

# Education Resilience Approaches (ERA) Program

A complement to the Systems Approach for Better Education Results (SABER)

Mali: Impact of the Crisis on Social Sectors  
Education Resilience RES-360° Report  
June 2014

## Critical Case Insights from Mali: Strengths and Opportunities for Education Reform in the Midst of Crisis





# Education Resilience Approaches (ERA) Program

A complement to the Systems Approach for Better Education Results (SABER)

**Mali: Impact of the Crisis on Social Sectors**  
**Education Resilience RES-360° Report**  
**June 2014**

## **Critical Case Insights from Mali: Strengths and Opportunities for Education Reform in the Midst of Crisis**





## **Research Team**

**Joel Reyes**

**Senior Institutional Development Specialist, Education Global Practice, the World Bank Group**

**Jo Kelcey**

**Education Specialist, Education Global Practice, the World Bank Group**

## **Mali Investigators**

**Mohamed El Moctar Mahamar – member, Pilot Committee, Ministry of Education**

**Coulibaly M’Batogoma Aminata Sogoba – member, Pilot Committee, Ministry of Education**

**Oumar Sékou Fofana – member, Pilot Committee, Ministry of Education**

**Adama Savadogo – member, Pilot Committee, Ministry of Education**

**Modibo Sylla – member, Pilot Committee, Ministry of Education**

**Moctar Diarra – member, Pilot Committee, INSAT-Ministry of Finance**

**Issa Bouaré – member, Pilot Committee, INSAT-Ministry of Finance**

**Dramane Traoré – consultant, Pilot Committee**

**Naffet Keïta – consultant, Pilot Committee**

**Balla Keïta – consultant, Pilot Committee**

*The findings, interpretations, and conclusions expressed in this paper are entirely those of the authors. They do not necessarily represent the views of the Education Resilience Approaches program team, the World Bank and its affiliated organizations, or those of the executive directors of the World Bank or the governments they represent.*

2014 The International Bank for Reconstruction and Development / The World Bank  
1818 H Street NW  
Washington DC 20433  
Telephone: 202-473-1000  
Internet: [www.worldbank.org](http://www.worldbank.org)  
Email: [educationresilience@worldbank.org](mailto:educationresilience@worldbank.org)

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the government they represent.

The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

#### Rights and Permission

The material in this work is subject to copyright. Because The World Bank encourages dissemination of its knowledge, this work may be reproduced, in whole or in part, for noncommercial purposes as long as full attribution to this work is given.

Any queries on rights and licenses, including subsidiary rights, should be addressed to the Office or the Publisher, The World Bank, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2422; e-mail: [pubrights@worldbank.org](mailto:pubrights@worldbank.org).

This report is the product of a collaboration between the World Bank Global Education Practice, Knowledge and Innovation Program and the Africa region. It is part of the broader programmatic economic and sector work (ESW), “Mali: Impact of the Crisis on Social Sectors”. It is also part of the various case studies prepared within the Education Resilience Approaches (ERA) program of the World Bank’s Education Global Practice. The final report has been informed by inputs and suggestions from Emanuela di Gropello (Program Leader for Social Sectors, Mali Country Management Unit), and Pierre Kamano (Senior Education Specialist, Education Global Practice). Kalilou Sylla also provided ongoing technical support for the mission in Mali.

Photos: © Jo Kelcey / World Bank.

Cover photo: Students displaced from the north of Mali have been welcomed into schools in the south, such as the three girls pictured who attend the Bolivarian School.

## Acknowledgments

The authors and research team particularly thank the peer reviewers for their insightful comments: Olav Christensen, Juan Manuel Moreno, and Venkatesh Sundararaman. External peer review was also provided by Ita Sheehy, UNHCR. We acknowledge the valuable support of Earl Hain for data entry, as well as Andrea Diaz Varela and Renata Piñedo during the data analysis stage. Restituto Cardenas provided administrative support from Washington, DC. The report was also discussed and validated with the Ministry of Education in Mali, and incorporates their suggestions which were greatly appreciated.

We also are grateful for the cooperation and effort of the staff and students of the five schools that participated in the assessment: the Sala Community School, Souban Basic School, Yirimado School, Boulkassounbougou Basic School, and the Bolivarian School. Students, teachers, school principals, parent committees, and local Ministry officials graciously allowed us into their classrooms and institutions, and provided valuable perspectives into their often difficult lives and education experiences. A significant part of this work was possible only because of their willingness to share important insights and feedback about what helped them stay in school, learn, and move forward in the face of adversities.





# Contents

<b>Foreword: Education Resilience Approaches</b>	<b>10</b>
<b>Executive Summary</b>	<b>11</b>
<b>Introduction: The Rationale for a Mali Education Resilience Assessment</b>	<b>21</b>
<b>Chapter I. Risks and Resilience Assets in the Malian Education Context</b>	<b>25</b>
I.I The Mali 2012 crisis and its consequences on education	27
I.II Perceptions of pre-existing risks and those associated with the 2012 security crisis	28
I.III The assets (strengths, resources, and opportunities) in schools and communities experiencing crisis	35
<b>Chapter II. Mobilizing School and Community-Based Resources, Strengths, and Opportunities</b>	<b>40</b>
II.I Protecting and sustaining existing community and school assets	41
II.II School-based management structures to foster and use school and community assets	42
II.III Education policies and programs to sustain community participation in schools	44
<b>Chapter III. Aligning the Education System and Relevant Services with a Resilience Approach</b>	<b>48</b>
III.I Windows of opportunity for a more flexible education system that improves access and quality of learning	48
III.II Windows of opportunity to improve the interrelation between education, nutrition, health and livelihoods	52
III.III Windows of opportunity to strengthen the education system's response to crisis	57
<b>Chapter IV. Additional Areas for Study and Evidence Collection to Support Post-Crisis Education Reform in Mali</b>	<b>65</b>
<b>References</b>	<b>69</b>
<b>Annex 1. The methodology for the rapid mixed-methods resilience assessment</b>	<b>74</b>
<b>Annex 2. Mali RES-360° questionnaire</b>	<b>77</b>

## Foreword: Education Resilience Approaches

Research and practice in situations of adversity have highlighted the importance of education in protecting at-risk children and youth, nurturing their social and emotional well-being, and supporting their learning. Resilience theory and associated evidence show that human beings have inherent strengths and coping abilities that allow them to recover, function, and transform crisis situations into opportunities. These abilities are both individual and communal, and can be nurtured by external support and services. Individuals in crisis show hope, purpose, social competence, problem solving, and autonomy. Community members can provide care, support, high expectations, and opportunities for culturally meaningful participation by school, family, and the community.<sup>1</sup>

However, resilience does not imply that children, youth, families, and communities should be left to cope with crisis on their own. Resilience also has an institutional and service provision component. Recovery, performance, and positive change in the midst of crisis require the purposeful support of social services.<sup>2</sup> Education systems, especially, can help education actors (students, parents, teachers, and principals) find meaning in adversity; find purpose in education; develop new skills and knowledge; and build positive, supportive relationships and mutual accountability. To do this, education systems need to learn about both the risks and “assets” (strengths, opportunities, and resources) present in at-risk communities.

Education systems, policies, and programs can support education communities during crises and play a crucial role in preventing and responding better to future difficulties.<sup>3</sup> A transformative definition of resilience encompasses this two-pronged approach: response to crisis and ongoing development. For example, education systems and schools can support the academic progress, as well as develop social and emotional skills in children and youth; they can engage family and community support, using school as the center for community activities; and they can help deliver other social services (health, school feeding, and psychosocial interventions). In general, education systems and schools can both protect students from different types of risks and foster their capacities, not only to recover, but also to transform their lives in the face of very difficult living situations.

Without undermining the pain and suffering that crises bring, they also can open up opportunities for education reform—reforms that can play an important transformative role from crisis to ongoing development in society.<sup>4</sup>

1 See, for example, Werner and Smith (1992).

2 See Ungar (2008; 2011; 2012).

3 See Reyes (2013).

4 See, for example, Benard (2004); Borman and Overman (2004); Cefai (2008); Comer et al., (1996); Gizir and Aydin (2009); Krovetz (2008); and Masten et al. (2008).

## Executive Summary

It is estimated that more than 350,000 Malians have been internally displaced due to the 2012 political and security crisis and its aftermath.<sup>5</sup> Thousands of students and teachers who fled from the north have been integrated into schools in the south. To better understand the experiences of displaced and host communities, the Mali education resilience assessment conducted various focus groups and applied a perception survey to 270 students, 50 parents, 43 teachers, and 10 school administrators across 5 communities in the south that were hosting displaced communities from the north. The assessment looks at both new risks and pre-existing risks aggravated as a result of the crisis, with emphasis on the consequences of displacement and economic difficulties. Its ultimate aim is to help Mali identify windows of opportunity from which to devise strategies that are relevant to both emergency responses and resilience to crises, as well as longer-term development of the education system in the whole country.

### Risks and assets in host and displaced education communities

The starting point for understanding education resilience is the context of adversity that negatively affects education communities, including students, families, teachers, and administrators. The other is the assets—strengths, opportunities, and resources—that have helped these actors cope with their difficult living situations. Understanding both risks and assets is crucial to formulate relevant programs and services that support vulnerable but resilient education communities. These programs should seek to protect existing assets from risks and foster new ones. By doing so, the potential of resilience to stimulate transformation emerges for education services, so they not only respond better to crisis, but also become more relevant for long-term development.

The displaced and host education communities in Mali pointed to a series of education, health, school feeding, and livelihood risks that they faced in the context of the 2012 political and security crisis. Most risks had manifested already before 2012, but the conflict aggravated them: the education system faced existing challenges, for example (as confirmed by secondary data), of limited access to schools, student dropout rates, overcrowded classrooms, shortage of qualified teachers, and limited training services. The same situation applied to health, school feeding, and livelihood risks as well.

This set of education, health, school feeding, and livelihood concerns seems to be related. The financial difficulties of the internally displaced communities—and the host communities as well, given the combined pressures of supporting displaced populations and the economic consequences of the crisis—undermine children’s education. Maladaptive coping mechanisms, such as taking children out of school or relying on child labor for extra family income, are common. While basic education is free in Mali, additional financial strain may come from other associated costs, such as transportation and school materials. Indeed, students and adults involved in schools (parents, teachers, and administrators) who participated in this study considered child labor a high risk, which is possibly related to the need for supplemental income in order to cope with financial pressures and food insecurity.

---

<sup>5</sup> Reported by the Internal Displacement Monitoring Center (IDMC 2013), based on estimates by the Commission of Population Movement.

Risks are only part of the story of crises, which cannot be understood solely in terms of the external threats and vulnerabilities experienced by individuals and their communities. Human beings in contexts of crisis also possess strengths, opportunities, and resources, which can be summarized as “assets.” A foundational component of any resilience assessment is the identification of assets that individuals and communities utilize to cope with and overcome adversities. Education systems can use these assets to design more relevant services that protect and strengthen the capacities of vulnerable individuals and communities—along with supportive social services to prevent risks from manifesting or mitigate their negative impact.

In Mali, displaced and host communities called attention to assets that are both intangible (such as hope and a feeling of being protected in schools) and tangible (such as community solidarity when families opened their homes to internally displaced persons (IDPs) and schools welcomed both students and teachers from the north). In many instances, schools provided the structure to bring schools and communities together. This most often occurred through the community-school management committees, called *comités de gestion scolaires* (CGS) in Mali. The flexible policies of the Ministry of Education, which allowed displaced teachers from the north to find temporary positions in schools in the south, also provided a system-wide structure that fostered school-community interactions during the crisis. Such flexibility promoted voluntarism and caring support of displaced children by teachers, during and after school.

It is important to note at the outset that community and individual assets are also vulnerable to shocks and can change overtime. For example, host families cannot support IDPs indefinitely without the help of formal social services. For this reason, the Mali education resilience assessment documented the relevant education and social programs that could sustain the identified resilience assets of schools and communities. Such supportive programs, which must already be in place in times of crisis and for the long term, include the community-based management of schools and flexible strategies that integrate relevant education, health, and livelihood programs.

## Protecting and mobilizing school and community assets

Households and communities in Mali have largely shouldered the impact of displacement and other financial difficulties tied to the political and security crisis. At the same time, they also have shown a high degree of hope, solidarity, and voluntarism. Despite these assets, however, resilience does not imply that households and communities should be left to cope by themselves. It propels education systems to look at the institutional structures and services that can support vulnerable groups in times of adversity. This institutional support is made more relevant by using and protecting existing assets, and fostering new strengths, opportunities, and resources in vulnerable but resilient communities. Institutions must also prevent maladaptive coping, such as families sending their children to work instead of to school in order to gain needed income to survive.

The 2012 crisis in Mali uncovered a strong set of community and family assets that the education sector needs to take advantage of. For example, it can build upon the positive relations seen between host and displaced communities and, at the same time, channel needed social services. To do this, the education system needs to find strategies to sustain the community solidarity expressed by host communities, the high motivation towards education shown by displaced

Malian students and families, and the caring and after-school services provided by teachers and school administrators. This is possible.

Education policies, programs, and resources can provide structures that sustain and promote the assets that schools and communities develop from working together. Mali already has in place a school-based management structure, its CGS (*comités de gestion scolaire*). These can be strengthened and aligned to further the long-term mutual support that emerged between schools and communities during the crisis. CGS can improve administrative efficiency and—critically for crisis contexts—can also promote solidarity among school and community actors. They offer guidance to education communities for making decisions that advance the well-being of students, their schools, and communities, and for working together to implement them. These decisions focus on issues of safety, social and emotional well-being, and the quality of learning of Malian students across the country—south and north alike.

For example, CGS can provide the forum where parents and other community members come together to discuss, negotiate, and agree on how to address important issues identified in the resilience assessment, such as language of instruction, relevant learning and skills for youth, girls' education, community activities to improve social cohesion, and respect for diversity, etc. School improvement plans, grants, and training (provided by national and international partners) can support CGS to implement these important decisions.

To strengthen the school-based management structures in Mali, the education resilience assessment identified three initial recommendations based on the community assets:

- 1. Agree on expanded goals for communities and families in schools, beyond the merely administrative functions, including risk protection, promotion of community assets, and student learning.** Communities are the first line of support in protecting the well-being of children and youth. They also support their learning. Education structures and policies can promote community-school relations and solidarity as policy goals for more relevant and supportive environments for students in contexts of adversity.
- 2. Make CGS structures more culturally relevant.** Presently, CGS in Mali heavily emphasize bureaucratic, administrative, and financial accounting procedures. These need to be complemented by guidelines (including materials, training, and financial resources) that facilitate the indigenous ways by which Malian communities manifest mutual support, community solidarity, and accountability. Accountability is important, but it must be expressed through innovative and local ways for each context. The CGS model in Mali could be reformed to include more culturally sensitive strategies and terminology for organization, agenda setting, planning, and participation.
- 3. Formally recognize the extended family as a structure of support for children and youth in Mali.** The assessment data showed that the extended family is a key community structure and source of support in Mali. It is therefore crucial for community-based interventions to reflect this in their program designs and mechanisms for service delivery (for example, by specifying the participation

of siblings, grandparents, uncles, and aunts in the management of schools, preparation of school plans, and school-community activities during and after school hours).

## Relevant education services and system alignment to a resilience approach

Education systems can protect, foster, and use existing assets in communities and schools that have helped both host and displaced communities cope with the recent political and security crisis. Three relevant windows of opportunity were identified by the education resilience assessment. First, the communities welcomed the flexible access that allowed students and teachers from the north to attend and teach in schools in the south. Second, the findings showed that host and displaced communities intuitively understood the relations between education, health, school feeding, and livelihoods, especially in times of crisis. Both of these opportunities, uncovered in the midst of the 2012 political and security crisis in Mali, can inform education system reform in the country. Third, in order to make long-term goals of education access, quality of education, and quality of living more sustainable, Mali should improve the response of its education system in the face of crisis.

### Windows of opportunity for a more flexible education system that can improve access and quality of learning during crises

Flexible education services can help schools and communities better respond to crisis and continue to support longer-term educational goals. Notably in Mali, the Ministry of Education's "emergency" policy allowed internally displaced teachers from the north to continue to work in the south. Thus, many schools were able to continue providing education services, despite the crisis, and welcomed internally displaced students and teachers. However, the education system was missing needed flexibilities and guidance for other issues, such as how to deliver the curriculum when students faced many lost hours of instruction and how to respond to the language mismatch between displaced students from the north and schools in the south. More elastic structures can help address these problems, as well as other inherent education system challenges, such as teacher-centered pedagogy (and gaps in teacher preparation and training) and classroom management.

The Mali education system has shown that it can be flexible in times of crisis; this flexibility should also be permanently introduced into longer-term development objectives for access and quality. These include variable school schedules, after-school classes, and even pedagogical practices outside the classroom, such as community projects, internships and mentorships, and in-classroom support by community members and families. This flexibility and participation in education delivery are as valuable in stable times as in crisis.

Research has shown that combining academic and socio-emotional activities contributes to learning (World Bank and International Red Cross 2013). Thus, in Mali, education services should broaden their focus on supporting and integrating academic, social, and emotional needs and

skills simultaneously, for example, through student-led clubs, team-based learning, community projects, and other pedagogical activities that develop and demand social proficiencies from the teaching-learning process. Similarly, emotional skills can also be fostered and modeled by caring and supportive teachers, and altruistic behavior among peers. Self-esteem, confidence, mutual care, and even culturally appropriate humor in the classroom also support learning. Interestingly, these social and emotional skills have also been identified as assets that foster resilience in children and youth (Masten and Obradović 2008, Benard 2004).

This Mali education resilience assessment revealed four key considerations for adopting flexible education approaches to improve access and equity, strengthen the quality of learning to render the education system more resilient to crisis, and fulfill long-term development:

- 1. Provide flexible education services to improve access and equity.** Building on efforts already under way, schools in Mali can adopt more flexible schools hours and competency-based assessments and equivalency (to recognize learning outside of the classroom), offer after-school activities, and design remedial programs or accelerated curriculum for over-age children or those at risk of dropping out.
- 2. Organize learning priorities and curriculum delivery.** Quality learning is not necessarily promoted by a demanding curriculum (too many courses, too many subjects, too much content for short school hours, etc.). However, establishing a minimum amount of time for each core subject and content area is important. This can be done in the primary levels by guaranteeing that children can read and write well at the end of the second grade, providing foundational learning for more advanced content, reducing memorization of content, and including time for discussions and applications.
- 3. Integrate social and emotional activities with academic learning.** Social and emotional competencies contribute to the overall well-being of children and youth by helping them cope with chronic exposure to violence and improving their academic performance. Infusing academic instruction with social and emotional instruction helps develop social skills and demands that students interact with other students and the community at large.
- 4. Provide opportunities for peer-to-peer support.** Given the high levels of peer camaraderie mentioned by both students and adults in the surveys, approaches that make use of peer support in the classroom may be especially effective in the Malian context. Providing teachers with skills and activities to facilitate peer-to-peer learning can help institutionalize this asset over the longer run. Reforms to teacher training programs, in line with this more student-centered approach, are needed. In the present context of mass internal displacements, for example, host students could support catch-up classes for displaced students, and displaced students in turn could help host community students with their French.



## Windows of opportunity to improve the interrelation between education, school feeding, health and livelihoods

The participants in this study intuitively recognized the numerous interrelations between education, health, school feeding, and livelihoods (both subsistence and income generation). Holistic approaches are needed to ensure that communities play a more effective role in the education of their children and young people. For example, school canteens and classes that teach skills for livelihoods are especially important and largely missing in education interventions in stressed areas of Mali. Schools are central structures in Malian communities and are natural spaces for integrative social services that support education, school feeding, and livelihoods. More broadly, there is also scope for integrating services at the local community level.

