivity, economic growth – which, in turn, will bring even greater learning opportunities for subsequent generations.

To help set this virtuous cycle in motion, the World Bank Group will:

1. Extend the scope of our operations. Schools play a unique role in shaping skills and mindsets for social cohesion; they can also address grievances and persistent inequalities through the distribution of education services. As we deliver on our FCV Strategy, the Bank Group will place the prevention of violent conflict at the heart of our work in education.

2. Increase the scale of our investments. Building on our leadership position as the largest financier of education in FCV situations, the Bank Group will continue to prioritize financing for these education activities. In terms of commitment, \$6.2 billion is already committed to active projects, with another \$676 million expected to be approved by June 30, 2022.

3. Enhance the nature of our programming. This paper has highlighted actions to be considered across all types of FCV settings as per the pillars of the FCV Strategy. These are structured around the entry points of analytics and dialogue, service delivery, curricula and pedagogy, and building state capacity.

Under Pillar 1: Preventing violent conflict and interpersonal violence, we call for more nuanced analytics, more attention to drivers of fragility, and more focus on social and emotional learning. For our clients to be able to unlock the violence-preventing potential of education systems, drivers of

FCV need to be more systematically identified and addressed. Our projects, ranging from ECD to higher education, should consider opportunities to impart the social and emotional skills in children and youth that will boost their resilience to adversity, facilitate understanding of the "other," and serve them as skills for school, the labor market, and life more generally. The Bank Group will not shy away from curricular and pedagogic activities that seek to deconstruct divisive "hidden curricula" and that support proven approaches for changing perspectives and improving inter-group relations, such as through building up socio-emotional skills such as empathy and tolerance. We will also put greater gender equality at the heart of our approach, as closing gender gaps and empowering women and girls is a core strategy for addressing drivers of conflict; it also makes societies more resilient to the challenges that FCV situations bring.

For Pillar 2: Remaining engaged during crises and active conflicts, we will help countries protect schools as zones of peace, securing both children's safety and learning. In contexts of active conflict, remaining engaged means keeping lines of communication with government counterparts open, and working to ensure that schools are zones of peace. This requires tighter partnerships with humanitarian and peace-building actors to achieve both child protection and learning. Above all, it requires creative partnerships with local actors who are more closely situated to the populations we seek to serve: community-based organizations, women's associations, religious groups.

Under Pillar 3: Helping countries transition out of fragility, our recommendations center on capacity building to strengthen the resilience of education authorities. For countries transitioning to stability, the most important entry points are those that allow for building state capacities for early warning and crisis response, as peaceful progress is rarely linear. This includes considering climate-resilient infrastructure and building schools that can serve as emergency shelters in times of crisis. As project implementation arrangements weigh where to invest, special consideration will go to the level closest to beneficiaries, as communities and municipalities are solid sources of resilience, providing a foundation on which to build.



Under Pillar 4: Mitigating the spillovers of FCV, we recommend focusing efforts on refugees, IDPs, and host communities alike.

The Bank Group is uniquely placed to advocate for and support the integration of refugee education into host country systems. The focus should include country curricula, assessment, facilities, and classes; integration provides a path for continuing formal education and the opportunity to be competitive in job markets when labor market participation is permitted or when young people return to their country of origin. Support to refugees and IDPs should not exclude host communities that often face the same underlying factors that drove the forced displacement and are in just as much need as the populations they are hosting. True integration into public education systems, often the only financially viable long-term solution to the protracted situations that refugees and IDPs face, requires painstaking work in building the dialogue between host communities and displaced populations. Proper curricular and pedagogical design elements can advance this process, especially if actors along the humanitarian-development nexus work closely together. This includes incorporating culturally relevant curricula for refugees and IDPs, with “on ramps” that allow short-term remedial programs (e.g., to familiarize children in the host country’s language of instruction) or other parallel education initiatives. Refugees who were teachers in their home countries should be deployed to help students transition to schools in host countries, even if not formally recognized as teachers.

The success of the Bank Group’s work in education will increasingly be determined by our ability to operate effectively in crisis-affected situations.

It will be predicated on paying greater attention to, and making more out of, the possibilities for violence prevention that education systems can engender. And notwithstanding our leading role as a financier of education in FCV, success requires marshaling far greater resources to the education agenda, so that the response is equal to the challenge. There are opportunities specific to FCV under IDA, as well as through the Global Concessional Financing Facility, but more resources must be sought out, especially in times of humanitarian crisis. Most importantly, success will be determined largely by how effectively we work with partners—whether international or local—on the ground. Leveraging each other’s relative strengths, the collective impact of our response will mean that more schools are reached, more teachers are supported, and—ultimately—more children will gain from the opportunities of safe schooling. Our ability to be effective will depend on our ability to be flexible and responsive to the ever-changing landscapes in FCV situations. We must demonstrate a careful understanding of the drivers of fragility in any given context, and work with local partners to create made-to-measure responses with the communities, teachers, and governments we seek to serve.