The Ministry of Education in Mali recognizes the importance of providing both education and school feeding services in schools. This is reflected in the government policy to support and expand the availability and functionality of school canteens. The school meals program, however, lacks a nationally harmonized implementation framework and resources for follow up and reporting. The recent establishment of a department dedicated to the school meals program was unfortunately stalled by the onset of the latest crisis, which affected the implementation and consolidation of the strategy. However, the cross-sector vision and initial strategy combining education and school feeding exists as an education system asset. It now can benefit from political engagement and advocacy on school meals at all levels. The strategy has to be adopted and implemented by different actors, which will require concerted efforts in communication, awareness raising, training, and sustainable financing. A long-term education and school feeding strategy, moreover, can be well served by making use of the community and schools assets identified in this study: community solidarity, CGS, and teacher motivation and support.

In terms of the cross-sector relations between education and livelihood support, a number of public policies demonstrate the Malian government's willingness to assist the poor and the vulnerable. This is illustrated by policies for youth employment, technical and vocational education and training, and social protection frameworks. However, the achievements remain fragile and a significant proportion of the population will be left out if innovations are not developed, particularly for safety nets and skills-development opportunities. Safety-net interventions are not targeted at the poorest, are small in scale, and are designed as temporary interventions. Youth employment programs need to be integrated and coordinated among different agencies, and the existing skills development programs need to be scaled up to absorb the growing demand for training, in coordination with the labor market and in partnership with the private sector. The role of schools and communities in a national program of youth skills and employment should be explicitly spelled out as well.

Five key considerations arose from the Mali education resilience assessment to facilitate and integrate the support of schools and communities for education, school feeding, and livelihood skills services:

1. **Consider school meals programs as a foundation for learning.** In revitalizing the school meals program in Mali, it will be important to consider the educational objectives of this program. Notably, while school meals are largely conceived of as



a way to promote access to education and retain students, they can also positively impact cognitive abilities and learning outcomes through better school feeding and guaranteed meals. There are also applications to the curriculum, such as offering practical courses on health and school feeding, incorporating vegetable gardens as an applied learning tool, etc.

## **2. Coordinate school feeding and health for holistic impact and sustainability.**

School meals programs can also link to other complementary services to provide more holistic support to vulnerable communities. School canteens provide opportunities for other services, such as deworming and providing micro-nutrient supplements (as popular health interventions). Another creative approach is for the school to provide take-home food rations to the most vulnerable children and their families. This can serve as a form of conditional “cash” transfer to alleviate the financial burden of purchasing food stuffs for families living below the poverty line. Similar to cash-transfer programs, take-home meals can be conditioned upon regular school attendance.

## **3. Utilize the education system’s comparative advantage in skills development.**

A comparative advantage of the education sector in supporting the livelihoods of vulnerable populations is its contributions to skills development—both short-term and long-term. Schools can provide relevant short-term training to youth and even to community members. A curriculum that incorporates short technical skills courses can also be the foundation for more structured technical programs offered by post-secondary schools and the private sector. These skills can become protective assets in times of adversity and the basis for accumulative lifelong productive learning for students.

## **4. Use school-community assets to support school meals programs and skills training.**

Community-level assets present in Mali can support the design and implementation of programs for school meals and productive skills, for example. In school meals programs, canteens can be run with greater community involvement: local mothers can participate in preparing and delivering food, and school gardens can supply food, while giving students an opportunity to learn about sustainable agricultural practices and local food options.

Teaching productive skills can also be supported by community members. CGS members who participated in this study were parents with occupations, such as business managers, farmers, tailors and seamstresses, mechanics, etc. They could teach and support short skills-development courses. In more urban communities, the private sector can be a source of internships and mentorships.

## **5. Coordinate with safety nets.**

The education sector can be a good ally for safety-net programs that seek to protect vulnerable populations from economic shocks. Schools provide a central community space, not only in stable times, but especially in times of crisis. During emergencies, different school actors can identify beneficiaries, monitor support for affected children and youth, and help protect all children, for example, by keeping them in school and providing them with routine

and familiarity in the midst of chaos. The role of the education sector in these types of programs is one of coordination and integration with other key services, such as meals and food programs, emergency health services, and subsistence help. Down the line, it may be worth envisaging a system of cash transfers conditional on school attendance.

## Windows of opportunity to strengthen the Mali education system's response to crisis

The pre-existing and new risks related to the 2012 crisis have major implications for the overall response capacity of the education system. For a more proactive response, the education system in Mali can strengthen its capacity by integrating its national and local emergency response strategies. This combination is important in light of the findings of the education resilience assessment, which points at the local assets that help education communities cope with crisis, and at the national programs and services necessary to use, foster, and protect community and school strengths, opportunities, and resources.

To be effective, emergency responses to crisis must link to the long-term management of the education sector, which should have planning strategies and flexible mechanisms in place. In the education system, these flexible mechanisms include a first line of response at the community and school levels. Some specific emergency response strategies are the flexible deployment of teachers, flexible school hours, and flexible curriculum delivery at times of crisis, as well as the coordination of education services with health, security, safety nets, etc. Reactive interventions are important, but so is the preparedness of community, school, and education system for the eventuality of crisis and overarching prevention strategies. Better coordination across education, school feeding, health, livelihoods, safety net, and other sectors can build on the relative gains and windows of opportunity to improve response capacity.

The Mali education resilience assessment found six key considerations to strengthen emergency response and prevention strategies within the education system:

- 1. Improve coordination with other sectors.** The limited inroads that have been made in terms of cross-sector coordination should be consolidated in Mali. (National-level coordination was identified as a weakness in the preparation of the national monitoring and evaluation strategy.) In addition to institutional willingness and structures, national coordination and planning can be heightened through local partnerships that holistically address community concerns around education, food security, health, income generation, etc.
- 2. Strengthen and support school and community first line of response.** In general, immediate crisis response is initially addressed at the community level, where schools can be a key structure through which to coordinate response. To support this, school plans and community participation are crucial—in particular to define the ways in which communities (and extended family structures) can protect vulnerable children and youth in times of crisis. In turn, the education system must provide appropriate support to school-community structures, such

as the CGS, as well as emergency funds to be used at time crisis. This is particularly important, given the depleted resources in Mali's communities, to ensure that the financial and material burden of crisis does not lie with already vulnerable families.

**3. Involve CGS members in the local planning process.** Using existing community-school structures, such as CGS, can improve the reliability of local emergency response plans. CGS, given their recognized and predetermined role in crises, are better positioned to communicate their goals and objectives, and strengthen their local relevance. To support the CGS in school-based emergency response and prevention plans, approaches can be designed that share areas of authority across CGS members (maintenance, new infrastructure, school materials, school schedule, curriculum, teachers, school canteens, etc.), that ensure that school emergency plans address not only actually occurring risks but also latent risks, and that involve CGS in simple but systematic collection of relevant data about risks and assets present in schools and communities.

**4. Prepare education strategies for resettlement and relocation needs in advance.** In addition to instituting policies to promote the management and safe return of IDPs to the north, policy makers also need to consider the availability and relevance of education services in place. These services must adapt and respond to how the recent crisis undermined the social fabric and altered the nature and concept of community for local people. Especially in the north, education programs should include components for social cohesion strengthening and positive community interactions.

**5. Improve crisis response capacity at the national level.** The education system is one of many state actors that play a key role in times of emergencies. The requisite cross-sector coordination implies inter- and intra- education sector planning, coordination, and adequate and timely resources. Explicit government commitments to crisis response, planning, and monitoring must include both national emergency services and national support to schools and communities as first line of response. This is only possible with broad coordination across providers of technical assistance: the Ministry of Education, nongovernmental organizations (NGOs), universities, and international humanitarian and development agencies.

**6. Scale up successful humanitarian and crisis response innovations.** Successful humanitarian interventions, which can provide important inputs to bring models to scale, must be identified. In particular, these models should provide a longer-term foundation to connect emergency response readiness to the education system and address key issues of quality, community participation, complementary programs, and even planning processes. Some of the previous recommendations on flexible strategies for school management, programs, and community participation can provide this bridge between humanitarian response and ongoing development. At times of crisis, such as the recent one in Mali, transition strategies should capture lessons learned to consolidate positive models of response and fill in weakness gaps.

As a general conclusion, this education resilience assessment in Mali pointed to the importance of documenting not only the risks and threats brought about by the 2012 crisis but also the tangible and intangible strengths, opportunities, and resources within schools, families, and communities. Documenting such assets as community solidarity, teacher voluntarism, and student peer relations, which emerged in the face of the 2012 crisis, not only illustrated how communities cope on their own in Mali but also how they can inform national education services to better respond to crises and can become more relevant over the long term. We propose that key national programs be made more effective by incorporating flexible strategies and community participation that have been shown to be relevant for both long-term education development and crisis response.



# Introduction: The Rationale for a Mali Education Resilience Assessment

The education resilience assessment for Mali was conducted within a wider programmatic study and technical assistance framework, “Mali: Impact of the Crisis on Social Sectors” (World Bank, 2013c). The broad assessment and action plan supported by this framework crosses the education, health, and social protection sectors. Initially, however, the resilience assessment placed particular emphasis on the education sector and school actors (students, families, community, teachers, and administrators).

As a component of a larger crisis-impact study, this assessment introduces a resilience lens to identify both the risks brought about or accentuated during the recent political and security crisis in the country,<sup>6</sup> and the community and institutional assets that have helped displaced and host communities cope with it. This focus on risks and assets is fundamental to a resilience approach, and they are indeed interrelated. Risks imply the possibility of danger, harm, and loss in the context of existing threats and vulnerabilities. Assets are inherent ongoing strengths and opportunities, and also available resources and services that protect from risks and promote desirable outcomes (well-being, education achievement, health, etc.). Protecting recognized assets and fostering new ones in individuals, communities, and organizations, therefore, can mitigate the manifestation of impending risks and support on-going development. This dual goal of crisis response and continued development defines the transformative nature of resilience.

In education resilience, we stress how the education system protects and fosters the assets of local school actors, but resilience also suffuses the institutional level, contributing to the policies, programs, and resources that address the protection and educational development needs of students. In this Mali education resilience study, the education communities<sup>7</sup> of interest are those displaced from the north, due to the 2012 political and security crisis, and those in the south hosting them. However, we also extrapolate lessons learned for the overall education system of Mali.

Resilience is a complex and contextualized process. Given its multiple meanings, a context-specific understanding and application of resilience is warranted. For the purpose of this study, the team of Mali education professionals and local consultants, facilitated by the World Bank Education Resilience Approaches (ERA) team, defined education resilience and its associated outcomes as “the longer-term transformation of our education system to address both education related risks existing before the recent crisis of 2012, which were aggravated by it, and the newly created risks due to the political and security crisis. [“Resilience” is]...our education system transformation (to rebuild better) by identifying, protecting, and using the assets of both host and displaced education communities (students, parents, communities, teachers, and principals) to address present needs and mitigate or better respond to future crisis, while improving education outcomes in the long term.”

<sup>6</sup> While Mali has experienced several crises over the last few years, the focus of this study is the effect of the 2012 political and security crisis on the country.

<sup>7</sup> “Education communities” refers to the students, families, teachers, and administrators interacting within one community (town, village, neighborhood), and is used interchangeably with “school actors.”

The local definition of resilience, as applied to Mali, aligns with a transformative understanding that not only refers to better coping during crises but actually places a premium on growth and ongoing development. It is precisely the assets (strengths, opportunities, and resources) that are identified in the midst of extremely difficult situations that can add value in the longer term to education communities and systems.

## The rapid assessment approach

This study benefitted from the RES-360°, a rapid mixed-methods assessment methodology focused on resilience. A team of local researchers and Mali Ministry of Education staff, supported by the ERA team, interviewed students, parents, teachers, and school administrators in two host communities in the south. The interviews and focus groups explored the displaced Malians' perception of the risks they experienced and the assets that helped them cope with displacement and the economic consequences of the crisis. Their feedback informed a locally designed resilience survey that was used to triangulate their opinions with a larger number of participants (from three additional schools in which host communities had taken in displaced students and families). Together, the qualitative interviews and the perception survey also identified those education services that were considered most relevant to protect host and displaced communities and foster longer-term education reforms.

### The RES-360° Assessment Tool

The [RES-360° tool](#) identifies the risks and assets in the education sector, pointing to paths away from risks and toward resilience. The tool provides a systematic and sequential process for collecting and analyzing qualitative and quantitative data. It starts with interviews and focus groups of education actors, which are the basis for designing a local survey of a larger sample of participants.

In Mali, the qualitative phase explored and identified the risks and assets relevant to two carefully selected host communities and schools in the south. The quantitative phase validated this exploratory data with approximately 400 participants across rural and urban settings. (See annex 1 for the methodological details.)

This report has four chapters. Chapter I presents the data collected from participating school actors about the risks they faced as a result of the crisis and the assets they used to cope. Chapter II extrapolates some of the implications of these risks and assets for school-based management structures and programs in Mali. Chapter III presents some initial recommendations for aligning relevant education policies and programs in Mali with a resilience-based approach. Chapter IV briefly guides the reader to additional relevant research questions and topics that could further support the education reform process in Mali. These areas would also build upon the initial exploratory findings of this rapid assessment.

## The 2012 Malian crisis

In March 2012, a military coup ousted the democratically elected government of Mali. Shortly after, northern Mali was seized by extremist groups. Under the mandate of the United Nations Security Council, a coalition of Malian and foreign troops launched military operations in northern Mali in January 2013. A Transitional Government of National Unity was subsequently formed and recognized by the international community, with the mandate of restoring sovereignty over the entire territory of Mali and organizing fair and transparent national elections (in July 2013). These



unprecedented events constituted the most severe political and security crisis faced by Mali since its independence in 1960.

Mali is no stranger to crisis. As a landlocked country in the Sahel region, it is vulnerable to the negative effects of climate change, experiencing recurrent droughts and desertification. Its demographic growth is high, but its population density is extremely low, especially in the north. The Malian economy is characterized by a few exports (gold, cotton), which makes it vulnerable to commodity price fluctuations. The combination of these risk factors has exposed the country to several external and structural shocks, including a prolonged food insecurity crisis.

This context of environmental and economic risks was compounded by the March 2012 military coup. Northern Mali was seized by extremist groups that established a religiously strict and violent occupation. This crisis and the ensuing French-led international military operation, which disrupted the insurgents' occupation, resulted in massive displacement of civilians from the north, both as refugees into neighboring countries and internally displaced persons (IDPs) into communities in the south. The majority of IDPs have been hosted by extended families and through ethnic community ties. This crisis has also had a severe economic impact.

As of March 2014, significant progress has been made towards resolving the crisis, with regard to re-establishing territorial integrity and democracy. Peace talks are also ongoing. Following the military intervention of the Malian and foreign troops—led first by France under Operation Serval and then by the UN's (July 2013) Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)—control has been regained over the entire area between Gao and Tombouctou, and access to main northern cities has been reestablished. Additionally, fair and transparent presidential elections took place in July and August 2013, resulting in a newly elected president. The National Assembly was elected in two rounds between November and December 2013.

These positive developments, accompanied by a very substantial surge of overseas development assistance funding in 2013 (following the Paris meeting on Mali), point to a gradual resolution of the political, security, and related economic crises. In 2013, following the security-related economic disruptions in 2012, economic growth rebounded to 3 percent, up from a meager 1 percent in 2012, which may further accelerate in 2014.

However, many challenges remain, especially the considerable uncertainty about the magnitude of the economic impact of the political crisis in 2012 and the subsequent recovery since 2013. While security has improved, the risk of renewed violence and guerrilla-type conflict remains high, deterring many displaced households from returning to the north. Unemployment is also projected to increase and poverty will undoubtedly worsen. After a decline from 55.6 percent in 2001 to 43.6 percent in 2010, the poverty rate is estimated to have increased to 46 percent of the population by 2012, increasing the number of the poor by 7.2 million. As a further indication, the first post-crisis household surveys suggest that per capita consumption decreased in southern regions from spring 2011 to spring 2013, except in Bamako.

The Mali education system today faces a three-pronged challenge: 1) address the educational risks and vulnerabilities existing before the crisis, 2) address the critical needs that the 2012 crisis itself brought, and 3) address its own mandate to improve education access and quality. These combined needs are most apparent in communities in the south that are hosting displaced

populations from the north. Both host and displaced groups are demanding access to social services. In general, the crisis has placed additional strains on service delivery in the south, as well as on the financial and material resources of host communities. The education sector has a crucial role to play in dealing with these heightened vulnerabilities related to the crisis in the short term, but it must also continue to confront longer-term challenges of education access and quality that predated the current conflict. Assessing and addressing both short- and long-term needs require a combined approach.





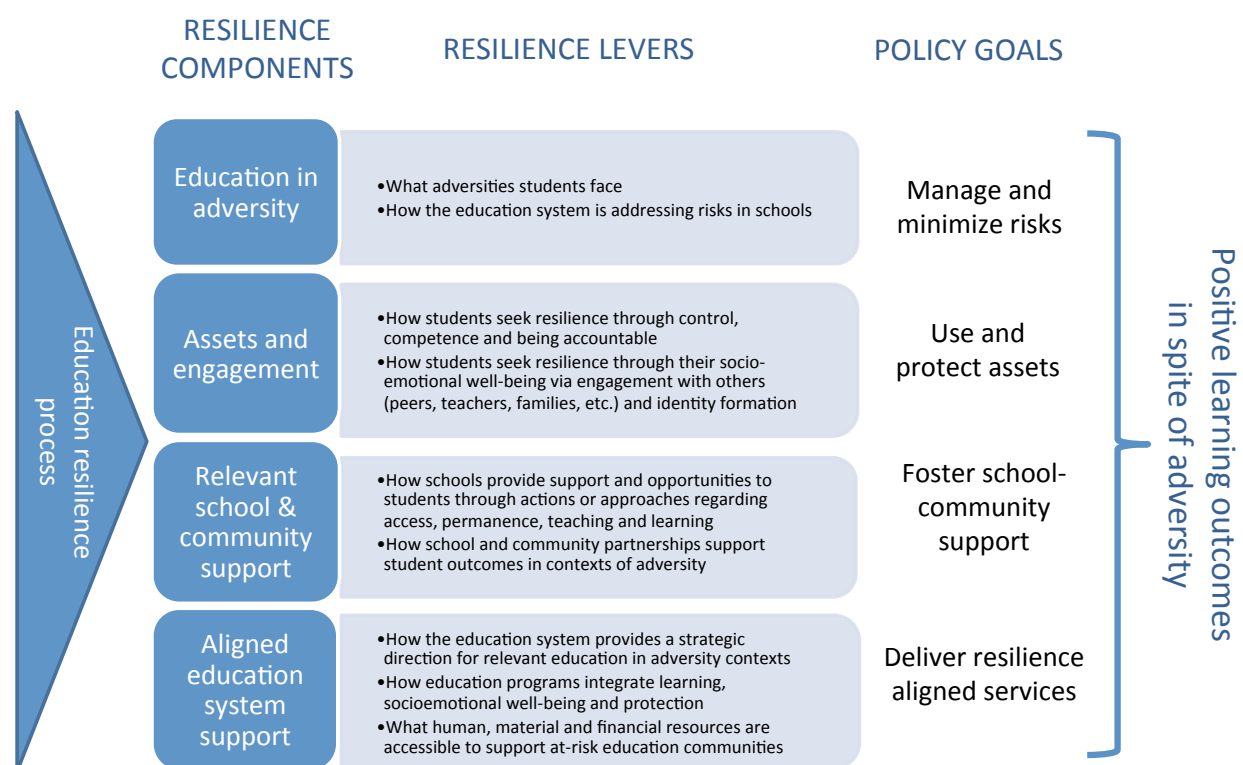
# I. Risks and Resilience Assets in the Malian Education Context

The Mali education resilience assessment adds to the existing body of evidence to sustain a resilience lens and framework within education systems prone to crises. The findings are in line with the education resilience approach to education policies, illustrated in figure 1.

In general, the education resilience approach recommends that Mali's education system should strive to develop policies and programs with the following goals:

1. Manage and minimize risks.
2. Use and protect school and community assets.
3. Foster school-community support.
4. Deliver resilience-aligned education services.

**Figure 1**  
**The Education Resilience Approaches Conceptual Framework**



The starting point for understanding education resilience is the context of adversity that negatively affects school actors—students, families, communities, teachers, and administrators. The other is the assets—strengths, opportunities, and resources—that have helped them cope with their

difficult living situations. Understanding both risks and assets is crucial to formulate relevant programs and services that support vulnerable but resilient communities. In the case of this education resilience assessment in Mali, we applied our acquired understanding of risks and assets to host and displaced communities created as result of the 2012 political and security crisis.

The findings of the risks and assets in this chapter represent feedback from five purposefully selected host and internally displaced communities in the south of Mali.<sup>8</sup> There are two interrelated reasons for this focus. First, social services in the south, which were already weak, have been under significantly more strain trying to accommodate the massive (and probably protracted) influx of IDPs from the north of the country. It is therefore important to capture this important consequence of the crisis.

Second, the risks and assets of displaced populations in the south identified in this report can guide reintegration policies and programs in the north. At the same time, the sample also allowed us to capture the broader consequences of the crisis (notably the economic consequences) on already vulnerable communities of the south (such as access to schooling), and to distinguish new risks from aggravated pre-existing risks. The delivery of social services in Mali in the short to medium term will need to address both the impact of the crisis and the still longer-term unmet education needs.

Section I.I provides further facts on the 2012–2013 Mali crisis, emphasizing the initial impacts on education inputs and outcomes.

### Mixed-Method Research Design

A mixed-method research design capitalizes on the strengths of qualitative and quantitative data, which we used in this study. Initially, we involved education communities (students, parents, teachers, and school administrators) to help identify the risks and assets they perceived through interviews and focus groups. We purposefully selected two communities in the south of Mali that were hosting displaced people from the north. Subsequently, to validate further these exploratory findings, a survey was prepared that listed these risks and assets and was conducted in three additional communities. The final purposeful sample totaled five communities in the south.

The quantitative phase validated the initial exploratory qualitative data with approximately 400 participants across rural and urban settings.

### Locally Designed RES-360 Questionnaire

The locally designed RES-360° questionnaire captured the level of risks and assets perceived by host and displaced education actors, and the opinions of students, parents, teachers, and school administrators. Regarding risks, the questionnaire included items asking about the frequency of manifested risks (or the possibility of a risk becoming a real problem). It also queried to what extent these risks were aggravated by the crisis. Regarding assets, the questionnaire included items about the frequency of assets (or their availability) and how important they were to the participants. The pilot questionnaire used a 5-point scale, which was later converted to a 3-point scale to simplify analysis. (See annex 1 for methodological details).

<sup>8</sup> “Purposeful sample” refers to specifically selected study participants based on their life experiences. These samples are not probability and statistical samples, and are inherently small. Their validity rests on the knowledge and contributions they can make to an increased understanding of a specific phenomenon, based on their lived experiences. For a mixed-methods approach, both qualitative and quantitative data can be collected from purposefully selected participants (Tashakori and Teddlie 2010).

Section I.II reports on the risks perceived in the education system, many of which predate the 2012 crisis. While IDPs required education services, host communities commented that their education needs before the crisis were still unmet. Nonetheless, they recognized that the new security risks and the eminent threats and vulnerabilities created by displacement—especially the psychological, physical, and economic hardships experienced by children and youth forced to leave their homes and communities—had to be addressed. In particular, most participants intuitively understood the inter-relations between the risks that threaten education, health, school feeding, and their livelihoods.

Section I.III, in line with a resilience approach, details the assets or the ways that internally displaced and host communities have coped with their difficult living situations. It discusses how these assets overwhelmingly pointed to community solidarity, as exhibited by the host communities welcoming the displaced population, the support from extended families, and teacher voluntarism. It also discusses institutional-level assets, including the flexibility provided by the education sector allowing displaced students and teachers to access schools in the south. The institutional assets defined exemplify the crucial role of education systems in protecting, fostering, and using school and community assets to enhance both the responses to crisis and long-term development goals.

## I.I The Mali 2012 crisis and its consequences on education

Even before the crisis, Mali was far from achieving the Millennium Development Goal in education. The primary education completion rate in 2012 was only 55.3 percent, compared to a sub-Saharan average of about 70 percent. The quality of learning was also poor. The recently published PASEC data (assessment conducted in 2011) showed that in second grade, only 33.2 percent of students were able to read and understand a simple sentence, while 44.2 percent had the required competencies in math. At the end of grade five, 13.4 percent of students performed satisfactorily in French, but less than 10 percent performed satisfactorily in math. Gender inequality also remains high, with fewer than 8 girls enrolled in basic education for every 10 boys. The quality of teachers is also a huge concern, since around 75 percent of teachers are not qualified in primary education (PASEC 2004).

The crisis has further aggravated access to quality education. Initial data show that the occupation in the north has created significant constraints on school attendance, particularly for girls; caused infrastructure damage, with 140 schools and 8 offices damaged or destroyed; created a shortage of learning materials; and forced the exodus of qualified teachers (about 5,000 teachers were displaced from the north). Indeed, 2013 estimates indicated that about 54 percent of schools in Gao, Tombouctou, and Kidal were not functional, which has resulted in significant drops in access to educational and other services for communities in the north. By May 2013, about 100,000 students had no access to education.<sup>9</sup> Decreased access to education is further corroborated by data on the 2012/2013 school year, which indicate a gross enrollment ratio (GER) of about 30 percent in Tombouctou and 14 percent in Gao. This is down from a high in 2010/2011 of 77 percent in Tombouctou and 98 percent in Gao.<sup>10</sup> The primary completion rate also decreased substantially, from 30–40 percent in 2010/2011 to 10–20 percent in 2012/2013.

<sup>9</sup> Data shared by Education Cluster for Mali (2014).

<sup>10</sup> Mali Ministry of Education (2014).

On a more positive note, initial data on the 2013/2014 school year (still to be fully validated) show a GER climbing back to about 50 percent, and completion rates on the order of 20–25 percent in Tombouctou and Gao. This is in part related to the partial return of displaced teachers (although the teaching force reported in 2013/2014 in both regions still only represented about 30–40 percent of the initial numbers) and students. The situation, however, is still far from returning to pre-crisis levels.

At the same time, it is estimated that the crisis led to approximately 120,000 displaced students in primary and lower secondary grades, of which around 35,000 have moved to the south. About 90 percent of these 35,000 internally displaced students eventually managed to enroll in a school in 2012/2013 (UNDP 2013). Enrollment rates were also high for displaced students who did not return to the north as the crisis waned in 2013/2014. While it indicates the success of granting access to education to displaced children, this massive inflow of new students in the south is expected to remain an issue for the 2014/2015 school year—and potentially longer, until the north is secure and teachers have fully returned. These new students are placing tremendous pressure on already overcrowded facilities in the south, adversely affecting overall access and quality of education, on top of the growing economic constraints.

Data on the 2012/2013 school year show notably declining GER in primary education in Bamako (from 116 percent in 2010/2011 to 90 percent in 2012/2013) and Segou (from 79 percent in 2010/2011 to 70 percent in 2012/2013). These rates, which have continued to decrease in 2013/2014 (85 percent in Bamako and 55 percent in Segou), likely also reflect broader economic straits. The primary completion rate is also falling: for instance, Segou rates have fallen from 56 percent in 2010/2011 to 37 percent in 2013/2014.

This evidence also points to a poor and deteriorating learning environment in the south with, according to 2013/2014 data, classroom sizes of about 50 students on average. Bamako reports almost 70 students per class, with more than 80 students in many schools. These findings were confirmed by the survey, which has helped clarify both pre-crisis and crisis-induced risks, as well as some of the coping strategies of affected communities.

## I.II Perceptions of pre-existing risks and those associated with the 2012 security crisis

The initial focus groups conducted with displaced and host students, parents, teachers, and administrators listed a series of risks they faced across education, health, school feeding, and livelihood domains. Special concern for girls was also mentioned, especially in terms of education access, but also protection from harassment (table 1). In education, limited access, school drop-outs, overcrowded classrooms, lack of qualified teachers, and limited training services were challenges that predated the crisis. The same is true for health, school feeding, and livelihood risks. What is important to note, however, is that these three types of services—education, health, and income generation—were deemed critical in times of crisis, according to both host and displaced communities. Intuitively, both communities considered these services, along with the focus on girls, as qualifying for emergency response measures, as well as long-term development.

Two types of risks were stressed as directly associated with the 2012 security crisis. One set of

risks had to do with large displacements caused by the armed conflict in the north, plus other associated tensions, such as lack of subsistence means, fears of integration in host communities, and negative impacts on young people (including psychological trauma and dropping out of school). The other type of risks concerned support services during the crisis. Displaced populations were especially worried about the closure of schools and limitations of other support services (table 1) for health and livelihoods in the midst of the security crisis and armed conflict in the north, but the host communities were equally apprehensive about them.

Focus groups with the first two participating host and displaced communities provided the basis for locally designing the RES-360° survey. To triangulate their opinions, the survey was then applied to almost 400 participants in three additional host communities.

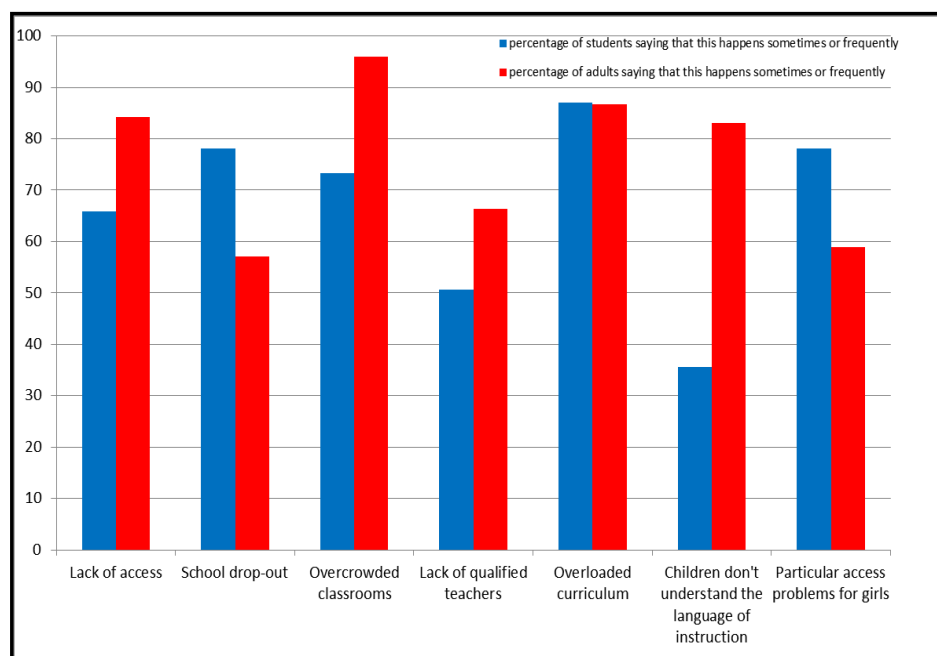
**Table 1**  
**Overview of Risks Identified by the RES-360° Exploratory Sample**

Risks before the crisis and aggravated by the crisis	Risks due to the crisis
<ol style="list-style-type: none"> <li><b>Education system and teachers</b> <ul style="list-style-type: none"> <li>Lack of access to school (host residents and displaced people)</li> <li>School drop-out (infrequent attendance and total drop-out)</li> <li>Overcrowded classrooms</li> <li>Lack of qualified teachers</li> <li>Insufficient in-service training for teachers</li> <li>Lack of training for CGS</li> </ul> </li> <li><b>Health and school feeding</b> <ul style="list-style-type: none"> <li>Malaria</li> <li>Lack of sanitary facilities near the community</li> <li>Not enough to eat (no school canteens)</li> <li>Lack of hygiene kits (from NGOs)</li> </ul> </li> <li><b>Livelihoods</b> <ul style="list-style-type: none"> <li>Loss of livelihoods or unemployment of parents</li> <li>Child labor</li> </ul> </li> <li><b>Gender-related issues</b> <ul style="list-style-type: none"> <li>Lack of access to schools for girls in particular (e.g., early marriage)</li> <li>Harassment of girls</li> </ul> </li> </ol>	<ol style="list-style-type: none"> <li><b>Armed conflict, displacement, and associated tensions</b> <ul style="list-style-type: none"> <li>Displaced communities and lack of subsistence means</li> <li>Integration problems</li> <li>Negative impacts on young people</li> </ul> </li> <li><b>Lack of emergency response capacity</b> <ul style="list-style-type: none"> <li>Closure of schools</li> <li>Limitation or cessation of services</li> </ul> </li> </ol>

### Manifestation of new education risks in host and internally displaced communities and effects on pre-existing education risks

The RES-360° survey also reported two education risks directly resulting from the crisis: 1) problems with displaced students understanding the language of instruction in the south; and 2) a demanding curriculum.

**Figure 2**  
**Education Risks Manifested in Communities Hosting IDPs in Southern Mali**



Education community actors reported that the displacement severely impacted pre-existing problems in the education system. Host schools in the south that were already struggling with overcrowded classrooms had to make space for additional students. Host teachers with varying levels of qualifications had to support additional academic and socio-emotional demands from students in very difficult living situations. Curriculum delivery was disrupted during the school year, resulting in fewer classroom hours with which to complete the planned content.<sup>11</sup>

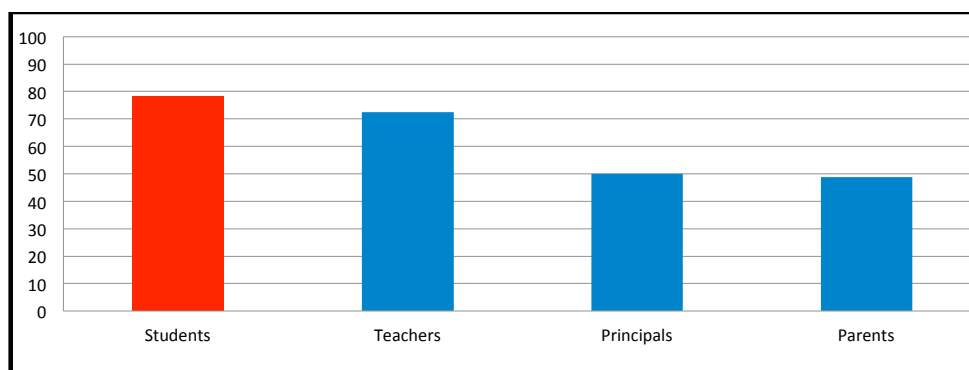
The education resilience assessment also showed that, in the multilingual context of Mali, displacement makes the language of instruction a new challenge. In many areas of the south, the new curriculum under implementation uses Bambara as the predominant language of instruction. For most IDPs from the north, Bambara is not their native language. This is a more significant problem for younger displaced children, whose schooling thus far has been largely in French and who need to attend the early grades in the south taught in Bambara. Because French is the language of instruction in higher grade levels in the south (secondary school), integrating northern youth into southern schools has been less problematic in this regard.

Finally, concerns about girls' access to education raise important equity and inclusion considerations that were present before the 2012 crisis and still need to be addressed. Interestingly—with the caveat that these are purely illustrative results, given the small sample and the difficulty of comparing responses across stakeholders—the survey reflected that students and teachers were

<sup>11</sup> A 2010 study (Mali Ministry of Education) on effective learning time showed that, on average, students are losing 30 percent of the official learning time per year. With the crisis and IDP phenomenon of 2012, the loss of learning time has been exacerbated, especially for displaced students. In addition to the limited time to deliver the academic curriculum, two syllabuses still co-exist: a renovated one in local languages and the old one in French.

well aware of the gender difference in access and considered it a risk that has been increasing during the crisis. Although parents and principals considered girls' enrollment a risk, they did not consider it to be more prominent during the crisis (figure 3).

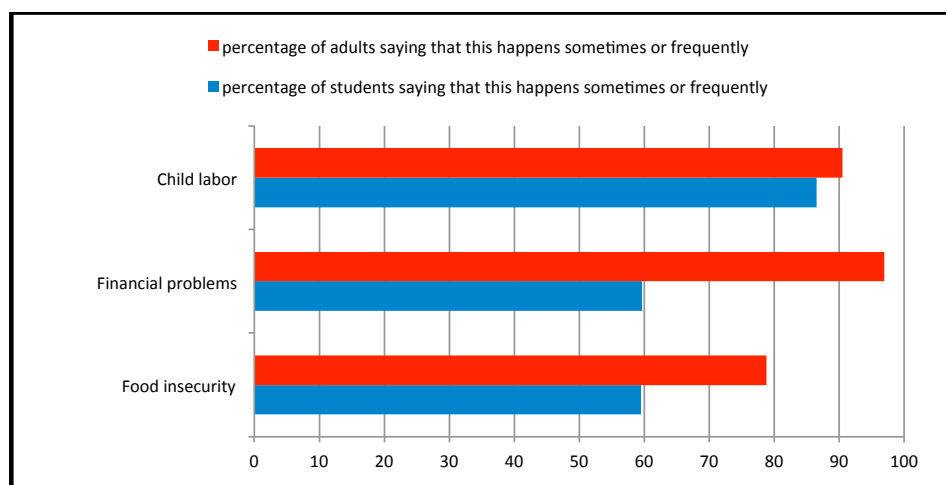
**Figure 3**  
**The Risk of Reduced Education Access for Girls during the Crisis**  
(% of response)



### Manifestation of pre-existing and new health, school feeding, and livelihoods risks in host and internally displaced communities

In addition to the education risks, other social and economic risks presented problems for the education communities in Mali. Economic and livelihood concerns of child labor, financial problems, and food insecurities were noted as growing more severe as result of the crisis (figure 4). This was recognized and felt not only by adults in the communities surveyed but also by students (again with the caveat of the small sample).