ANNEX 1. MENU OF OPTIONS

This Menu of Options offers a starting point for Bank Group education teams, complementing their work in identifying the conflict-specific drivers of fragility and violence. The menu offers a short description of select interventions, and findings from implementation in specific contexts. As per the recommendations in Section IV, the options are structured around the Bank Group FCV Strategy's Pillars of Engagement. The options featured are not an exhaustive list, nor necessarily the most promising in all contexts. Rather, given the objectives of the interventions, and the current state of the evidence, the interventions offer a variety of jumping-off points for education programming, organized by types of FCV contexts. The recommendations are meant to complement more general education interventions that have been recommended through the Bank Group's flagship education policy documents, such as the "Ending Learning Poverty: What Will it Take?"^f and "Realizing the Future of Learning."^g

PILLAR 1. PREVENTING VIOLENT CONFLICT AND INTERPERSONAL VIOLENCE

Option 1. Promoting Social Emotional Learning (SEL) Through Early Childhood Development

Given the strong focus on building up the knowledge, skills, and attitudes associated with reducing risks of violence, actions at the early childhood development stage are crucial. It is well known that intervening in the early years bring benefits across a range of areas for several generations. Evidence from such classic

studies as the Perry Preschool Program, Head Start, and others show that delivering quality preschool programs can be one of the most effective and cost-effective strategies for violence prevention.⁷³ Perry Preschool, for example, promoted an active learning process of "plan-do-review," whereby both children and teachers had a leading role in the learning process. Program graduates were much less likely to commit crimes, were more likely to graduate from secondary school, earned higher wages on average, and were more likely to be employed than a control group of similar children who did not participate.

Early childhood activities that integrate socio-emotional learning curricula have been shown to be particularly effective among disadvantaged groups.

A meta-analysis of 29 formal preschool programs for children aged 3 to 5 in the United States, targeted to children at risk of academic failure and other negative outcomes, showed that children in programs using a SEL curriculum demonstrated significantly improved socio-emotional competence (Yang et al., 2018). These included the following measures: (a) attention and self-regulation (ability to control aggressive-oppositional impulses); (b) cooperation (interpersonal skills in interaction and negotiation with others); (c) emotional understanding and expression (emotion identification, expression of feelings, and situational knowledge associated with emotions); (d) positive coping behavior (adaptive/constructive actions in response to challenging social situations); (e) positive feelings (confidence); and (f) social skills (helping others, giving compliments). These competencies are all associated with violence prevention and with pro-social attitudes and behaviors.

^f <https://openknowledge.worldbank.org/bitstream/handle/10986/32553/142659.pdf?sequence=7>

^g <http://documents1.worldbank.org/curated/en/250981606928190510/pdf/Realizing-the-Future-of-Learning-From-Learning-Poverty-to-Learning-for-Everyone-Everywhere.pdf>



PILLAR 1: PREVENTION

Option	Description	Country Examples
<i>Option 1. Promoting SEL through ECD</i>	Empathy, emotional self-regulation, and tolerance are examples of behaviors and skills that can be developed through pedagogic approaches during early childhood.	El Salvador – <i>Crecer Juntos</i> Honduras – <i>Miles de Manos</i> Syrian refugees – Sesame Workshop
<i>Option 2. Promoting SEL through Cognitive Behavioral Therapy</i>	Proven to help children deal with trauma, while improving educational outcomes, including enrollment, attendance, and classroom behavior.	Sierra Leone – Youth Readiness Intervention Liberia – CBT for men
<i>Option 3. Developing capacity and resilience at the community level</i>	Fosters resilience, which can be an asset to communities prone to violence. Alternative models of preschool delivery like community child development groups could be the channel.	Tajikistan – Community-based ECD centers
<i>Option 4. Curricular approaches that use multi-perspective history, encouraging tolerance and awareness of human rights</i>	Helping students learn to critically analyze conflicting stories has been proven to change their attitudes and perceptions about the past as well as improve intergroup relations.	Northern Ireland – Multi-perspective history teaching Israel/Palestine - Empathetic Dual narrative history teaching and Critical-Disciplinary pedagogy
<i>Option 5. Teaching both the language of the home and the language of power</i>	Language acquisition has been shown to promote social cohesion.	Turkey – <i>Syrian refugees integrated into Turkish public schools</i> Myanmar - PBEA
<i>Option 6. Skills development for youth</i>	Apprenticeship programs – short-cycle vocational training programs that offer faster integration into the labor market – led to gainful employment, which in turn reduces participation in crime.	El Salvador – <i>Temporary Income Support Program</i> Mali – Skills Development and Youth Employment Project



PILLAR 2: REMAINING ENGAGED DURING ACTIVE CONFLICTS

Option	Description	Country Examples
<i>Option 1. Child protection as a precondition to a safe learning environment</i>	Child protection programs can create safer learning environments for students and can increase access to schooling for vulnerable groups.	Save the Children Child Protection Handbook
<i>Option 2. Use gaming technology to improve learning in conflict-affected areas</i>	Employing low-cost tablets that use adaptive, gaming technology; can be scaled cost-effectively.	Sudan – Can't Wait to Learn (Also introduced in Uganda, Lebanon, Jordan, Chad and Bangladesh)
<i>Option 3. Think outside the bricks – non-formal education</i>	When schools are closed or aren't safe, radio, television, and other remote learning strategies have proven essential.	Turkey – <i>Temporary Learning Centers</i> Liberia and Sierra Leone – <i>Radio broadcasts during Ebola</i> Colombia – Escuela Nueva's Learning Circles
<i>Option 4. Provide psychosocial support to children and teachers</i>	For teachers to serve as first responders for students, their own well-being must be assured. This option includes practical tips to consider in attending to teachers' psychosocial distress.	Varia cited in Falk, D. et al (2019)