**Figure 4**  
**Financial and Food Insecurity Risks Manifested In Communities Hosting IDPs in Southern Mali**

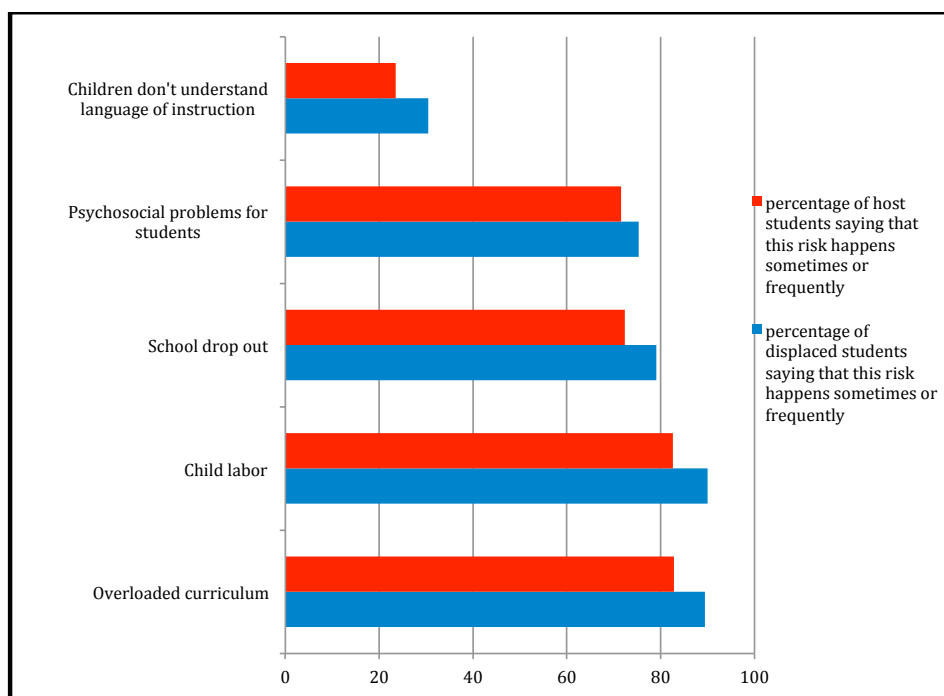




The data show a strong correlation between education and livelihood concerns. Financial difficulties experienced by IDPs and the additional pressures of supporting displaced populations on host communities—plus the broader economic effects of the crisis felt by both—combine to undermine children’s education. Maladaptive coping mechanisms appear, including taking children out of school or relying on child labor for extra family income. While basic education is free in Mali, financial pressures may come from other associated costs, such as transportation and school materials, as well as the opportunity cost of having a child in school rather than contributing some type of support to the household. The survey data also show that both students and adults perceive child labor as a high risk, possibly related to the need for supplemental income in order to cope with financial pressures and food insecurity.<sup>12</sup>

Finally, it is important to note that displaced students and displaced teachers especially see the important interplay among education, health, and livelihoods in terms of risks and assets. For students, not understanding the language of instruction, not being able to cover the academic curriculum, and risking dropping out of school are closely linked to psychosocial problems and child labor concerns (figure 5). Displaced teachers commonly cited psychosocial problems due to displacement and the marginalization of IDPs, along with closure of education and social services, and a lack of follow up by CGS (figure 6).

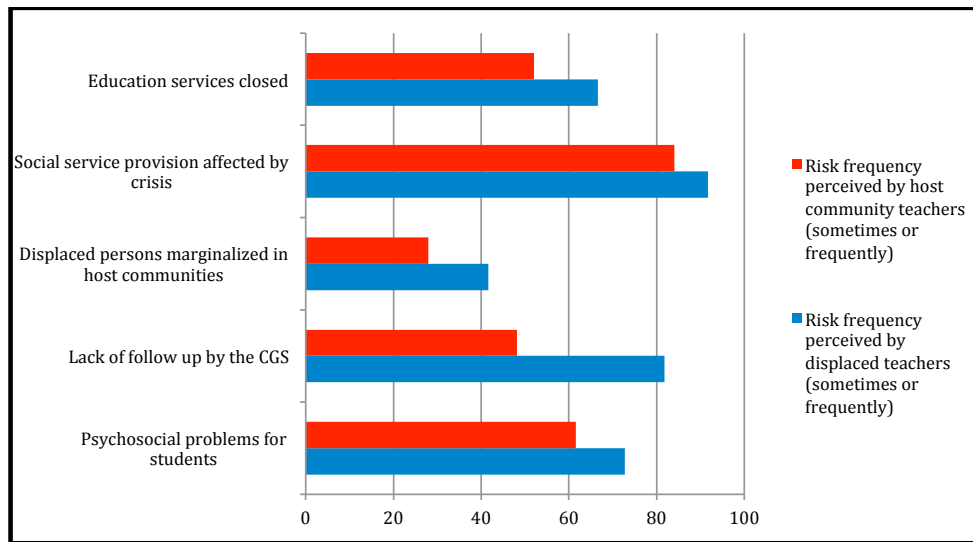
**Figure 5**  
**Five Risks that Displaced Students Perceived as More Prominent than Host Students**



<sup>12</sup> Food insecurity has long been a problem in Mali and the existing weaknesses have been heightened as a result of the crisis. The impacts of this in education are twofold: implementing a school meals program is not only an important incentive for children to attend and stay in school, but other research has highlighted its positive impact on cognitive abilities and learning outcomes (Bundy et al. 2009, 23).



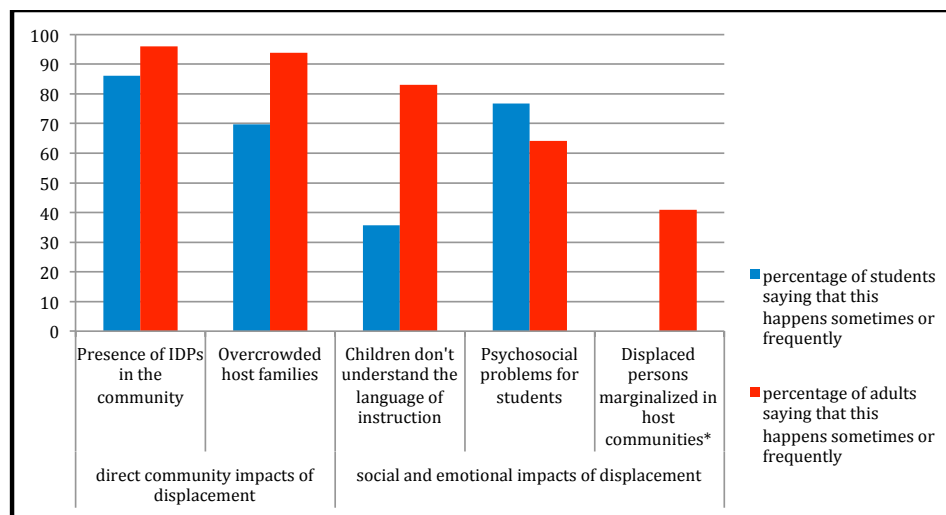
**Figure 6**  
**Five Risks that Displaced Teachers Perceived as More Prominent than Host Teachers**



### Manifestation of new risks brought on by the 2012 political and security crisis

The RES-360° data showed that students as well as the adults within education communities were concerned by the negative impact of forced displacement caused by the political and security crisis in Mali. This concern also included the psychosocial problems affecting students, as well as the potential for tension over limited resources in host communities that are supporting those displaced (figure 7). The data suggest that the majority of the displacement impact has been shouldered at the household level.

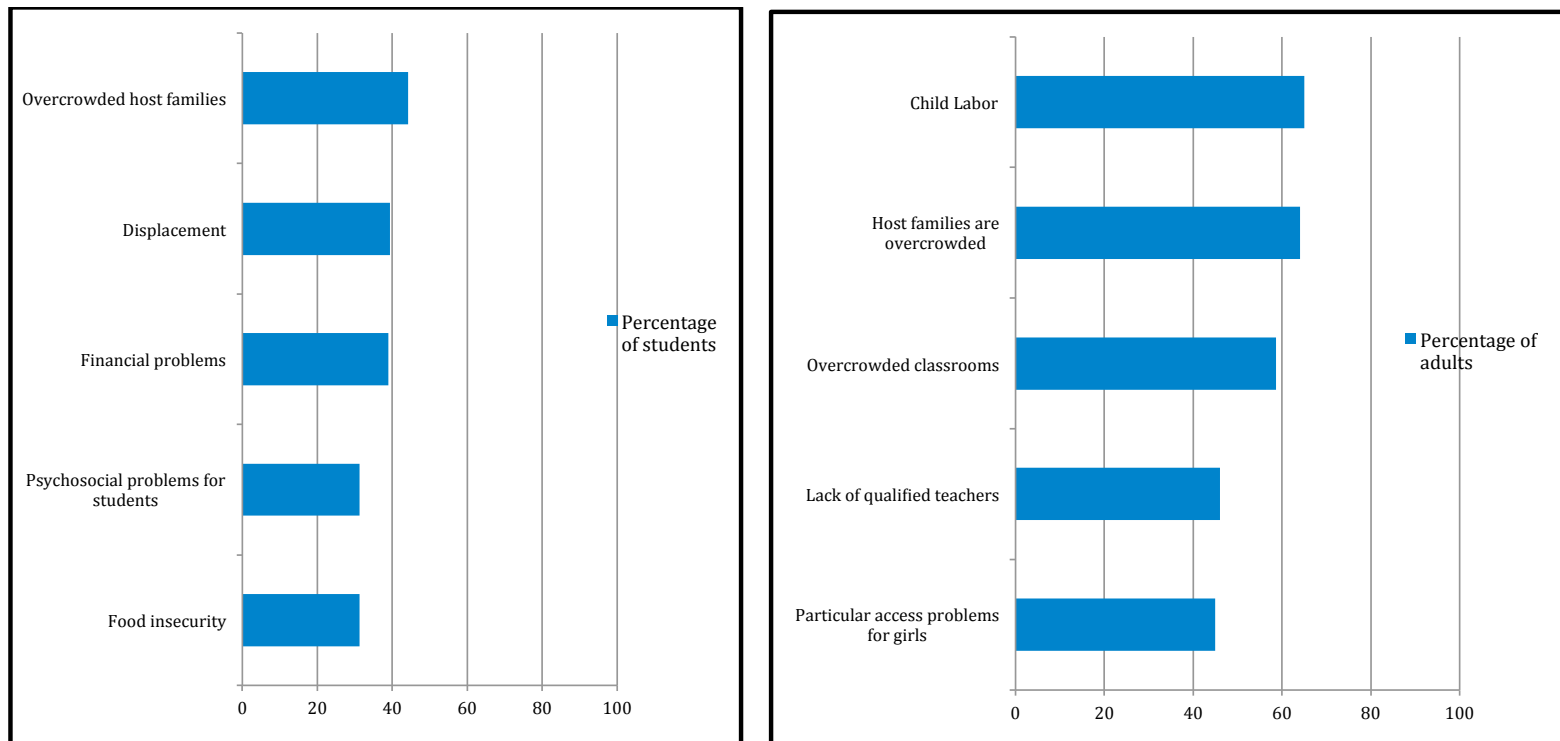
**Figure 7**  
**Security-Related Risks Manifested by the Recent Crisis: Displacement and Related Impacts**



\*This question was only asked of adults.

People displaced from the north to communities in the south placed additional or new constraints on those education and social problems existing before the 2012 crisis. Principals, teachers, and school administrators especially noted the depletion of already limited school resources (classrooms and teachers), as well as the financial constraints at the household level (overcrowded homes and child labor). These were reflected in the data from students, who also mentioned mental health and lack of food as worsening after the crisis (figures 8a and 8b). These effects are also a reflection of the broader economic implications of the crisis.

**Figure 8**  
**Top Five Risks Related to the Security Crisis, as Expressed by Students and Adults**



## I.III The assets (strengths, resources, and opportunities) in schools and communities experiencing crisis

Risks are only part of the story of crises. Crises cannot be understood solely in terms of threats to the environment and communities, and increased vulnerabilities of individuals. Human beings in contexts of crisis also possess assets in the form of individual and community strengths, opportunities, and resources, which can be tapped to prevent risks or mitigate their impact. Understanding and identifying these assets is crucial to the design, relevancy, and implementation of programs and services that are important components of a social-ecological<sup>13</sup> understanding of resilience—derived from institutions, systems, communities, and individuals.

Education systems can use these assets to design more relevant services that can prevent known and new risks, and strengthen capacities of vulnerable individuals and communities to cope with and overcome adversity. Schools' main objectives are to support access, permanence, and a quality teaching and learning process. But schools also exist within a communal context. They can be catalytic actors to protect children and youth, as well as provide them the cognitive, social, and emotional skills they need to better navigate the adversities in their lives. This is best done when education systems align their own institutional assets (policies, programs, institutions, and resources) with assets present in education communities.

In Mali, the displaced and host students, parents, teachers, and administrators participating in the focus groups listed a series of strengths and opportunities, which helped them face the risks arising from the 2012 security crisis (table 2). They uncovered prominent community assets ranging from the intangible—such as hope and a feeling of protection in schools—to the tangible—such as opening schools, support from school staff, and wider societal solidarity of welcoming IDPs into their homes and communities.

It is important to note at the outset that community and individual assets are also vulnerable to shocks and can change overtime. For example, host families cannot support IDPs indefinitely without the help of formal social services by the government. However, identifying assets uncovers the available opportunities to align education and other formal services with them. Institutional support can protect existing community assets and support the emergence of new ones before, during, and after crises. For this reason, the RES-360° assessment also documents relevant education and social programs that can sustain schools and communities in times of crisis and in the long term: community-based education services, flexible and relevant education programs, and health and subsistence support.

---

13 “Social ecology” refers to a complex approach to understanding human and social behavior as influenced by multiple and interacting layers and processes across individuals, families, communities, institutions, society, state, and culture. It originates in Urie Bronfenbrenner’s ecological system theory.

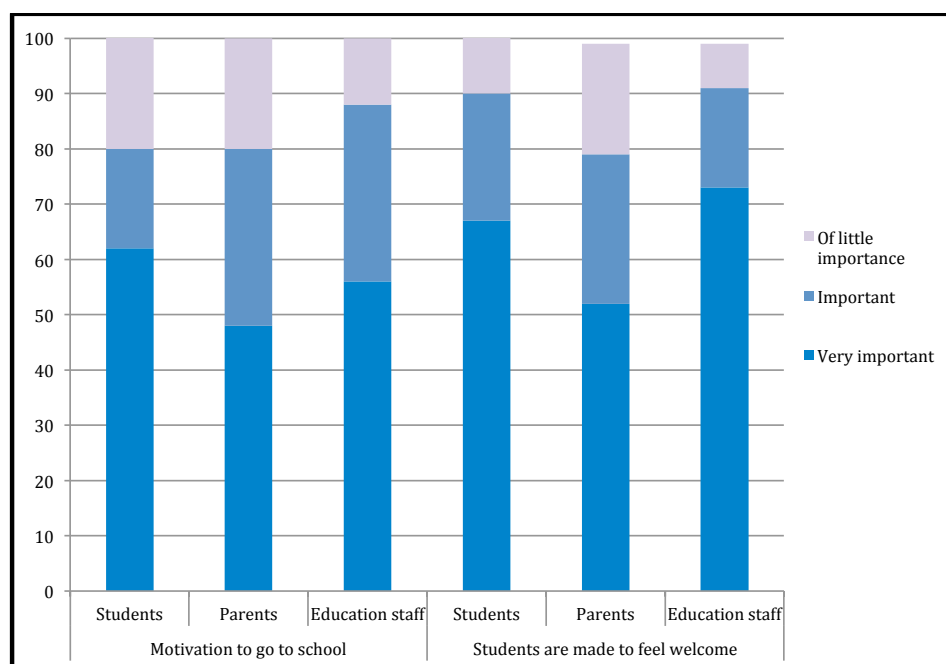
**Table 2.**  
**Overview of Assets Identified by the RES-360° Exploratory Sample**

Community-based assets (risk-management approaches)	External sources of support (possible resilience-promoting strategies)
<p><b>1. Motivation associated with education</b></p> <ul style="list-style-type: none"> <li>In spite of the difficulties, there is still a strong desire to attend school.</li> <li>Students feel protected by the school routine.</li> </ul> <p><b>2. Support and solidarity of the host community</b></p> <ul style="list-style-type: none"> <li>Solidarity between community members</li> <li>Friendships and camaraderie between displaced students and resident students</li> <li>Language as an integrating factor (for displaced students)</li> <li>Family support (the support of extended families and family friends; ideally the continuation of regular family life with both parents)</li> </ul> <p><b>3. School-community mutual relations</b></p> <p><i>Management: community to school</i></p> <ul style="list-style-type: none"> <li>Community management (school-community relations)</li> <li>Community participation (payments and contributions)</li> <li>Administrative structure supplied by the school (routine plus the support that comes from being part of a system)</li> </ul> <p><i>Management: school to community</i></p> <ul style="list-style-type: none"> <li>Displaced teachers organizing informal after-school classes</li> <li>Engagement and commitment of teachers (required and voluntary)</li> <li>Provision of financial support by head teachers</li> </ul>	<p><b>1. Relevant education initiatives</b></p> <ul style="list-style-type: none"> <li>Community mobilization and school management implemented by communities</li> <li>Flexible education programs (curriculum, delivery of pedagogical services, and evaluations)</li> </ul> <p><b>2. Health and school feeding initiatives in schools</b></p> <ul style="list-style-type: none"> <li>School meals programs (school canteens)</li> <li>Psychosocial support (whole school approaches, referrals and other services, and critical case management)</li> </ul> <p><b>3. Subsistence means</b></p> <ul style="list-style-type: none"> <li>Programs teaching job and market skills for youth</li> <li>Revenue-generating activities in communities</li> </ul> <p><b>4. Crisis prevention and strategic response</b></p>

## Demand for education in the midst of crisis

Although hope and motivation are intangible assets, they are the foundation from which people recover from crises and continue to perform throughout it. In both the focus groups and the RES-360° survey responses, participants reported that being motivated to go to school and feeling welcome and accepted provided strength to cope with the difficult living situations (figure 9). These intangible assets may reflect also a sense of safety and protection by students from being in school, as well as a sense of the value and life purpose that education instills in students.

**Figure 9**  
**Importance of Individual Assets for Students (% of response)**



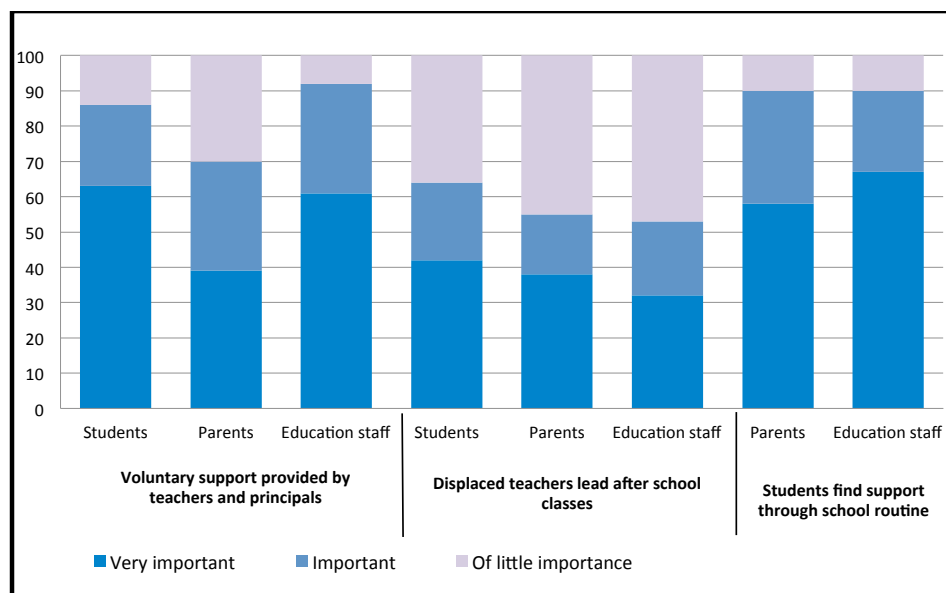
Note: For this analysis, teachers and directors were combined into one group, “education staff”.

### Support provided by school staff in host communities

Support from school staff was noted as an important asset for IDPs and host communities, such as displaced teachers from the north leading after-school activities in host community schools. School-led activities and routines—during and after school—play a crucial care-giving role in very difficult times, as the structure and staff provide a sense of safety for students.

In the focus groups, the commitment and dedication of teaching staff were recognized by students, parents, teachers, and administrators alike. Data from the RES-360° survey showed the relative importance that students, parents, and education staff placed on the value of (in descending order) school routine in times of crisis, voluntary support provided by school staff, and after-school activities (figure 10).