PILLAR 3: TRANSITION OUT OF FRAGILITY

Option	Description	Country Examples
<i>Option 1. Higher education programs that develop skills and capabilities needed for reconstruction</i>	Reconstruction requires highly skilled labor. Universities play a critical role in forming the labor market that a country needs.	Afghanistan – Higher Education Development Project
<i>Option 2. Strengthen community-school relations through shared school governance</i>	Strengthening the relationship between communities and schools through school management committees that demonstrate the principles of active citizenship; can be a powerful step toward good governance.	Mali – Community based school management committees
<i>Option 3. Strengthening the social contract by implementing national free education policies with third-party providers</i>	When governments are keen to demonstrate results for citizens, but don't have the operational capacity to deliver services, private delivery of publicly financed services can be important for strengthening the social contract and achieving quick wins.	Haiti – Education for All Project



PILLAR 4: MITIGATING THE SPILLOVERS OF FCV

Option	Description	Country Examples
<i>Option 1. Use displaced teachers as a resource for students</i>	Although refugee teachers often can't serve as regular teachers in host country public schools, they are an important resource in facilitating the transition of refugee children to their new settings.	Lebanon – Community Liaison Turkey – Volunteer teachers
<i>Option 2. Complementing curricular approaches with learning resources from the home country</i>	Tablets can be loaded with curated learning resources based on home country curricula. They can track the student's progress, and the delivered content is customizable.	Syrian refugees – Pi4L , Rumie
<i>Option 3. Alternative education initiatives that use benchmarks/ milestones as an on-ramp into national systems</i>	These initiatives can help refugee children transition into host countries' education systems through accelerated learning programs and community-based education.	Turkey
<i>Option 4. Curricula that focus on elements of inclusion</i>	Inclusive curricula that support integration are one such dimension.	Somalia South Sudan
<i>Option 5. Transition programs and accelerated learning programs for out-of-school children Apprenticeship programs for out-of-school youth</i>	Such programs facilitate inclusion into the formal education system and the transition to gainful employment or self-employment.	Lebanon – <i>Accelerated learning program</i> Mali – <i>Apprenticeship programs for youth</i>

Box 20. Incorporating SEL into El Salvador's Preschools: Crecer Juntos

In El Salvador, the government, with support from the World Bank, has launched Growing Together (*Crecer Juntos*), to respond to challenges posed by gang violence in many communities. The program adapts the country's early childhood curriculum for children aged 0 to 7 with elements that strengthen socio-emotional skills. The curriculum is based on principles of peace and democratic values, promoting well-being, gender equality, intercultural awareness, and inclusive education. Programs are delivered through the country's Early Childhood Care and Education centers, training teachers and directors in how best to strengthen cognitive and socio-emotional skills. A focus on developing gender-neutral and gender-free pedagogical practices helps ensure that schools are safe spaces, while also helping identify boys and girls who are at risk of exposure to multiple forms of violence.

Social Emotional Learning through Mass Media in the Early Years

Reaching children through mass media is a time-tested approach to supporting "whole child development." In the words of the Sesame Workshop, the programs seek to teach the "Emotional ABCs" to children, usually through television, though also increasingly through digital platforms, especially during COVID-19 (see Box 21). In partnership with the IRC, Sesame Workshop has expanded its reach, now seeking to target Syrian refugee children through *Welcome Sesame (Ahlan Simsim)*.^h The intervention promotes engagement with a caring adult and nurturing care, which strengthens resilience in children and can mitigate the effects of traumatic experiences. The digital materials (mainly video, broadcast via TV, and other platforms) are complemented by in-person direct services across Iraq, Jordan, Lebanon, and Syria.

The mass media approach brings certain risks, especially if inter-group cohesion is a parallel objective of the programming (Moland, 2015). When Sesame Workshop first brought its approach to Nigeria, Blue Square faced several challenges. First, it sought not only to develop the knowledge, skills, and attitudes among its young viewers that would bring about pro-social behaviors at an individual level, but also to foster inter-group social cohesion and build a national identity across Nigeria, goals that the new iteration of the program does not necessarily espouse. When the purported task was multicultural education through mass media, the Sesame Square case is instructive in how difficult it is to strike a balance between diversity and unity. The inherent tensions include how to represent diverse groups in a way that is both equal and authentic, and, within that, how to celebrate ethnic or religious diversity without exacerbating the political divisions across groups. The country context is key to determining the best course of action. Whereas the United States and Nigeria are both societies with diverse ethnic minority groups, the strength of the state makes accentuating diversity much less risky in the United States, as compared to a deeply divided society like Nigeria (Moland, 2015).

^h Sesame Workshop will be rolling out similar programming for Rohingya refugees in Bangladesh, in partnership with BRAC.

Box 21. Teaching “Emotional ABCs” to Refugee Children

For Syrian refugee and host community children, the Sesame Workshop and the International Rescue Committee (IRC) have rolled out television programming that seeks to impart the knowledge, attitudes, and skills that make up socio-emotional learning. Designed in close collaboration with local producers, creatives, and early childhood development experts, each Ahlan Simsim episode features a comedic story segment in which Basma and Jad experience emotions in situations relatable to young children, like fear of the dark during a movie night or frustration when friends don’t play by the rules of a game. The characters learn to manage their feelings by practicing concrete strategies such as counting to five, belly breathing, and expression through art. A new video playdate format for Season 2 (August 2020) reflects how families everywhere are staying connected during the global pandemic and helps children cope with the uncertainty so many families face. Season 2 also introduces new “Number of the Day” and “Word of the Day” segments designed to meet children’s learning needs at a time when many schools and early childhood programs are interrupted.

Ahlan Simsim is part of a broader humanitarian partnership of the same name between Sesame Workshop and the IRC, which aims to address the devastating impacts of crisis and displacement by delivering early learning and nurturing care to children and caregivers affected by the Syrian refugee crisis. It not only addresses children’s immediate needs but builds a strong foundation for their future well-being. It is poised to become the largest early childhood development intervention in the history of humanitarian response.

Socio-emotional Learning Through Parenting

Parents also play a critical role in programs to develop socio-emotional learning. Educating parents on ways to build up social emotional knowledge, skills, and attitudes is a cost-effective and sustainable approach to developing these attributes in children. The Thousands of Hands (*Miles de Manos*) program in Honduras sought to do just that, through a program that offered workshops to parents and teachers through schools. A quasi-experimental evaluation of the program, consisting of 36 treatment and 36 comparator schools, showed that parents in treatment schools reported using more protective actions toward their children (Dinarte Diaz & Egana-delSol, 2019) (ChildFund, 2017). The evaluation also reported improvements in problem-solving skills among the parents, more involvement in their children’s lives, and more recognition and positive reinforcement in their parenting practices. Most importantly, monthly reports from teachers showed that emotional, psychological, and physical violence have all been substantially reduced in the classroom. The evaluation attributes this to working with both parents and teachers, both of whom altered their own behaviors in how they treat children, having been introduced to positive discipline techniques (ChildFund, 2017).

There are also risks in trying to improve child development outcomes by working through parents.

First, whereas children themselves are often a willing (if captive) audience, parents may not be as naturally predisposed to participating in such programming. This could be for various reasons, such as time constraints, lack of interest, skepticism about the program, and so on. In the Central American context, reaching fathers can be difficult, which is especially problematic given the association between the culture of violence and masculinity, with young men the main perpetrators and victims of violence in the region (Serrano-Berthet, R. & Lopez, H., 2014).

Option 2. Social and Emotional Learning Through Cognitive Behavioral Therapy

Cognitive Behavioral Therapy (CBT) is another proven approach that offers governments adaptable programming for children. Given children’s different developmental stages, some SEL aspects are best developed later in adolescence, once the brain is more fully formed. CBT consists of a psychoanalytical approach that treats harmful beliefs and behaviors by making people aware of the behavioral cycles and patterns that they fall into, seeking to disrupt them by employing a “learning by doing process” (Betancourt

et al., 2014). It has been used successfully to improve the behaviors associated with violence as well as the academic performance of adolescents aged 10-16 in El Salvador, as well as to address the PTSD of older youth (aged 15-24) in Sierra Leone.

CBT has also been delivered through after-school programs, with good outcomes for children living in violent contexts. In contrast to the experience in Sierra Leone, the El Salvador case shows that CBT can work with younger children too, in this case adolescents aged 10-16. Participants in the after-school program were taught to identify violent responses and learned to address those behaviors. The authors hypothesize that the observed reduction in violence and disruptive behavior, and improvements in academic outcomes, are due to improved emotional regulation (one of the SEL core competencies). In addition to the positive results for participants, the program found positive spillover effects for children who didn't participate at these schools (Dinarte Diaz & Egana-delSol, 2019).

In Sierra Leone, CBT was used effectively to improve the mental health, behaviors, and academic performance of war-affected youth aged 15-24. The program consisted of a 10-session group training, with some participants in school and some out of school. The authors conducted baseline and follow-up data collection on the following dimensions: emotion regulation, psychological distress, pro-social attitudes/behaviors, social support, functional impairment, and post-traumatic stress disorder (PTSD) (Betancourt et al., 2014), all of which are associated with the CASEL core competencies of SEL. The intervention had significant positive effects on emotion regulation, prosocial attitudes/behaviors, social support, and reduced functional impairment. On academic outcomes, the intervention improved school enrollment, school attendance, and classroom behavior. Interestingly, after youth participated, they were re-randomized to receive an education subsidy (or not). The subsidy had no effect on their mental health or classroom behavior. The authors conclude that the significant effects on mental health and functioning, coupled with the long-term school-related effects, show that CBT could be a very promising approach for preparing war-affected youth for educational opportunities. Similar research in Liberia, with men involved in crime and violence, also showed promising results for how CBT can change behaviors, especially for men, in FCV settings (Blattman et al., 2017).

As with the other policy options presented here, CBT is not without risks. First, it requires a fair amount of expertise to adapt the therapy sessions to the contexts. Technical expertise in psychoanalytical training is not always available locally. Second, delivery of training also requires facilitators with backgrounds in psychology, such as counselors and social workers, who are likely not readily available, especially in areas where people are most affected by violence. Scaling up such a model with the needed dosage of program exposure to achieve results similar to those cited can be very difficult. In addition, it would be good to have a better sense of the gender-disaggregated effects of CBT. Only researchers in the El Salvador intervention report the heterogeneous effects of the intervention (Dinarte Diaz & Egana-delSol, 2019), with several caveats for why the indication that boys seem to benefit more than girls may be misleading.

Option 3. Developing capacity and resilience at the community level

Interventions that build up community structures are a proven investment in strengthening resilience for populations should tensions lead to violent conflict. Developing capacity at the community level fosters resilience, which can be an asset to communities that are prone to violence. This could include empowering community leaders (such as health experts and teachers) in setting up and administering ECD services, using grants. In addition to making service delivery more tailored to the populations served, providing autonomy to the authorities closest to beneficiaries can help change perceptions of exclusion and break cycles of distrust, marginalization, and possible radicalization.