**Figure 10**  
**Importance of School-Based Assets to Students, Parents, and Education Staff**  
 (% of response)



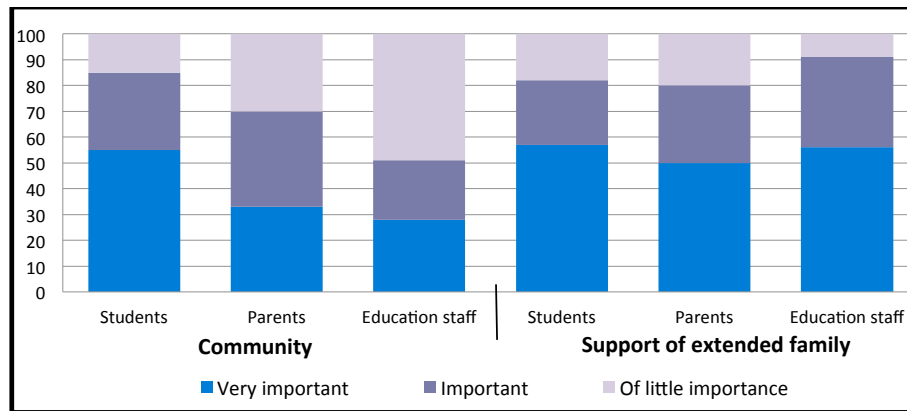
Note: For these analyses, teachers and directors were combined into one group, “education staff”; and students were not asked the last question on school routine.

Finally, a government directive allowed displaced teachers from the north to continue teaching in schools in the south. These teachers became an important asset, as noted by many students, especially through their leadership of after-school activities. The “easy teacher transfer” policy provided not only a safety net for displaced teachers but also supplied students with teachers who understood the extreme adversity they experienced from their displacement. The role of displaced teachers in leading after-school activities and remedial classes were an asset noted by the majority of students, parents, and teachers themselves (figure 10).

### Support provided by the host community and extended family

Outside school, significant support for IDPs also came from the wider community and, in particular, extended families. The extended family structures—as conceived in the Malian culture—seem to be especially important and have been the main mechanism for safety nets in the south for families displaced from the north. Although the study participants noted the importance of general community support and extended family support, the latter was considered most important (figure 11).

**Figure 11**  
**Importance of Community and Extended Family Support for Students, Parents, and Education Staff (% of response)**



Note: For this analysis, teachers and directors were combined into one group, “education staff”.

The particular importance of extended family support points to the need for social services that focus more on community-based interventions and participatory approaches. Communities and extended families represent not only a safety net mechanism during times of adversity (for both IDPs and residents) but also an asset to the ongoing development of the education system in Mali. The existing community-participation structures, such as CGS, provide channels through which to strengthen the protective and development role of communities and families in education systems.

Students from Boulkassoungou  
 Public School preparing to fill out the  
 education resilience questionnaire.



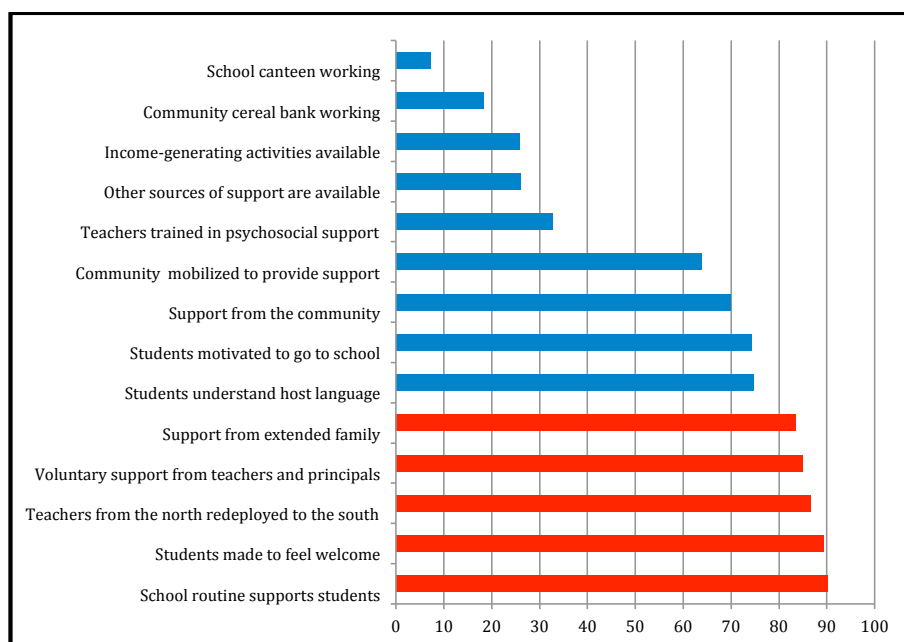
## II. Mobilizing School and Community-Based Resources, Strengths, and Opportunities

We turn now to the institutional policies, programs, and resources that can protect and foster the assets found in education communities in Mali. Targeted education and social interventions can both address impending risks and enhance the positive role that communities, families, and schools play in the education process. Chapter II discusses policies and programs specifically focused on community participation.

Households and communities in Mali have shouldered the majority of the displacement impact, while at the same time displaying crucial assets of solidarity to manage the crises threatening at-risk Malians. Despite these assets, however, resilience does not imply that households and communities should be left to cope by themselves. Institutional structures and services can and must support them. Resilience research has shown that the coping skills and competencies of individuals, families, and communities in contexts of adversity are not merely innate, but also need to be fostered and supported if they are to augment state-level provision of relevant services and resources for at-risk populations (Ungar 2011).

Mali has a strong culture of community and family assets that need to be protected, nurtured, and above all used. Indeed, of all of the assets identified in the RES-360° survey, the most significant are community support structures (figure 12). Continuing to foster social cohesion—as well as the respect and value for diversity—remains an asset in times of crisis and as a foundation for longer-term development and peace.

**Figure 12**  
**Relative Availability of School and Community Assets, as Expressed**  
**by All Adults Interviewed (% of response)**





Can education systems continue and internalize the enthusiasm for attending school felt by displaced Malian students and families? Can schools take advantage of the welcome support and tangible assistance provided by host communities? Can teachers and administrators be motivated to care for students in difficult life situations and even support after-school and community activities? The answer is unequivocally yes. Education policies, programs, and resources can provide the structures and guidelines to sustain and uphold community solidarity.

## II.I Protecting and sustaining existing community and school assets

Both displaced and host communities participating in the Mali education resilience assessment saw the importance of school-community relations, especially in adverse, uprooted living situations. Schools were seen as spaces for safety, learning, encouraging social and emotional skills, and bringing children, youth, their extended families, and teachers together in difficult times. The Malian education system can protect and continue to foster the positive impact of schools and communities working together, recognizing that its ongoing support of host communities is necessary for the return and resettlement needs of displaced populations, and its own long-term development.

Protecting and sustaining the identified community and school solidarity assets is also useful for containing possible rising tensions. A story of forced displacement in the Sahel region (GFPD 2013) noted that community support to IDPs is two-edged. It is an important asset, but also can be a latent risk: social cohesion tensions can materialize when host communities are stretched to a breaking point and lack external support.

The RES-360° data confirmed the presence of strong community support in Mali, but the bulk of the crisis cannot be absorbed indefinitely at the community level alone. The fact that IDPs have been accepted and supported by host communities, rather than housed in temporary encampments, is indicative of strong community dynamics. Yet the influx of displaced persons from the north has altered the very nature of community across Mali. Cities, towns, and villages in the south now contain more people, and this situation is reducing the availability of resources for both existing residents and new arrivals. Without parallel provision of compensatory social services, these changes in demographics may well lead to community tensions over allocation of resources and competing needs (which the initial 2013/2014 statistics on access to school in the south already seem to be pointing to). This will rapidly grow more severe, as it seems more and more likely that the situation will persist for some time, given the continual security threats in the north.

At the same time, beyond the primary need for greater security, a number of other factors will come into play when displaced children return home. The regular, reliable education services and structured school routine (which takes into account both their academic and socio-emotional needs) that existed before—and secure and stable communities—have been decimated in the crisis areas of the north by violence and people fleeing the conflict. In addition, education system structures that promote positive community-school relations still have to address the pre-crisis demands for education access and quality.

Longer-term policies, structures, and resources are necessary to protect and sustain the community solidarity and mutual support that rose to the fore during the security crisis. Community-based structures that channel and support the implementation of public services is one important mechanism to both sustain positive host and displaced community relations and, at the same time, channel needed social services.

## II.II School-based management structures to foster and use school and community assets

In order for the education system to tap into the potential of the identified assets, including schools and communities working together, it needs to provide relevant support structures. Fortunately, Mali already has existing school-based management committees—the CGS—in place, that can be strengthened and aligned to bolster the cooperation between schools and communities. Mali’s CGS must step forward and take advantage of the windows of opportunity<sup>14</sup> that have opened because of the crisis.

When given the guidelines and structure to do so, school-based management committees, such as Mali’s CGS, can help guide education communities to take decisions and work together to implement them. Decisions can be made on issues of safety, well-being, and the quality of learning of Malian students across the country—the south and the north alike. Examples of school-based management structures that are useful to promote school-community relations exist in many countries. Consisting of education community members, they offer school improvement plans, subsidies for school budgets, guidance manuals, and training.

These structures, procedures, and tools work best when contextualized within each country and situation. Nonetheless, globally, two main approaches have influenced the direction and focus of school-based management committees. One is an administrative and management efficiency model that focuses mainly on school maintenance and financial administration—which is important but limited. The second approach involves models that can also respond and focus on the ways school and community act together to provide the safety for children and youth in the community and foster their social and emotional well-being, as well as helping teach useful learning and skills.

In Mali, the CGS are already in place in about 6,000 schools, composed of parents, teachers, and representatives of local governments. They are an opportunity to strengthen school-community relations in the aftermath of the recent crisis and for the future. For example, CGS can provide the forum to bring parents and other community members to discuss, negotiate, and agree on the role of education in their communities. These conversations between the school and the community can expand beyond maintenance and administrative issues to touch upon other important issues identified in the resilience assessment, such as language of instruction, relevant learning and skills for youth, girls’ education, community activities to improve social cohesion and respect for diversity, etc. School improvement plans, grants, and training (provided by national and international partners) can support CGS to implement these important decisions. These recommendations are substantiated by examples of school-based management structures—in El

14 For a discussion on windows of opportunity for positive change amidst crisis, see Nicolai (2009).

Salvador, Nepal, Afghanistan, and around the world—that have risen from contexts of violence, conflict, or generalized adversity (see box below, and box in Chapter II.III).

### Models of Community-Based Schooling in Crisis: Examples from Nepal and Afghanistan

Research on community involvement in education shows positive findings. Communities can be instrumental, not only in providing access to education, but also in using the strength of traditional and local community structures to help re-open schools and provide safer learning environments, even in the context of ongoing violence. As Mali looks to transition its community schools and improve the relevance and cultural sensitivity of its CGS, lessons from successful community-participation models in other crisis contexts may offer some insights for reform. The Afghan model is characterized by incremental transition and the development of community initiatives. These are then developed further and scaled up through coordination and external support until finally community models can be integrated into national policy and education systems (World Bank EQUIP; and Sullivan-Owomoyela and Brannelly 2009, 59–60.)

**Nepal.** Nepal has a long history of community participation in education. Nonetheless, in the 1970s, it initiated a disastrous centralization policy for the more than 8,000 schools. A combination of remoteness, diversity, and weak government capacity resulted in teachers regularly abandoning classrooms; inability of the government to provide adequate financing (while community resources dried up); and a plummeting quality of education. In 2001, in the midst of an internal conflict in the country, decision-making power for schools was transferred back to a community-management model. This was supported by the World Bank-financed [Community School Support Project](#), launched in 2003 (World Bank 2009).

The first step was to encourage communities to take back the management of schools by providing a one-time government incentive grant. The second was to transform the role of the government from being a provider of education to a facilitator. The results of these reforms have been heartening. From 2003 to 2009, net primary enrollment rose from 84 percent to 92 percent. Gender parity improved from 83 percent to 98 percent during the same period. More than 9,000 schools transferred to community management. At the current rate of transference, the goal of achieving community management for all public schools by 2015 appears attainable (World Bank 2009).

**Afghanistan.** In Afghanistan, community-based education has long been a response to conflict and low education access rates. The participation of communities in Afghan schools is holistic, rather than just administrative. Parents and community members cooperate to ensure the safety of students (especially girls), maintain school premises, and support teachers in the classroom. This participation is supported by the Ministry of Education through the formation of school-management committees (SMCs), grants for school construction and maintenance, and training and supervision of SMCs and schools. The SMC members are both men and women, who reflect the composition of the community and who take the lead in engaging the community and encouraging involvement in education activities (Dubovyk 2008).

The lessons learned from global experiences, as well as from the risks and assets related by the participants in the Mali education resilience assessment, provide evidence that school-based management structures can succeed in fostering solidarity and mutual support in times of crisis. They can also serve as the institutional and legal structures to support community participation in schools in the long-term.

## II.III Education policies and programs to sustain community participation in schools

This section expands further on improving the CGS model in Mali, recommending ways to align CGS structures closer to existing community and culturally relevant assets in order to create safer and more successful schools. It also provides suggestions and concrete steps to launch improvement strategies. The data collected by the education resilience assessment shows that there is significant variance in the role of Mali's CGS.<sup>15</sup> In some communities, the CGS has mobilized to respond to the crisis, but in others they have remained dormant. This reflects the disparities in, and constraints to, CGS functioning, which was confirmed by secondary data<sup>16</sup> showing that only about 1,869 CGS are fully functional. Sharing lessons and good practice across CGS will be important to capitalize on the learning of the functional CGS.

Mali has a rich history of community participation, evidenced through the presence of community boards in schools, their management of school grants, the availability of training materials and manuals to guide the community's role in schools, and a long tradition of schools being at the center of community life. Mali clearly shows high potential to improve on its CGS model, given the importance of the school, family, and community supports attributed by children and adults alike in displaced and host communities. These existing structures need to be reviewed in light of the risks and assets framed within a resilience approach.

Based on the education resilience assessment and the international evidence, we offer four recommendations to CGS structures to build on Malian host and displaced community assets:

- 1. Protection and education goals.** As for any management structure, the first function of the CGS is to identify the goals for their schools. The RES-360° survey pointed to three types of goals that seem relevant to schools across Mali: 1) promoting learning and completion of school cycles for all children, 2) rallying community support to increase access of girls and other marginalized groups to education, and 3) monitoring and mitigating local risks to avoid repeated crises.

The education system can guide the CGS to think more holistically about their role through promotion campaigns, training, and even grants earmarked for specific objectives. For example, in Colombia, the Ministry of Education offers grants to its school management committees to finance small community projects for social cohesion (convivencia) and quality learning.

- 2. Culturally relevant participation approaches.** The CGS system in Mali can continue to promote and seek the participation of families, extended families, and community members. This is best accomplished when the structures, processes, and rules of participation are culturally sensitive. Countries, such as Rwanda, sought indigenous approaches to consolidate their community participation objectives. (See box on local and culturally relevant innovations that features Rwanda in Chapter III.) For example, Mali could consider formalizing participation of elders,

<sup>15</sup> Forty percent of parents who responded to this question were CGS members, as well as one director and two teachers.

<sup>16</sup> Mali Ministry of Education (2013).

traditional forms of community discussion and meetings, and use of radio programs or other oral traditions with folk stories to promote community participation in school. Strategies to promote school-community relations should be defined by each country and be based on the local culture, language, and customs. Training manuals and an extensive strategy for guidance of the CGS already exist in Mali. These materials could be revised to reflect more culturally sensitive participation strategies and even structures.

**3. Community participation as an education and crisis response asset.** In fragile and conflict-affected states, communities play a key role in the provision of education. Indeed, some of the most effective models of school-based management and community schooling originated as innovative local responses to the cessation or limitation of education services due to conflict and violence. Although social services in Mali have been significantly compromised by the crisis (or terminated in the most extreme cases), it is also clear that the crisis has shed light on the key role played by community-based support. For example, the RES-360° data showed that displaced and host communities strongly agreed on the importance of community-school relations and participation, but they also requested that CGS be more active and relevant. This request can be extrapolated to the entire system to support and improve the relevance of the structures in place for community participation in schools.

**4. Formally recognizing the extended family as a structure of support for children and youth in Mali.** Building on the above recommendations, Mali should consider the sociocultural norms already present in the communities, which recognize how much extended families support children and youth (also shown in the RES-360° data). It is thus crucial for community-based interventions to reflect this in the design of their programs and their mechanisms for service delivery. In other words, community-participation structures in Mali should incorporate extended families into the decision making, planning, implementation, and accountability of the mechanisms that support students, their safety, social and emotional well-being, long-term enrollment in school, and positive learning environment. In Western contexts, the focus of school-community relations is usually on parents, but Mali may benefit more from expanding the range of the adults in the community who participate and advocate for children and youth.

### Institutionalized Learning on Community–School Relations in Post-Conflict El Salvador

This case study on the role of community participation in the post-conflict period in El Salvador provides some succinct examples on how education systems can learn from indigenous-born solutions to fulfill education needs in times of crisis.

During the war years in El Salvador, due the absence of any formal education services, communities organized themselves to teach children how to read and write. Community members offered their homes or physical space elsewhere in the community as make-shift classrooms, and community committees were established to gather resources and identify educators. Much like the community school program in Mali, this practice was later formalized after the conflict by the elected government, which created schools with formal structures for parental and community participation.

This program, called EDUCO, provides important lessons. Of note, the principles below supported the education system structures and helped sustain the school-community relations that bloomed during the time of crisis in El Salvador.

#### Learning from the crisis phase

- *Recognizing adversity and its impacts.* During the early post-crisis days, the government of El Salvador realized that the conflict had fundamentally changed community needs related to education. It needed to rethink how it supplied existing education services, which were unattractive and did not reach the most vulnerable communities.
- *Recognizing and supporting the new community structures and dynamics.* During the post-war transition, efforts were made to systematically introduce education in rural communities and specifically re-integrate key caregivers from the war period, local educators, and refugees returning from neighboring countries.

#### Institutionalizing community capacity and indigenous knowledge

- *Consolidating local capacities.* Community educators were supported by gradually adding other educators who had higher levels of academic qualifications and training. This process was not simply imposed, but guided by the local communities (through the Coalition of Communities and Resettlement). They decided whether to continue to operate schools along traditional lines or whether to open the schools up to other members of the community who could be teachers.
- *Ensuring locally relevant community participation.* Throughout this process, attention was paid to the particular patterns of community involvement of families and their sociopolitical principles. This helped ensure a shared vision and accountability for education. It was deemed essential that members of the community participate in the educational process and that they assess the experience as it unfolded.

#### Providing the institutional and legal framework

- *Progressively strengthening the leadership role of the Ministry of Education.* This was achieved through dialogue with grassroots organizations about how to support the operation of the schools and establish mechanisms to gradually transition them into the formal system. Through this process, the government was able to conduct a survey to map the popular schools and demographics. It developed and accelerated a popular certificate program to allow all educators to complete three years of secondary school. It implemented advanced training programs for teachers with high school qualifications. And it designed a professional development program that gave each area of the country more flexibility in requiring training methods with more rigorous content and academic demands, and proficiency tests for teachers engaged in self-



learning processes.

- Establishing a supportive legal framework. A supportive legal framework was established to address previous laws that did not facilitate the education transition process and did not involve the community in the selection and appointment of teachers (with recognition by the Ministry of Education).
- Focusing school-community efforts to expand access and ensure quality. While the government sought to expand rural coverage, it also introduced a clear focus on quality throughout the educational system, systematizing curriculum reform, teacher training, and assessment, and improving services for the most vulnerable.

Source: Meza (2009).

A focus group conducted by the Mali investigators for the education resilience study.