Option 4. Curricular approaches that use multi-perspective history, encouraging tolerance and awareness of human rights

How contentious topics like history are taught can be more important than what is taught. Teaching subjects in a way that fosters critical thinking is a particularly promising approach. Evidence exists on the effects of using "multiple-perspective history" approaches, whereby students are encouraged to critically analyze information from conflicting sources.⁷⁴ The approach has been shown to have significant impacts on students' attitudes as well as their perceptions of past events in Northern Ireland⁷⁵ and

Israel/Palestine.⁷⁶ These studies have also shown that curricula and pedagogical approaches that encourage students to actively construct their own historical meaning from a variety of sources can help shape their perceptions of out-group members and can even improve intergroup relations.

Option 5. Teaching both the language of the home and the language of power

Language of instruction debates are difficult to manage and fraught with tension, but with their potential upside to the learning agenda, they should not be avoided. Experiences in Myanmar and Turkey show an important relationship between language acquisition and social cohesion. In Turkey, language acquisition efforts in non-formal education settings helped Syrian refugees transition into Turkish schools. In Myanmar, discussions on language policy helped develop public awareness of the importance of instructing children in their mother tongue, starting at a young age.

Option 6. Skills development for youth

Apprenticeships and vocational training can help keep young people in school – especially those at risk of being recruited into gangs or violent conflict – and can help them regain the confidence of parents. Offering short-term skills development and apprenticeship programs for out of school youth can help keep them connected to schools, or otherwise engaged in constructive skill-building activities. The development of rural apprenticeship programs is one example. These should be designed in close consultation with local authorities and farmers' organizations to ensure that they respond to the skills needs and the specificities in agricultural production and livestock of the area, as well as related activities such as processing and transformation of agricultural products, maintenance and repair of equipment, machinery, irrigation and water management techniques, motor pumps, solar panels, and craftsmanship – all examples of productive activities in rural areas that youth could be meaningfully engaged in.

PILLAR 2. REMAINING ENGAGED DURING CONFLICTS AND CRISES

Option 1. Child protection as a precondition for a safe learning environment

The first priority during active violent conflict is child safety, security, and well-being. Child protection services are best handled by specialized entities (whether governmental or non-governmental) that are equipped to respond to the complex needs of war-affected children. These services should operate in tandem with the education system, with clearly delineated roles, so that actors know where their responsibilities begin and end. Unfortunately, such services are rarely available in a systematic way in FCV situations. Hence teachers should be equipped with a minimum package of support to be able to respond to urgent child protection needs that may arise. There are two entry elements to this minimum package: basic training in first aid for teachers, tailored to the context, and first aid kits, to be deployed to all schools.

Option 2. Use gaming technology to improve learning in conflict-affected areas

Several creative efforts to keep children focused on learning have emerged that warrant further exploration, including more adaptation, evaluation, and being taken to scale. Curriculum-based gaming approaches to learning are designed to help children learn progressively in math and reading. In addition to the games, the tablets offered psychosocial support messaging. Evidence from Sudan shows that participants were able to double their math scores after 6 weeks in the program, with both boys and girls showing significant improvements. Effects were largest for the children who were furthest behind. The evaluation also showed improved confidence for both boys and girls. The program has since been expanded to Uganda, Lebanon, Jordan, Chad, and Bangladesh.⁷⁷

Option 3. Think outside the bricks – non-formal education

When schools become targets in situations of political violence, alternatives need to emerge, including homes, virtual spaces, and other safe community spaces. For example, in Sierra Leone, children gathered in “listening groups” when schools were closed, where a facilitator helped guide students through a radio instruction program. The school closures imposed by the COVID-19 pandemic have renewed interest in interactive radio instruction in several countries.⁷⁸

Another alternative to formal schools is “learning circles,” which can be quickly established to provide services to children who are otherwise out of school.

First introduced in Colombia for children internally displaced by violence, learning circles seek to ease the transition for children from the streets into schools. The focus is on acquisition of basic skills, while providing counseling and social services for children that need them. The pedagogic approach seeks to mimic some aspects of school, such as the academic calendar, parts of the grading system, and extracurricular programs. In the medium term, this approach is beneficial to schools too, as it eases the reintegration of these students into formal schools.

Option 4. Provide psychosocial support to children and teachers

Teachers are also victims of violence, whose psychosocial needs must be attended to. A teacher’s well-being, strongly associated with socio-emotional competence, is critical in FCV settings. This can be developed through programs that provide coaching and other forms of professional development. Peer coaching using a learning circle approach has been delivered in the Democratic Republic of Congo and in Kakuma Refugee Camp in Kenya, where it was considered to have a positive impact on teacher well-being. Other promising professional development programs are underway in El Salvador (FHI 360) and Gaza (War Child Holland) to support and better understand teachers’ well-being. Programs that provide training in self-care techniques, psychological first aid, and practical tips to prevent stress and burnout, when combined with peer support and social and spiritual activities, may also reduce psychological distress and promote teachers’ well-being. These can help teachers reduce their own stress and build effective coping strategies, so that they are better equipped to support their students.⁷⁹

PILLAR 3. HELPING COUNTRIES TRANSITION OUT OF FRAGILITY

Option 1. Higher education programs that develop skills and capabilities needed for reconstruction

State building as part of long-term reconstruction efforts requires a labor force with a continuum of skills, including highly skilled workers. This means helping higher education institutions train and graduate the labor market participants that the workforce will need in the medium to long term. In Afghanistan, the Higher Education Development Project has a core thematic area to increase access to priority degree programs for economic development. The project also seeks to ensure that labor market entrants are properly qualified by improving university faculty qualifications and quality assurance systems, as well as stimulating research that will inform future economic development.