## III. Aligning the Education System and Relevant Services with a Resilience Approach

Chapter II focused on how education systems can protect, foster, and use the assets of the community and schools within CGS and school-based management structures. Education system reform in Mali can also be well served by these assets. Chapter III discusses how the opportunities uncovered in the midst of Mali's 2012 political and security crisis—flexible government education policy and the inter-relations between education, health, nutrition, and livelihoods services—can contribute to education system reform in Mali. Such reform should account not only for attaining long-term education access and better quality of education but also for improving the education system's resilience to crises, especially establishing more proactive response mechanisms to emergencies.

In addition to improving the CGS discussed previously, three strategies that take advantage of windows of opportunity are relevant to both emergency response and resilience to crises, and longer-term development of the education system in Mali:

1. Provide flexible education strategies for access and quality.
2. Form partnerships to sustain complementary programs, such as school meals, skills development, and safety nets.
3. Institutionalize a crisis-response plan and monitoring system.

The particular focus for these three additional areas should be on how to gear existing structures toward the longer-term strengthening of the education system, while at the same time fostering resilience and education outcomes together. For each programmatic intervention, the next section discusses recommended next steps and considerations for building upon existing structures in order to improve their relevance in both stable and critical times.

### III.I Windows of opportunity for a more flexible education system that improves access and quality of learning

The flexibility that the Mali education system has shown during the current security and political crisis can be utilized to improve resilience to new crises and develop longer-term objectives of access, quality, and equity. During this crisis, many schools across the country continued to provide services and welcomed IDPs. Of the 43 teachers who participated in the RES-360° survey, almost 30 percent had been displaced from the north. The sample communities also felt that students were staying in school longer (as opposed to dropping out), probably because school was a safe refuge during the crisis.

Important lessons from the recent flexible education responses to the Mali crisis can enlighten reforms in access, teaching, and learning for greater resilience and sustainable development. Flexible and participatory education can bring communities together and support the most vulnerable members of a community. Formal education structures can adopt flexible strategies,



such as flexible school schedules, after-school classes, learning opportunities outside the classroom (community projects, internships, and mentorships), and prospects for community members and families to help teach.

While expanding access to education remains a core goal in Mali, student learning is also a crucial concern. The education resilience assessment identified problems with the delivery of the curriculum, language of instruction, and teacher training. These risks existed prior to the crisis and were compounded by new challenges from the 2012 crisis, which directly or indirectly affected the quality of learning, including teacher redeployment and the psychosocial impact of the conflict, especially on students.

Given these compounded needs for learning quality, it may be opportune for Mali to incorporate some of the newest research on learning. It links social and emotional skills with academic competence and takes advantage of their combined contribution to overall well-being, improved academic performance, and ability to cope with chronic exposure to conflict and heal from it: “Children with social and emotional skills do better in school, have improved relationships with peers and adults, are better adjusted emotionally, and have improved mental health” (World Bank and IRC 2013). Social and emotional learning refers to a process through which children and adults acquire the knowledge, attitudes, and skills they need to foster healthy relationships with peers, manage conflicts with others, express care and concern, and work effectively with peers and teachers. It is especially pertinent to conflict and post-conflict contexts, where additional efforts are needed to strengthen and reinforce healing, and boost coping mechanisms of vulnerable children and youth. Interestingly, these social and emotional skills have also been identified as assets that foster resilience of children and youth (Masten and Obradović 2008, Benard 2004).

In line with this, displaced and host communities in Mali are correct in calling for more psychosocial support from teachers and more training for them in this area (figure 13). While some initiatives<sup>17</sup> exist to train teachers in psychosocial support, Mali’s capacity to meet this need is clearly insufficient. Such skills in teachers not only help mitigate the emotional suffering of children and youth affected by difficult life contexts but contribute to the quality of their learning.

### Institutionalizing Locally and Culturally Relevant Innovations

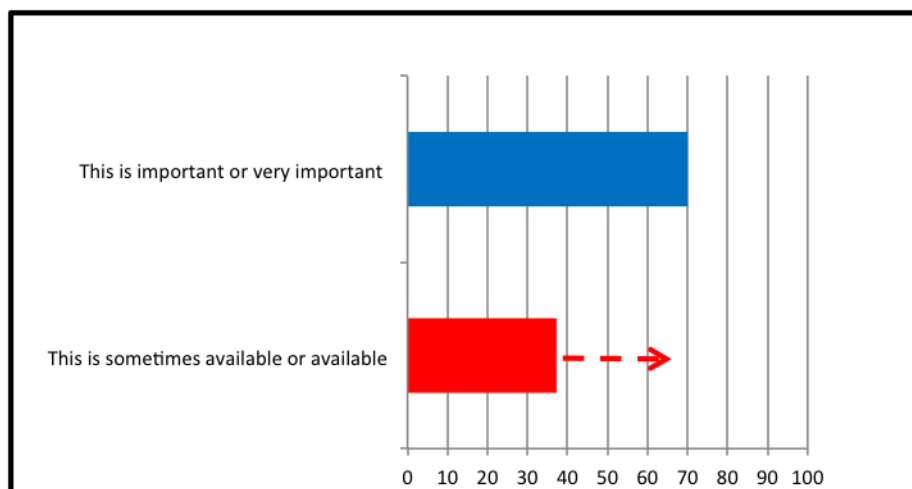
In Rwanda, following the 1994 genocide, communes and prefectures were persuaded to take charge of services, including education. This allowed local management practices to be built into the education sector after the crisis.

Traditional forms of local participation and representation have been institutionalized in the formal education system, such as *ubudehe* (a structure for communal support), *umuganda* (for community service), *umwiherero* (government retreat), and *umushyikirano* (national dialogue). All represent indigenous solutions that have supported strong decentralized structures, precisely because of their local relevance and acceptance of the inherent accountability between centralized providers and communities.

Source: Arden and Claver (2013).

<sup>17</sup> UNICEF supports an initiative within Mali’s Education Cluster to train over 900 teachers in psychosocial support, peace education, and emergency education (Berther and Evans 2013).

**Figure 13**  
**Importance versus Availability of Trained Teachers in Psychosocial Support**  
 (% of responses)



Note: As reported by parents, teachers, and administrators.

Concretely, the RES-360° survey identified two flexible interventions already in place in some schools in Mali that combine socio-emotional and academic learning, and could be strengthened: after-school classes and peer-to-peer support. After-school classes or extracurricular activities, in addition to being learning opportunities, also require students to connect socially and emotionally with their peers and teachers in informal or non-academic settings. The RES-360° data show that students eagerly seek opportunities to socialize with their peers and build camaraderie and friendships. Innovative educational programs have taken advantage of peer-to-peer interactions to promote academic learning through student-led activities, student-managed classrooms, self-organized study groups, and student mentors for other students.<sup>18</sup>

These four key considerations for flexible education approaches to improve access and equity, and strengthen the quality of learning can make the education system more resilient to crisis and fulfill long-term development:

“Armed conflict and its aftermath, by their very nature, create flux and change in a society. This instability can leave windows of opportunity even amidst and after the terrible violence of war. Thus, during periods of conflict and recovery, there are real prospects for transformation of education systems along with other sectors.”

Source: Nicolai (2009, 28).

**1. Provide flexible education services to improve access and equity.** A key lesson from the recent crisis in Mali was that permitting the education system to be responsive in managing displaced students and teachers opened the door to long-term reform via initiatives that were already under way: flexibility in schools hours, competency-based assessments, equivalency assessments

<sup>18</sup> See for example the “Escuela Nueva” model from Colombia or the peer-to-peer academic mentorship in UNRWA schools (World Bank 2013b).

and informal and non-formal education (recognition of learning outside of the classroom); and introduction of after-school activities and remedial programs or accelerated curriculum for over-age children or those at risk of dropping out. Continuing to institutionalize these initiatives will strengthen the education system's response to crisis and improve learning outcomes over the long term.

**2. Organize curricular priorities to support content delivery.** Quality learning is not necessarily promoted by an overloaded curriculum (many courses, many subjects, too much content to cover within short school hours, etc.). In contexts lacking resources, where children can spend only a few hours in school, it is more effective to teach smaller units of a curriculum (fewer courses and subjects) that are more aligned to students' needs. This can be done, for example, by guaranteeing that children can read and write well by the end of the second grade, providing solid foundations for more advanced content, reducing memorization of content, and incorporating time for discussion and practical application of content, etc. Current research backs up these reforms. For instance, early reading competency is a predictor of school success and completion (RTI International 2009).

**3. Integrate social and emotional learning with academic skill building.** Academic instruction infused with social and emotional instruction contributes to the overall well-being of children and youth, helps them cope with extended exposure to violence, and improves academic performance. Complementary social skills can be developed through student-led clubs, team-based learning, community projects, and other educational activities that develop social skills. Similarly, emotional skills can also be modeled by caring and supportive teachers, and by altruistic behavior among peers. Self-esteem, confidence, mutual care, and even culturally appropriate humor in the classroom support learning.

**4. Provide opportunities for peer-to-peer support.** Last, given the eagerness for student camaraderie, as identified by both students and adults, approaches that make use of peer support in the classroom may be especially effective in the Malian context. Education resilience research conducted with Palestine refugees highlighted the effectiveness of peer-to-peer learning approaches in Gaza. The students interviewed in Gaza noted that peer learning approaches supported non-cognitive skill-building—such as leadership skills and active listening—and helped create a shared accountability around the learning process (World Bank 2013b).

Including peer-to-peer learning ideas and facilitation skills in teacher training programs can help to institutionalize this over the long run. Given the peer support available and the problem of overcrowded classrooms that can make learning more difficult, this is a useful approach to consider in Mali. Host students, for instance, could support local language catch-up classes for displaced students, and displaced students in turn could help host community students with their French.

### Guidance for Integrated Academics and Social and Emotional Learning: Approaches for Supporting Social and Emotional Learning to Ensure Quality and Relevance in Contexts of Violence and Conflict

Available research points to the need to promote social and emotional learning (SEL) through the classroom with teaching and pedagogy support to build student skills. Note that integrated approaches that involve families and communities, and utilize existing innovative and locally relevant activities are key to operationalizing SEL. Specific guidance to promote SEL includes:

1. ensuring a classroom environment that is well-controlled and predictable, and where the teacher provides clear and consistent structures, rules, and consequences for behavior;
2. hiring teachers who have been effectively trained in SEL and instructional practice methods, and whose own SEL is supported by the school system; and
3. providing opportunities for practice and skill building to allow students to demonstrate and model social and emotional knowledge, attitudes, and skills with peers, teachers, and parents.

At the system level, SEL programs that are integrated into an academic curriculum and are culturally sensitive have been found more effective. Examples include curricula that incorporate dance in Colombia, traditional music in Afghanistan, and arts in Cambodia. These examples point to the potential to support Malian children's social and emotional well-being through activities and projects that build upon the country's rich musical culture (World Bank 2013a).

Another way to support the social and emotional health of the school community is by introducing school counselors. Set up in the right way, school counseling programs can also improve cross-sector coordination and crisis preparedness, alleviate certain pressures from students, and ensure timely and responsive referrals for help. A school counselor program was introduced in the West Bank and Gaza in 1996 and grew quickly. Counselors began by covering three schools, but as student demands grew, they could cover only one or two of the schools. During this process, initial and in-service training were key, given the lack of familiarity or practice in counseling.

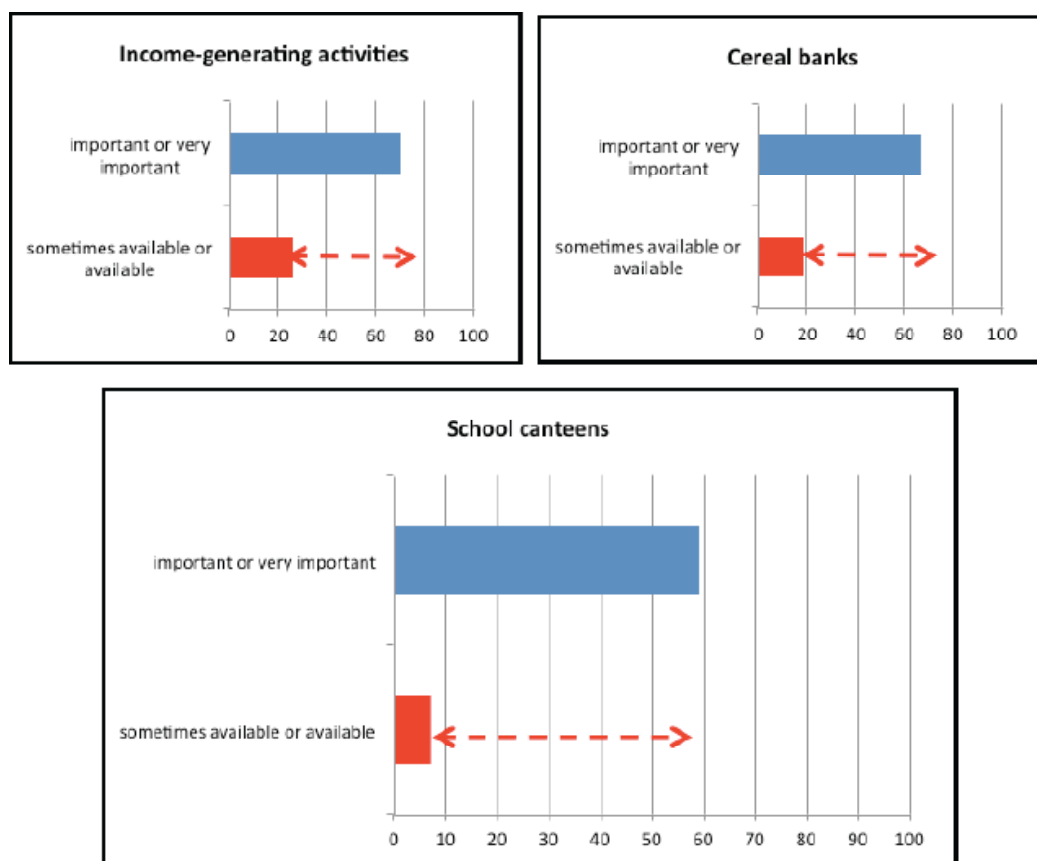
Counselors received training on contextually relevant topics, such as psychosocial support, protection from violence, and international humanitarian law. They were also trained to provide emergency and crisis support for teachers. At the outbreak of the second intifada, counselors played a crucial role supporting students, and their training matured to allow them to manage the new phenomena that affected the lives and communities of students (Nicolai 2007, 97–8).

## III.II Windows of opportunity to improve the interrelation between education, nutrition, health and livelihoods

The participants in this study intuitively recognized the interrelation between education, health, and livelihoods (both subsistence and income generation). The connections between these cross-sector interventions are numerous and reflect the fact that holistic approaches are needed to ensure healthy communities that can play a more effective role in the learning process. The RES-360° data show that, despite the high priority accorded to these support systems, at the local level, they often do not function and add to the risks faced by vulnerable communities. School canteens and livelihood support are especially important and are largely lacking in intervention support. Schools are central in Malian communities and offer the scope and space for integrated

education, nutrition, and livelihood social services.

**Figure 14.**  
**Importance versus Availability of Income-Generating Activities, Cereal Banks, and School Canteens (% of response)**



Note: As reported by parents, teachers, and administrators.

It is clear that the Ministry of Education in Mali recognizes the interrelations between education and feeding students and other people. Among other interventions, government policies support and have expanded the availability and presence of school canteens. The school meals program, however, lacks a nationally harmonized implementation framework and resources for follow up and reporting. Canteen management is fragmented among a variety of different actors: 809 are run by the national government, 724 by the World Food Program, 310 by Catholic Relief Services, and others by different NGOs.

Another challenge is weak communication between central and local agents. To address the lack of coordination, the government adopted the National Policy on School Feeding in 2009, supported by more than 10 billion CFA francs. In 2011, the National Center for School Canteens was established, with the first phase scheduled for 2013–2015. To further improve the delivery of the school canteen programs, the National Strategy for Monitoring and Evaluation (2013–2017)

looks to promote efficiency and efficacy. Specific tools have been developed for these areas.<sup>19</sup>

Unfortunately, the effective roll out of the National Center for School Canteens was stalled by the onset of the latest crisis, affecting the implementation and consolidation of the monitoring and evaluation strategy. However, the cross-sector vision and initial strategy combining education and nutrition still exists, and can benefit from political engagement and advocacy for school meals at all levels. The strategy has to be adopted and implemented by different actors, which will require concerted efforts in coordination, communication, awareness raising, training, and sustainable financing. A sustainable education and nutrition strategy, moreover, can make good use of the community and schools assets identified in this study: community solidarity, CGS, and teacher advocacy and support.

In terms of the cross-section between education and livelihood support, a number of public policies demonstrate the Malian government's willingness to assist the poor and the vulnerable: the frameworks and policies of Youth Employment, Technical and Vocational Education and Training, and Social Protection. The government has set up a National Employment Policy (Politique nationale de l'emploi, PNE), which is yet to be formally adopted, that focuses on improving the (insufficient) supply of productive and decent jobs, the lack of skills causing low employability of human resources, and weaknesses in the labor market in terms of employment information and recruitment practices.

A National Policy on Vocational Education (Politique nationale de la formation professionnelle, PNFP) was also developed in 2009, aimed at improving the quality, relevance, and equity of vocational programs. The development of a competency-based approach and revamping apprenticeships and skills development for unemployed youth with very limited education is part of this policy. The government also has a social protection framework since 1993 that includes the Health and Social Development Program<sup>20</sup> which achieved some encouraging results; the Action Plan to expand Social Protection 2015 (Plan d'action national d'extension de la protection sociale); and some post-crisis emergency programs (e.g., in-kind support for displaced and host households).

However, the achievements of this framework remain fragile. A significant proportion of the population will be left out if safety nets and skills development opportunities particularly are not upgraded or redesigned. A 2011 World Bank assessment of Mali's social safety nets<sup>21</sup> shows that most interventions are neither targeted to the poorest nor efficiently monitored or evaluated, and are small in scale (total spending is about 0.5 percent of GDP), designed as temporary interventions, fragmented, and financed by external and ad hoc resources.

Similarly, youth employment programs are fragmented among different agencies and the existing

<sup>19</sup> These tools include 1) inventory of the food stock maintained by the CGS, which looks at the daily movements of food stuffs; 2) the CGS monthly report, which covers the functioning of the canteen, stock management, and any challenges and locally developed solutions; 3) the tri-monthly school principal's report provided to the pedagogical centers (CAP, or centres d'animation pédagogiques), which covers all aspects of school management, including data on attendance rates and the situation of sanitation, meals, and other infrastructure; 4) the three monthly CAP reports; 5) the follow-up sheet for the mayor; 6) and the school canteen visit report available to anyone wanting to visit a school canteen.

<sup>20</sup> This is Mali's Programme de développement sanitaire et social (PRODESS), phase II, 2005–2009.

<sup>21</sup> World Bank 2011a.



skills development programs are small in scale and cannot absorb the growing demand for training. Some programs are being phased out (such as dual apprenticeships programs) or are constrained by lack of resources, poor design, and poor implementation (such as the informal vocational training programs set up by the Ministry of Employment and Professional Training). Vocational training schools are characterized by several imbalances: a concentration of centers in Bamako, curricula that do not respond to labor market needs, and a lack of partnerships with the private sector.

To rectify these shortcomings, youth employment programs need to be consolidated, if not better integrated and coordinated among different agencies. Existing skills development programs need to be scaled up to absorb the growing demand for training, coordinated with the labor market, and supported by private sector partnerships. The role of schools and communities in youth skills and employment programs should be explicitly incorporated into such national programs as well.

The education resilience assessment suggested these five key considerations to support and integrate education, nutrition, health, and livelihood services into schools and communities:

1. **Consider school meals programs as a foundation for learning.** In revitalizing the school meals programs in Mali, it will be important to consider the overall objectives. Notably, while school meals are largely intended to promote access to education and retain students, they also positively impact students' cognitive abilities and learning outcomes through better nutrition, guaranteed meals, and even delivery options (Bundy et al. 2009, 23). For example, studies from Jamaica point to the importance of breakfast for cognitive test outcomes, and in Uganda take-home rations improved education performance (Ibid., 24). Given the community concern around quality-of-learning issues, these are relevant considerations in Mali.

2. **Coordinate nutrition and health services for holistic impact and sustainability.** School meals programs can also link to other complementary initiatives to provide more holistic support to vulnerable communities. Deworming and micro-nutrient supplements are among the more popular health and nutrition interventions, while schools providing take-home food to vulnerable students and their families can serve as a form of conditional “cash” transfer to alleviate the financial burden of purchasing food. As cash transfers, take-home meals can be conditioned upon regular school attendance.

3. **Utilize the education system's comparative advantage on skills development.** A comparative advantage of working through the education sector to support the livelihoods of vulnerable populations is its natural fit with skills development programs, both short and long term. Schools can provide relevant short-term training to youth, and even to community members, for specific vocational skills that can improve livelihood opportunities (even in times of adversity), and service-oriented skills, such as languages or computer skills. Such programs can offer transferable skills to displaced people that are useful when they are able to return to their homes. Of course, schools, given their academic

cycle from childhood to adulthood, can also provide a framework for life-long learning needs. Longer-running programs, however, should develop and promote skills that are both economically viable and relevant to the Malian context. The government will need to put renewed focus on skills development for groups by scaling up apprenticeships and informal vocational programs.

#### **4. Use school-community assets to support meal and food programs and skills training.**

It is important to consider how existing community assets can contribute to the design and implementation of school meals programs and productive skills training. In school meals programs, school canteens can be set up and managed by the community. Local mothers can help with food preparation and delivery, and school gardens can offer students an opportunity to learn about sustainable agricultural practices, as well as contribute to the local food supply. School gardens may require additional teaching support. They should not be relied upon to sustain a school meals program, but they can enrich it.

During the years of drought before the crisis in Mali, some communities set up mechanisms to collect cereals in order to provide food for students, especially those who were away from their families. With the need to rebuild the local economy post-crisis, using local markets for cereals and other food stuffs for the canteens may be indispensable.<sup>22</sup> Mali may have other examples of community gardens that were established locally or by external agencies and can be built upon.<sup>23</sup>

Teaching productive vocational skills can also be supplemented by community members. The CGS members who participated in this study were parents with occupations, such as business managers, farmers, tailors and seamstresses, mechanics, and so on. They can support or teach short skills-development courses. In more urban communities, the private sector can be a source of internships and mentors.

School meal programs that are responsive to local needs, are locally owned, and incorporate some form of parental or community contribution (cash payment or in-kind donations, such as food or labor) tend to be the strongest programs and most likely to successfully transition from donor assistance. Programs that build in these characteristics from the beginning and consistently maintain them have the most longevity. Arrangements, however, have to be made to avoid increasing the cost of schooling to parents.

Source: Bundy et al. (2009, 76).

<sup>22</sup> A particularly good resource for school gardens is the FAO handbook, *Créer et diriger un jardin scolaire: Manuel destiné aux professeurs, parents et communautés* [Setting up and running a school garden: A manual for teachers, parents, and communities], which includes specific advice on how to involve local communities in the establishment and implementation of school gardens. See <ftp://ftp.fao.org/docrep/fao/011/a0218f/a0218f.pdf> (accessed May 2014).

<sup>23</sup> Additional lessons can be learned from the impact evaluation launched by the Imperial College of London, Department of Infectious Disease Epidemiology. See E. Masset and A. Gelli, 2013, "Improving Community Development by Linking Agriculture, Nutrition, and Education: Design of a Randomized Trial of 'Home-Grown' School Feeding in Mali," *Trials* 14: 55 (<http://www.trials-journal.com/content/pdf/1745-6215-14-55.pdf>; accessed May 2014). This study explores how local school meal programs have the potential to link to community-based stakeholders, including small-holder farmers and women's groups.



**5. Coordinate with safety nets.** The education sector can be a good ally for safety net programs that protect vulnerable populations from economic shocks. Schools offer a central community setting, are able to identify beneficiaries, can monitor support to children and youth, and can protect children (by keeping them in school and providing them with routine and safety during times of adversity). The Mali government is now committed to supporting a safety net system, with a particular focus on targeted cash transfers that, in the context of a systemic approach to safety nets, are more efficient in addressing food insecurity and chronic and temporary poverty. This is a welcome development, especially in combination with education interventions.

The role of the education sector is to help coordinate and integrate other key services and safety net interventions, such as food programs.<sup>24</sup> Additionally, it may be worth envisaging down the line a system of cash transfers that are conditional on school attendance.

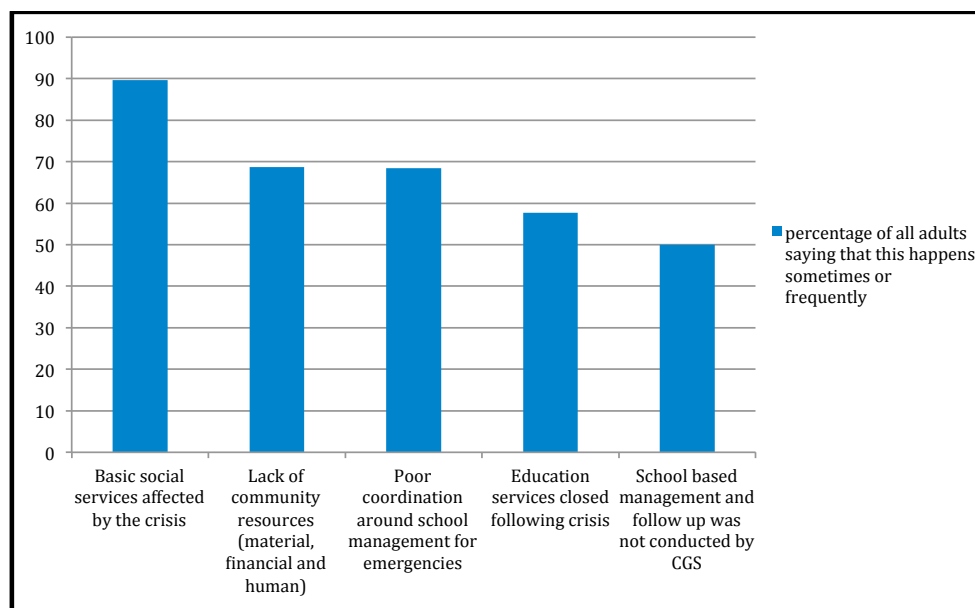
### III.III Windows of opportunity to strengthen the education system's response to crisis

The pre-existing risks and new risks related to the 2012 crisis have major implications for the overall response capacity of Mali's education system. To be more proactive, it should integrate national and local emergency response strategies. This coordination is crucial in light of the findings of the education resilience assessment, which point to the local assets available to help education communities cope with crisis, and the programs and services needed to use, foster, and protect these assets. The participants in this study mentioned three local concerns—lack of community resources, coordination, and school-based management—in their rating of the top five issues that affected the limited response to the 2012 crisis (figure 15).

---

<sup>24</sup> Another innovative service that can be provided through the education system was suggested by some of the children consulted during the qualitative stage of the RES-360°. When asked what would help them with their education, they described the costs and safety considerations of the burdensome distances they had to travel to reach their schools and requested bicycles.

**Figure 15**  
**Issues that Affected Mali's Education System's Capacity to Respond to Crisis**



In light of this, the education system should consider how it can support communities and schools (as first-line emergency response), what coordination is necessary for preparedness, and how to redeploy teachers.

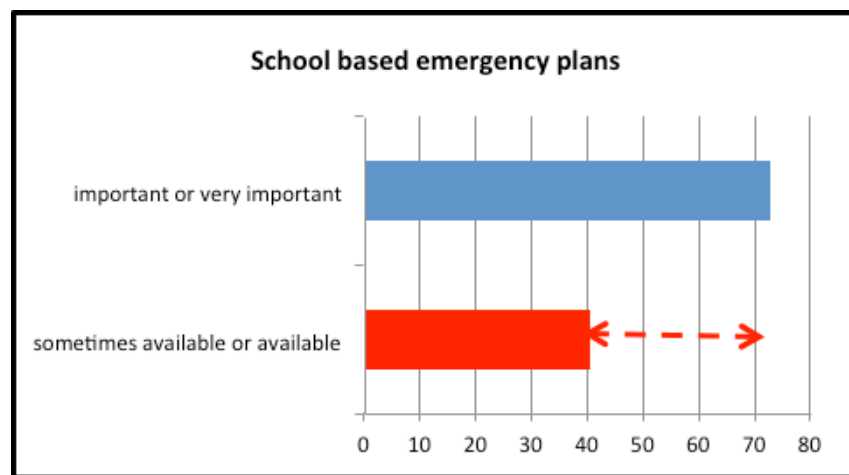
To be effective, emergency response must link to the long-term management of an education system. In addition to prevention and prevention-planning strategies, elastic emergency response mechanisms should be in place to support communities and schools, such as the already-discussed flexible deployment of teachers; flexible school hours and education services; and coordination of education, health, security, and safety net services.

Given the above rationale, the last recommendation for the ongoing education reforms in Mali, learned from the recent emergency, is the design of a proactive crisis-response strategy within the education system. Emergency response capacity should not just be reactive interventions to the current crisis but also spell out community, school, and education system preparedness for the eventuality of crisis and overarching prevention strategies. Various mechanisms can develop this capacity, such as explicit direction for emergency plans and policies at the school and system levels, dedicated resources (financial, human, and material support) to meet response needs, and timely data collection for key “trigger” indicators to know when and in which direction to respond.

Schools and communities are the first line of the education system’s response to crisis. However, they require system-level guidance to prepare their own crisis response plans in advance. The effects of Mali’s crisis were somewhat alleviated by the clear directive

to all schools<sup>25</sup> in the south to welcome internally displaced students and facilitate displaced teachers' redeployment. The 2012–2013 academic calendar was also modified to accommodate displaced students and teachers, and their integration into host schools. Nonetheless, there was little internal coordination among education offices; little guidance for emergency response, supervision, and follow up; and no clear structures for coordinating with other sectors (health, safety, natural disasters, and support services) during the crisis. Schools and communities reacted to the crisis with their own initiative and assets, but had not prepared or planned in advance (figure 16).

**Figure 16**  
**Importance versus Availability of School-Based Emergency Response Plans**  
(% of responses)

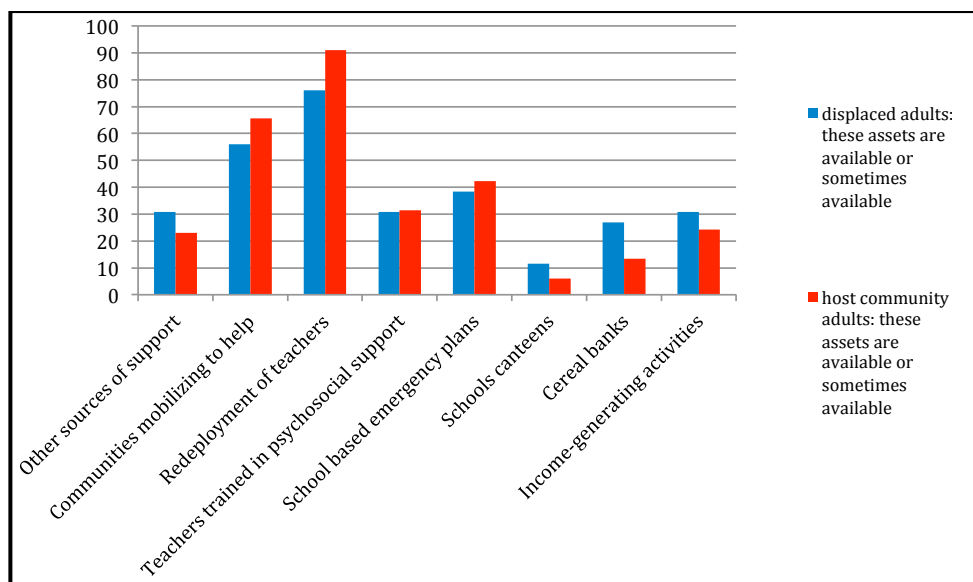


Note: As reported by parents, teachers, and administrators. Arrow depicts the shortfall between importance for the community and the availability/reality of provision and quality of the plans as perceived by communities.

Improved response capacity can build on the relative gains or “windows of opportunity” that exist by strengthening coordination across sectors and institutions, since it is a weak area overall. With the exception of an under-staffed Ministry of Humanitarian Affairs, there are no other clear structures in Mali that can coordinate plans or responses across multiple sectors in times of crisis. On the other hand, intrasector coordination, while still often weak, improved during the recent crisis, thanks to the actions of the education and health systems. These sectors have helped with specific-sector data collection and assessments within their own areas during the crisis, but there is still no national system-based comprehensive data collected on risks or crisis situations. Only quarterly data collection at the household level (which was temporarily suspended during the crisis) provides a basis for assessing emerging risks.

25 “Government Correspondence No. 0396 MEALN/SG, April 10, 2012” asked all academies to accept displaced students without conditions.

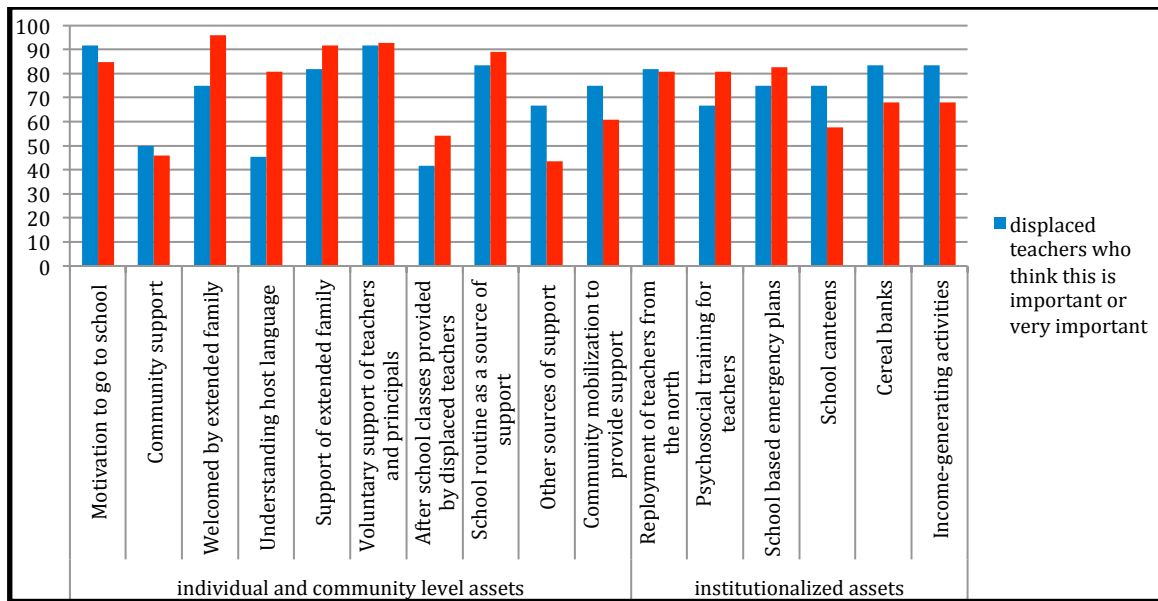
**Figure 17**  
**Redeployment of Teachers during the Crisis Most Available Asset**  
 (% of response)



Teachers are the key resource in schools, and their own protection, well-being, and support is basic to any emergency response in Mali's education system. As mentioned, the directive guiding teacher redeployment was highly valued by both displaced and host communities (figure 17). In addition, a clear strategy for managing the teaching force in times of crisis is not only a sound administrative tool but also can motivate teachers to support communities in distress. The displaced and host teachers who participated in this assessment recognized the importance of hope and school support in difficult times, valued community participation, and volunteered their time to support the psychosocial, economic and physical health of their students and families (figure 18).

These kinds of beliefs and commitments by teachers are indispensable assets that need to be tapped by crisis-response strategies of Mali's education system and nurtured by teacher training programs, mature school management, and a well-supervised system in general. Even in stable times, the education system should cultivate the commitment and skills of teachers and promote their work within the community, as part of the larger strategies that welcome vulnerable students and families, provide caring and flexible services, and promote the development of social, emotional, and academic skills of students. As mentioned earlier, these approaches contribute both to the resilience to respond in terms of crisis and also quality of learning and school success.

**Figure 18**  
**Displaced and Host Teachers' Beliefs and Attitudes in Times of Crisis**  
 (% of response)



The education resilience assessment suggested these six key considerations to strengthen emergency response and prevention strategies within the education system:

- 1. Improve coordination with other sectors.** Mali's education system should consolidate the limited progress made toward better coordination. This will also help address some of the weaknesses identified in its monitoring and evaluation strategy, which identified coordination between national and local levels as a key challenge. Community partnerships, such as those to address key concerns about food security, can also be integrated into local coordination and planning to strengthen them.
- 2. Strengthen and support school and community first line of response.** Overall response capacity can be better addressed in schools by adapting existing school plans. To do this, community participation is crucial, particularly to define ways for communities (and extended family structures) to protect vulnerable children and youth. Given the depleted resources in Mali's communities, it will be important to ensure that the financial and material burden does not lie with families.
- 3. Involve CGS members in the local planning process.** This can help improve the reliability of plans, as well as help CGS better communicate their goals and objectives, and strengthen their local relevance. To support CGS in school-based emergency response and prevention plans, protocols can be designed to share areas of authority between different actors, for such needs as maintenance, new infrastructure, school materials, school schedules, curricula, teachers, etc. CGS can

also help ensure that emergency plans address not only actual risks but also latent risks within communities. Locally defined triggers and targets to guide systematic data collection can also be developed.

**4. Prepare resettlement and relocation strategies in advance.** The implications of advanced preparation also extend to Malian policies governing the safe return of displaced persons to their homes in the north. These policies will need to consider specific community dynamics that can promote education services there. It will require a deeper understanding of the ways in which the current crisis may have undermined the social fabric and altered the nature and concept of community for local people. Education programs can address this by building on aspects that strengthen social cohesion and positive community interactions

**5. Improve response capacity at the national level.** At the national or system level, it will be important to improve response capacity that can provide adequate and timely resources, and to spell out explicit commitments, based on the responsibilities for emergency response planning and monitoring that schools are capable of. This will require coordination across a broad range of technical assistance providers, such as the Ministry of Education, NGOs, universities, international donors, etc. Evidence of coordination at the local level should also be considered alongside macro-coordination mechanisms.

#### Resource mobilization for risk reduction and resilience

National resources may offer greater flexibility and be less time-consuming than external funding mechanisms. Funding sources may include decentralized education budgets and national budget allocation for small grants managed by school management committees. When seeking external sources of funding, that funding should follow the government-planned education priorities and budget frameworks.

Notably, donors are increasingly recognizing that the imposed division of immediate humanitarian relief and longer-term development support structures does not match the reality. (Crises do not occur in a linear fashion that permits simple transitions from one to the other.) By including school-level risk reduction and resilience promotion activities in education sector strategic plans, ministries can keep their options open to both funding sources.

Source: UNICEF and UNESCO-IIEP (2011).

In Mali, the crisis resulted in an influx of international humanitarian actors and programs, and prompted the establishment of corresponding Inter-agency Standing Committee “clusters” to coordinate this work. As stability returns and work plans shift toward more sustainable support, it will be crucial to build on and further nationalize and institutionalize the positive role that the education cluster has played. This macro-level coordination should also explicitly complement and connect to school-level responses discussed earlier. Specifically, effective coordination should support the efforts of communities to draft and implement crisis plans for preparedness, prevention responses, and reconstruction after crises.