Option 2. Strengthen Community-School Relations Through Shared School Governance

Post-conflict reconstruction efforts can invest in the governance and management capabilities of the authorities located closest to the populations they serve. As part of the Education Resilience Approach Program, the Bank Group studied the situation in Mali, to see how education investments could further strengthen community governance arrangements that were in place. The report concluded that Mali had a school-based managed structure (known as *Comité de Gestion Scolaire*, CGS) that could be strengthened to further the long-term mutual support that had emerged between schools and communities during the crisis. The CGS was well positioned to help make decisions around issues of safety, social and emotional well-being, and the quality of learning. Bringing together parents and other community members to discuss these issues helped identify activities that would improve social cohesion and ensure that the right policies were in place for language of instruction, girls’ education, and so on.

Option 3. Strengthening the social contract by implementing national free education policies with third-party providers

As nascent governments seek to solidify their transition to stability, reinforcing the social contract by delivering social services to the poor is a core strategy to spark a virtuous cycle of confidence-building measures. However, in many instances, while states may find ways to finance services, delivering them requires implementation capacity that many institutions on the cusp of fragility do not have. In Haiti, the government's tuition waiver program sought to reduce costs for households to send their children to school, boosting enrollments nationwide.⁸⁰ Linked to this effort was the incorporation of school feeding, which also helped increase people's confidence in its government's ability to provide services. In both cases, while the financing was provided by the government, services were delivered through third parties.

PILLAR 4. MITIGATING THE SPILLOVERS OF FCV

Option 1. Use displaced teachers as resource for students

Teachers living as refugees and IDPs are an essential resource in helping children transition into their new surroundings and mitigate learning loss. Syrian teachers in Lebanon and Turkey were deployed to temporary arrangements to facilitate children's learning, focusing on the home-country curriculum and teaching in Arabic. However, displaced teachers often face obstacles of their own, especially labor regulations that may impede their access to the classroom, or restrict the possibility of remuneration. Exemptions for refugee teachers to be able to serve should be integrated into the Bank Group's policy dialogue with host governments.

Option 2. Complementing curricular approaches with learning resources from the home country

To limit the learning loss that accompanies forced displacement, education interventions should use resources from the home country wherever possible. Technology can help. Several initiatives have been rolled out to help complement formal education

with resources specifically adapted to refugee students. While still being implemented at a small scale, examples abound following a similar model of pre-loading content onto tablets that can function offline. For instance, several programs based on Syria's national curriculum are being rolled out to refugees across the Middle East, including the Pi for Learning Initiative led by UNICEF in Lebanon, the Learn Syria project by The Rumie Initiative, and programs with resources from Nafham and Tahrir Academy.

Option 3. Alternative education initiatives can use milestones as an on-ramp into national systems

For protracted situations of forced displacement, national host country systems often become the only viable option for sustainable provision of education services. Several elements can help refugee and IDP children transition from temporary learning situations into more permanent schools. In Turkey, MoNE was able to implement a series of measures for Syrian refugees, including Turkish language training, an accelerated learning program based on the Turkish curriculum, a remedial learning program for students to follow once in the Turkish public schools, and tutoring. For Escuela Nueva's learning circles in Colombia, sessions are structured around the same school calendar, use similar evaluation frameworks, and base core activities on the national curriculum.

Option 4. Curricula that focus on elements of inclusion

When curricula speak to both host and refugee/IDP populations, the prospects for social cohesion improve. In both South Sudan and Somalia, efforts to incorporate peacebuilding into the national curricula created a more inclusive learning environment by recognizing the experiences of children and adolescents affected by conflict.⁸¹ This is consistent with other studies that underscore the importance of designing curricula that are culturally relevant for refugees and IDPs, whereas not doing so renders learning more difficult and leads to students withdrawing from the classroom.⁸²

ANNEX 2. EXAMPLES OF RISKS & MITIGATION MEASURES

Risks	Preventing Violent Conflict and Interpersonal Violence		Remaining Engaged during Conflict and Crises		Helping Countries Transition out of Fragility		Mitigating the Spillovers of FCV	
	Risks	Mitigation	Risks	Mitigation	Risks	Mitigation	Risks	Mitigation
Social	Education may serve as a trigger of division and fragmentation between those who benefit and those who are excluded from learning	Social targeting, ethnic and gender-sensitive curriculum, and physical infrastructure	Vulnerable populations "exit"	Building trust through feeding, vaccination, safety measures	High opportunity costs and high risks for communities to re-engage	Demand-side measures (like transportation, scholarships) and community-based services mainstreamed	Stigma, trauma, stereotyping, lack of trust among communities; impact on host communities	Focus on psychosocial support/SEL, working with CBOs and NGOs
Environmental	Climate crisis, natural disasters Mismanagement of natural resources	Building disaster response capacity, emergency readiness systems in education and in schools	Services, schooling interrupted, learning loss, vulnerable population groups drop out	Low- and high-tech solutions Community-based services including health, safety, nutrition through schools	School rehabilitation doesn't follow safety standards, school design doesn't account for local conditions	Safe school infrastructure, strengthening of online systems	Natural and man-made disasters lead to displacement and bring about further trauma, conflict Adverse effect of displacement on host populations and communities	Communities, NGOs and schools may provide psychosocial support services, safe space to children
Gender	GBV/SEA	Gender sensitive curriculum, psychosocial support, empowerment	GBV/SEA, higher risk of dropout for girls, early pregnancies	Community-based health, sanitation, nutrition services	Girls are held back from re-entry	Demand-side interventions, e.g., CCT, transportation, school WASH facilities, psychosocial support /SEL	Girls suffer from extra risks, violence, trafficking; held back from school to work at home	Provide home-based learning solutions, train female teachers, psychosocial support -SEL
Fiduciary	Increased risk of elite capture, rent seeking	Strong focus on targeting, participatory/transparent budget management	Fraud, corruption, elite capture, conflict of interest, rent seeking	Community involvement in oversight, contracting of NGOs and CBOs	Fraud, corruption, elite capture, conflict of interest, rent seeking	Community involvement in oversight, contracting of NGOs and CBOs	Fraud, corruption, elite capture, conflict of interest, rent seeking	Community involvement in oversight, contracting of NGOs and CBOs
Institutional capacity	High costs of service delivery, monitoring	Focus on local and community-based solutions, mobile technology-based innovations for monitoring	Capacities at the central level may be disrupted or otherwise become dysfunctional	Strengthening institutional resilience, capacities at local level	Political cycles often lead to educated, qualified, trained, and experienced public servants replaced by political appointees	Building capacities at local level, involving CBOs in monitoring and NGOs in delivery	Uncoordinated programmatic support leads to parallel programs, tensions between displaced and host communities	Stronger coordination; create parity between services for displaced and host communities
Political and governance	Social and ethnic divisions permeate political leadership	Empowering local governments and communities	Education becomes secondary to other priorities with more immediate political credit Education actors become co-opted in the political conflict	Use communication campaigns and social media to focus on the role of schools, bring Safe Schools declaration into the political dialogue	Unequal access to quality schooling in remote, hard-to-reach locations gets reinforced	Work with CBOs, NGOs and religious organizations to improve education services	Serving displaced populations proves politically unpopular	Find champions to help with political messaging, work to align incentives between hosts and displaced populations

Risks	Preventing Violent Conflict and Interpersonal Violence		Remaining Engaged during Conflict and Crises		Helping Countries Transition out of Fragility		Mitigating the Spillovers of FCV	
	Risks	Mitigation	Risks	Mitigation	Risks	Mitigation	Risks	Mitigation
Sector strategies and policies	Regressive sector policies lacking equity focus; realism and sustainability conserve implicit forms of exclusion	Clear targeting, needs assessment, demand-based interventions, and sustained monitoring	Large disparities remain in emergency response capacities, leaving especially vulnerable populations out of schooling options	Provide training in emergency response to local governments, school management, and use technology to reach out to populations affected by crises and disasters	Sector policies lack realism, sustainability, local context, and may lead to unintended consequences	Focus on early grades, build foundational skills, create space for innovations (PPPs, non-state delivery), local monitoring	Exclusion, discrimination, displacement increase out-of-school populations, social conflict, violence Negative impact on host community is left unattended	Lessons from global best practices, local innovations could be brought in and scaled up through development partnerships Support to host community education improvement programs is built into refugee response plans
Stakeholders	Low level of transparency, accountability, and participation, especially by minority groups	Focus on community-based interventions; working with traditional (ethnic, religious) authorities	Local actors, traditional authorities remain uninvolved, and crisis response programs lack local trust, impact	Involvement of local actors and traditional authorities through outreach and advocacy	Local and nongovernmental stakeholders are left out of design, implementation, and monitoring	Local and NGO participation may help sustainability and monitoring of services; GBV, SBV kept in check; learning improvements sustained	Support for education of displaced populations is not maintained, not efficient, or lacks formalization	Stronger coordination between global and local solutions leads to sustainable, inclusive systems with solid gains
Technical design	Curriculum choices, language of instruction and other barriers can aggravate conflict and even violence	Qualitative analytical work to understand the hidden curriculum at work	Service delivery strategies that incorporate unreliable EdTech interventions	Designs that allow for early course correction, flexibility to avoid restructurings due to minor changes	Institutional capacity building that relies on TA that is not readily available	Bundle TA services with other sectors to make capacity building contracts more attractive	Technical solutions premised on unrealistic political conditions	

ANNEX 3. EDUCATION PORTFOLIO ON SITUATIONS OF FCV

Region	Country	Project Name	Approval	Closing	\$
AFR	Burkina Faso	Education Access and Quality	04/02/2015	07/31/2020	50.0
AFR	Burkina Faso	Higher Educ Support Project	07/10/2018	09/30/2023	70.0
AFR	Burundi	Early Grade Learning Project	05/24/2018	09/15/2023	40.0
AFR	Cameroon	Education Reform Support Project	05/01/2018	12/29/2023	130.0
AFR	Central African Republic	Emergency Basic Education Support	06/06/2018	06/30/2023	25.0
AFR	Chad	Education Sector Reform Project P2	06/21/2013	10/31/2020	65.0
AFR	Chad	Skills Dev for Youth Employability	06/21/2019	10/31/2024	50.0
AFR	Congo, Democratic Republic of	Qual. & Relevance Sec. & Tertiary edu	05/26/2015	12/31/2021	200.0
AFR	Congo, Democratic Republic of	Education Quality Improvement Project	04/18/2017	02/28/2021	100.0
AFR	Congo, Democratic Republic of	Emergency Education	06/15/2020	12/31/2024	800.0
AFR	Congo, Republic of	Skills Development for Employability	09/17/2013	03/31/2021	10.0
AFR	Congo, Republic of	Education Sector Support Project	04/28/2016	06/30/2022	30.0
AFR	Gambia, The	Education Sector Support Program	03/28/2018	12/31/2022	30.0
AFR	Guinea-Bissau	Quality Education Project	07/31/2018	10/31/2023	10.7
AFR	Liberia	Getting to Best in Education	05/17/2018	06/30/2022	11.1
AFR	Liberia	Improving Results in Secondary Education	07/02/2019	11/30/2023	47.0
AFR	Mali	Skills Development and Youth Employment	06/27/2014	06/30/2021	63.0
AFR	Mali	Higher Education Support Project	05/07/2015	12/31/2020	33.0
AFR	Niger	Skills Development for Growth Project	04/30/2013	11/30/2022	80.0
AFR	Niger	LIRE	04/06/2020	04/30/2026	140.0

Region	Country	Project Name	Approval	Closing	\$
AFR	Nigeria	Better Education Service Delivery for AI	06/20/2017	10/31/2022	611.0
AFR	Nigeria	Inno.Dev and Effec in Acq of Ski (IDEAS)	02/18/2020	06/30/2025	200.0
AFR	Sudan	GPE Accelerated Fund	05/14/2020	02/28/2021	11.6
AFR	Mali	Improving Education Quality and Results	02/23/2021	06/30/2027	80.0
AFR	Mozambique	MozSkills	09/08/2020	12/31/2025	104.0
AFR	Sudan	GPE2	11/10/2020	04/30/2025	61.5
AFR	Nigeria	Edo BESST PforR	08/25/2020	12/31/2024	75.0
AFR	Burkina Faso	Education Access and Quality AF	08/25/2020	#	100.0
AFR	Cameroon	Secondary Educ and Skills Development	07/16/2020	12/31/2025	125.0
AFR	Nigeria	AGILE	07/28/2020	07/31/2025	500.0
AFR	Congo, Republic of	Skills Development for Employability AF	12/17/2020	#	15.0
AFR	Mozambique	Moz Learning	03/26/2021	12/31/2025	160.0
AFR	Liberia	Learning Foundations (GPE)	04/02/2021	#	5.6
AFR	Cameroon	Education Reform Support Project AF	11/24/2020	#	45.0
AFR	Central African Republic	Education Sector Plan Support Project	04/27/2021	#	30.9
AFR	Chad	COVID-19 Educ. Emerg. Resp GPE Proj	02/11/2021	#	6.8
AFR	Sudan	Education COVID-19 Response	08/04/2020	12/31/2021	10.7
EAP	Myanmar	Decentralizing Funding to School	05/20/2014	07/20/2021	80.0
EAP	Myanmar	IAQE project	03/03/2020	09/30/2023	100.0
EAP	Timor-Leste	BEST	04/22/2020	06/30/2025	15.0
EAP	Tuvalu	Learning Project	06/05/2020	12/31/2025	14.0
EAP	Marshall Islands	Education & Skills	01/21/2021	01/05/2026	10.0
EAP	Lao People's Democratic Republic	LEAP	03/18/2021	05/31/2026	30.0
ECA	Kosovo	Education System Improvement Project	09/10/2015	12/31/2020	7.5
LCR	Haiti	Providing an Edu of Quality in HT (PEQH)	11/10/2016	10/30/2022	69.0

Region	Country	Project Name	Approval	Closing	\$
MNA	Lebanon	RACE Support Project	09/27/2016	02/28/2023	100.0
MNA	West Bank and Gaza	Education-to-Work Transition	05/15/2012	01/31/2022	11.5
MNA	West Bank and Gaza	Early Childhood Development in WB&G	12/18/2019	01/31/2025	9.0
SAR	Afghanistan	Second Skills Development Project	05/19/2013	06/30/2021	55.0
SAR	Afghanistan	Higher Education Project	07/07/2015	12/21/2022	55.0
SAR	Afghanistan	EQRA	09/28/2018	12/31/2023	75.5
SAR	Afghanistan	EQRA AF	03/29/2021	#	25.0
SAR	Yemen, Republic of	Restoring Education and Learning	12/17/2020	12/16/2024	100.0
AFR	Africa	First ACE Impact	03/27/2019	12/31/2023	32.0
AFR	Western Africa	African Centers of Excellence	04/15/2014	09/30/2020	89.0
AFR	Western Africa	Second ACE Impact	11/26/2019	06/30/2024	102.0
SAR	Bangladesh	Reaching Out of School Children II	10/02/2012	12/31/2020	155.0
MNA	Djibouti	Expanding Opportunities for Learning	09/30/2019	12/15/2024	15.0
AFR	Ethiopia	GEQIP-E	12/19/2017	07/31/2022	300.0
SAR	Pakistan	KP HC Project	06/23/2020	06/30/2025	200.0
AFR	Uganda	UG-Skills Development Project	04/22/2015	08/31/2020	100.0
MNA	Jordan	Education Reform Support P4R AF	06/29/2020	#	122.0
MNA	Jordan	Education Reform Support Program	12/05/2017	05/31/2025	200.0

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