**6. Scale up successful humanitarian and crisis response innovations.** Successful humanitarian interventions must be identified to understand how to bring Mali

response models to scale. In particular, these models should represent more than hit-and-run humanitarianism. They should provide the foundations that can subsequently be connected to the system and the key issues of quality, community participation, complementary programs and even planning processes. Where necessary, transition strategies should be developed within plans to consolidate these gains. (See box on managing the return of teachers and building education and school resilience.)



Parents from Sala School participated in the education resilience study.



### Managing the Return of Displaced Teachers in Mali to the North and Staff Shortfalls: Good Practice Recommendations

- It will be crucial to conduct an assessment of teacher availability and needs in the north.
- While care should be taken to remove barriers to entry so as not to deter potential recruits, it will be important to establish minimum standards and clear contractual status to support recruitment of teachers. This can then be built upon with in-service support and professional development to make up for the capacity shortfalls.
- Recruiting informal educators within the communities can provide a foundation to meet immediate needs. These could include young people who may have practical experience as classroom assistants or who were engaged in school and community activities. This strategy may also be helpful to address short-term staff shortfalls in the south.
- Teachers in the north will also require training to meet the new needs of students in the post-crisis context. This may include needs for psychosocial support for students who were affected by violence and support to help students transition back to the language of instruction in the north.

### Building School and Education System Resilience in Mali: Good Practice Recommendations

An important consideration for Mali is how to effectively bridge the current predominant modality of support—humanitarian assistance—with a longer-term development orientation. This predicament is a common one, but with some strategic planning, emergency interventions can provide important foundations for longer-term reform and transformation. This vision is inherent within the RES-360° approach as supported by the data:

1. Ensure that the different perceptions of all the members of the education communities are heard.
2. Identify the assets that can be mobilized during an emergency response.
3. Emphasize the important institutional linkages and connections to longer-term, more sustainable interventions.

Crisis contexts from Rwanda and Gaza also offer useful lessons and examples in this regard.

**Rwanda.** Following the 1994 genocide, the Rwandan education system set up new legal frameworks (in the form of policies) that consolidated and expanded its initial emergency and recovery efforts to guide activity in different subsectors. It reached out to development partners for support and focused on strengthening structures, mechanisms, and human resources. This was followed up by a concerted effort to base its policies and proposed reforms on evidence from the education sector to justify mobilizing resources. Moreover, the leadership of the Ministry of Education ensured that emergency response studies and policies aligned with the country's broader poverty reduction strategies and strategic visions (Arden and Claver 2013).

**Gaza.** On a more local level, in Gaza, emergency support following the 2008–2009 war included a considerable number of trainings on the International Network for Education in Emergencies (INEE) Minimum Standards for Education. As the acute emergency phase ended, local educationalists built on this experience by introducing the training at the school level. They worked with teachers and school administrators to develop school-based contingency plans structured around the INEE standards. These plans were communicated to the Ministry of Education and Higher Education, which in turn contextualized them within the context of their ongoing emergency preparedness. The plans provided a structure for teachers, school principals, and parents to use to develop emergency mitigation and preparedness for schools and communities (Brooks et al. 2011).



## IV. Additional Areas for Study and Evidence Collection to Support Post-Crisis Education Reform in Mali

This education resilience assessment provided additional evidence to sustain a resilience lens and framework for an education system prone to crises. For Mali, it prioritized some initial policies and programs that seem relevant for managing the recent 2012 security crisis, which also are foundational for ongoing education reforms in the country. However, this was an initial exploratory study and its data indicates areas that can be further explored and substantiated. It suggests that further research, policy, and practice should support the following goals: 1) manage and minimize risks, 2) use and protect school and community assets, 3) foster school-community support, and 4) deliver resilience-aligned education services.

This concluding chapter looks briefly at a few additional areas for analysis that can help reveal latent risks, deepen the understanding of maladaptive coping, assess context-based risk and analyze assets, align education policies and programs (which are relevant for both crisis response and long-term development) to a resilience approach, and operationalize best practices.

- Uncover latent risks.

It may be important to conduct additional studies on the risks, threats, and vulnerabilities present in education communities in the country—both the north and the south. Risks are often latent and their manifestation is hard to assess without tangible evidence.

### Latent Risks

The intensity and frequency of risks can change over time. It is critical to understand both critical and latent risks. Latent risks do not necessarily occur with great frequency, but worsen at particularly high rates. If left unaddressed they can result in more structural risks.

Latent risks in Mali should be probed further with these questions:

- Are there other education risks in Mali in addition to those identified by this study?
- Are there other latent risks that can hinder the present welcome and support by host communities in the south to displaced families?

- Understand and prevent maladaptive coping.

Many of the assets noted in the Mali education resilience study can turn into risks or maladaptive coping if they are not supported by relevant programs and services. For example, the solidarity of host communities could turn into tensions if local resources in host communities are depleted without support from social services. Also, child labor is a growing concern at the same time that education is demanded by students and parents. Although this motivation for education is an asset, the lack of employment opportunities and financial support can propel very poor families to consider child labor as a “resilient” approach for economic survival. Understanding

and preventing these types of maladaptive coping strategies, and protecting exiting assets from being depleted, should be part of future resilience-informed studies.

### Adaptive and Maladaptive Coping

A resilience approach focuses on the way individuals, families, communities and institutions achieve certain outcomes in spite of a context of adversity. However, it is important to understand if such coping mechanisms are maladaptive. That is, do they yield other negative impacts? For example, families facing economic shocks may seek to survive by taking their children out of school and condoning child labor.

In Mali, these further questions about maladaptive coping must also be asked:

- Are there other maladaptive coping strategies in IDP or host communities in Mali?
- How can relevant education and other social services compensate for coping that may lead to other negative outcomes?
- What is the “breaking point” of host-community support to displaced communities? What activities and interventions can be implemented to make sure that communities do not reach this point?

- Conduct context-based resilience assessments.

This first education resilience assessment in Mali explored the risks and assets in communities in the south, looking at both crisis-induced and longer-term risks. Its findings provide us with some initial guidance on how the education system can protect, foster, and use school and community strengths, opportunities, and resources to make education more relevant in contexts of adversity, while supporting longer-term education development goals. While many findings are relevant to the whole country, Mali is a large, multicultural state that also requires understanding resilience in different contexts. To that extent, for instance, when security allows it, it will be important to undertake a similar assessment of communities in the north where armed conflict took place, to better appreciate their specific risks and coping strategies.

### Risks and Assets across Different Settings in Mali

The schools included in the study provided a range of different contexts. Each site can be further analyzed for a deeper comparative understanding of how its context may affect risks, assets, and school-level resilience processes. For example, was there greater mobilization of CGS in rural communities or urban communities, and what factors may account for this? Deepening the contextual understanding in this way can help identify priority contexts to address, through other relevant questions such as these:

- How do risks compare between south and north communities affected by the crisis?
- How important is the availability of community assets in community schools versus regular public schools?
- How do risks related to food security and income compare by geographical location?
- How does the availability of system-level assets and community-based assets compare by geographical location?

- Align education system services to a resilience approach.

This study's approach to resilience has a strong institutional component, focused on the education system. The overall recommendation is to align existing education services—such as school-based management, curriculum delivery, and technical and vocational training—to a resilience approach that supports communities both in stable times and crisis times.

- Operationalize recommendations and best practices of resilience assessments.

However, education systems are complex and dynamic, and eminently contextualized, which means that there are many factors and processes that need to be assessed. It also means that the system itself is constantly changing. Engaging with this complexity is necessary to operationalize some of the recommendations and best practice options provided in this study. Along this line, needs assessments and additional empirical and policy analyses on how to implement community-based school management, flexible education strategies, and integrative education/nutrition/livelihood support programs, among others, are needed.

Resilience assessments will need to be complemented by in-depth assessments of the key structural constraints to education access and quality in Mali, including service delivery, teachers' capacity, and language of instruction issues, that further support the achievement of the country's long-term development goals.

A student from Boulkassoungoué Public School and participant in the education resilience study.



### Education System Dynamics, Complexity, and the “How To”

This education resilience assessment has revealed the importance of considering both access and quality issues as they relate to the impact of the crisis in Mali. Yet, while access and quality are often split into two camps, there are important connections between them. Understanding this can better inform the design of technically specific programs and projects. Important trends related to this have already been uncovered through this analysis. At the same time, the analysis has pointed to several policy areas which, with some further refinement and consultations, could be the basis for a concrete action plan for Mali. To better inform the next steps in program design—moving from the “what” to the “how”—several additional areas of data collection and analysis could be considered. The following are suggested future assessment topics and areas of analysis:

- A more in-depth analysis of teachers’ perceptions of community participation, volunteering activities, and teaching and learning in contexts of adversity—to help inform the design of training and other material support
- An analysis of the curriculum and its delivery in order to provide a relevant match with available hours of instruction and foundational competencies for higher level learning
- A study of how schools can support an integrative delivery of education, school feeding and health, and livelihood support services
- An assessment of what classroom practices may already be supporting a more holistic notion of positive learning outcomes. (Namely, these include those relational processes between students and teachers, and school principals and parents that help develop key social and emotional learning competencies. Once identified, these practices could be better institutionalized within the current curriculum and teacher-training approaches in Mali to better understand how to initiate more effective classroom practices.)
- An assessment of how peer learning can be enhanced (This seems to be an especially appropriate learning support strategy, given the large classroom sizes and the peer solidarity that largely characterized the sample used for this study. Deeper exploration of alternative education models that can be made more available and effective can help in this regard.)

## References

- Arden, R., and Y. Claver. 2013. "Rwanda: A Case Study in Institutional Education Resilience." Education Resilience Approaches (ERA) Program, RES-Research Series; Systems Approach for Better Education Results (SABER). Washington, DC: World Bank. <http://documents.worldbank.org/curated/en/2011/09/17917107/rwanda-case-study-institutional-education-resilience>. Accessed June 2014.
- Benard, B. 2004. *Resiliency: What We Have Learned*. San Francisco, CA, USA: WestEnd.
- Berther, A., and D. Evans. 2013. *Education Cluster*. UNICEF.
- Borman, G., and I. Overman. 2004. "Academic Resilience in Mathematics among Poor and Minority Students." *Elementary School Journal* 104 (3): 177–95.
- Brooks, D., B. Hamaydah, and J. Kelcey. 2011. "INEE Minimum Standards Case Study: Building Capacity for Gaza Educationalists." New York: International Network for Education in Emergencies (INEE). [http://www.ineesite.org/uploads/files/resources/Case\\_study\\_gaza\\_UNESCO.pdf](http://www.ineesite.org/uploads/files/resources/Case_study_gaza_UNESCO.pdf). Accessed June 2014.
- Bundy, D., C. Burbano, M. Grosh, A. Gelli, M. Jukes, and L. Drake. 2009. *Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector*. Washington, DC: World Bank.
- Cefai, C. 2008. *Promoting Resilience in the Classroom: A Guide to Developing Pupils' Emotional and Cognitive Skills*. Philadelphia: Jessica Kingsley Publishers.
- Comer, J., N. Haynes, E. Joyner, and M. Ben-Avie, eds. 1996. *Rallying the Whole Village: The Comer Process for Reforming Education*. New York: Teacher College Press.
- Daiute, C. 2013. "Relational Resilience." In *Handbook of Resilience in Children of War*, ed. C. Fernando and M. Ferrari. New York: Springer.
- Dubovyk, A., and INEE (International Network for Education in Emergencies). 2008. "Case Study on the Contextualisation of the INEE Minimum Standards by the Community-Based Education Forum." New York: INEE. [http://www.ineesite.org/uploads/files/resources/Contextualization%20Afghanistan\\_CaseStudy.pdf](http://www.ineesite.org/uploads/files/resources/Contextualization%20Afghanistan_CaseStudy.pdf). Accessed June 2014.
- Education Cluster for Mali. 2014. Internal documentation. See also <https://mali.humanitarianresponse.info/fr/clusters/education>; and [https://mali.humanitarianresponse.info/en/system/files/documents/files/EDUCATION\\_CLUSTER\\_BULLETIN\\_JAN\\_2014\\_ENG.pdf](https://mali.humanitarianresponse.info/en/system/files/documents/files/EDUCATION_CLUSTER_BULLETIN_JAN_2014_ENG.pdf). Accessed June 2014.
- Food and Agriculture Organization. *Creer et diriger un jardin scolaire : Manuel destine aux professeurs, parents et communautes* [Setting up and running a school garden: Manual for professors, parents, and communities]. Rome: FAO. <ftp://ftp.fao.org/docrep/fao/011/a0218f/a0218f00.pdf>. Accessed June 2014.

- Gizir, C.A., and G. Aydin. 2009. "Protective Factors Contributing to the Academic Resilience of Students Living in Poverty in Turkey." *Professional School Counseling* 13 (1): 38–49.
- Government of Mali. "National Strategy for Monitoring and Evaluation (2013–2017)." PowerPoint presentation, Bamako, Mali.
- GPFD (Global Program on Forced Displacement). 2013. "Forced Displacement of and Potential Solutions for IDPs and Refugees in the Sahel: Burkina Faso, Chad, Mali, Mauritania, and Niger." Draft. Washington, DC: World Bank.
- IDMC (Internal Displacement Monitoring Center). 2013. *Mali: Internal displacement in brief*. December 31. Geneva: IDMC. <http://www.internal-displacement.org/sub-saharan-africa/mali/summary/>. Accessed June 2014.
- Krovetz, M.L. 2008. *Fostering Resilience: Expecting All Students to Use Their Minds and Hearts Well*. Thousand Oaks: Corwin Press.
- Mali. Ministry of Education (Ministère de l'Éducation de Base, de l'Alphabétisation et des Langues Nationales; MEALN). 2010. *Temps Réel d'Apprentissage* [Real-Time Learning]. Direction Nationale de la Pédagogie (National Pedagogical Office), Direction Nationale de l'Éducation de base du MEALN (Ministry of Education National Office for Basic Education), and USAID/PHARE (United States Agency for International Development/Programme Harmonisé d'Appui au Renforcement de l'Éducation [Road to Reading Program]).
- . 2013. *Rapport sur la préparation de la rentrée scolaire 2013-2014* [Back to School Readiness Report 2013-2014].
- . 2014. *Analyse des Données et Indicateurs de l'Enseignement Fondamental entre les années scolaires 2010-2011 et 2013-2014* [Data Analysis and Indicators for Basic Education for school years 2010-2011 to 2013-2014]. National Planning and Statistics Unit (Cellule Nationale de Planification et Statistique).
- Masset, E., and A. Gelli. 2013. "Improving Community Development by Linking Agriculture, Nutrition and Education: Design of a Randomized Trial of Home-Grown School Feeding in Mali." *Trials* 14: 55. <http://www.trialsjournal.com/content/14/1/55>. Accessed June 2014.
- Masten, A.S. 2001. "Ordinary Magic: Resilience Processes in Development." *American Psychologist* 56: 227–38.
- Masten, A.S., D. Heistad, D.J. Cutuli, J. Herbers, J. Obradović, C. Chan, E. Hinz, and J. Long. 2008. "School Success in Motion: Protective Factors for Academic Achievement in Homeless and Highly Mobile Children in Minneapolis." *Cura Reporter* 38 (2): 3–12.
- Masten, A.S., and J. Obradović. 2008. "Disaster Preparation and Recovery: Lessons from Research on Resilience in Human Development." *Ecology and Society* 13 (1): 9.
- Mertens, D. 2009a. *Transformative Research and Evaluation*. New York: Guilford Press.



- Meza, D. 2009. *Educational Services in the Context of Conflict and Post-Conflict*. San Salvador: SOTEMARI.
- Nicolai, S. 2007. *Fragmented Foundations. Education and Chronic Crisis in the Occupied Palestinian Territory*. Paris: UNESCO-IIEP; and London: Save the Children.
- , ed. 2009. *Opportunities for Change: Education Innovation and Reform during and after Conflict*. Paris: UNESCO-IIEP; and London: CfBT.
- Partnership for Advancing Community Education in Afghanistan (PACE-A). 2008. “Rapid Reading and Numeracy Test II Report 2008.” Washington, DC: USAID. [www.eddataglobal.org/reading/index.cfm/Rapid%20Reading%20and%20Numeracy%20Test%20Report%20-%20CBE%20Afghanistan.pdf?fuseaction=throwpub&ID=247](http://www.eddataglobal.org/reading/index.cfm/Rapid%20Reading%20and%20Numeracy%20Test%20Report%20-%20CBE%20Afghanistan.pdf?fuseaction=throwpub&ID=247). Accessed June 2014.
- PASEC (Programme d’Analyse des Systèmes Educatifs de la CONFEMEN [Program for the Analysis of Education Systems in Francophone Africa]). 2004. <http://www.confemen.org/le-pasec/rapports-et-documents-pasec/les-rapports-du-pasec/>. Accessed June 2014.
- PRODESS (Programme de développement sanitaire et social [Health and Social and Development Program]). Phase II, 2005–2009. Mali.
- Reyes, J. 2013. “What Matters Most in Education Resilience: A Framework Paper.” Education Resilience Approaches (ERA) Program; Systems Approach for Better Education Results (SABER). Washington, DC: World Bank. [http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting\\_doc/Background/EDR/Framework\\_SABER-Resilience.pdf](http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/EDR/Framework_SABER-Resilience.pdf). Accessed June 2014.
- RTI International. 2009. *Early Grade Reading Assessment Toolkit*. Prepared for World Bank Office of Human Development. Washington, DC: World Bank. [http://www.ineesite.org/uploads/files/resources/EGRA\\_Toolkit\\_Mar09.pdf](http://www.ineesite.org/uploads/files/resources/EGRA_Toolkit_Mar09.pdf). Accessed June 2014.
- Sullivan-Owomoyela, J., and L. Brannelly. 2009. *Promoting Participation: Community Contributions to Education in Conflict Situations*. Paris: UNESCO-IIEP; and London: CfBT.
- Tashakori, A., and Teddlie, C., eds. 2010. *Sage Handbook of Mixed Methods in Social and Behavioral Research*. 2nd ed. Los Angeles: SAGE.
- UNDP (United Nations Development Programme). 2013. *Impact de la crise politique et socio-economique 2012 sur les Objectifs du Millénaire pour le Développement au Mali*. [Impact of the 2012 political and socio-economic crisis on the Millennium Development Goals in Mali]. New York: UNDP.
- UNICEF-WCAR (United Nations International Children’s Education Fund-West and Central Africa) and UNESCO-IIEP (United Nations Educational, Scientific, and Cultural Organization-International Institute for Educational Planning). 2011. “Integrating Conflict and Disaster Risk-Reduction into Education Sector Planning.” Draft. Paris: UNESCO-IIEP.

- UNESCO and Japan Funds-in-Trust. 2012. *Flexible Learning Strategies for Out-of-School Children and Youth*. Bangkok, Thailand: UNESCO-Thailand. <http://unesdoc.unesco.org/images/0022/002230/223023e.pdf>. Accessed June 2014.
- UNESCO-IIEP. 2010. *Guidebook for Planning Education in Emergencies and Reconstruction*. Paris: UNESCO-IIEP.
- Ungar, M. 2008. *Playing at Being Bad: The Hidden Resilience in Troubled Youth*. Toronto: McClelland & Stewart.
- . 2011. "Social Ecology of Resilience: Addressing Contextual and Cultural Ambiguity in a Nascent Construct." *American Journal of Orthopsychiatry* 81(1): 1–17.
- . 2012. *The Social Ecology of Resilience: Handbook of Theory and Practice*. New York: Springer.
- USAID (United States Agency for International Development) | Afghanistan. 2009. "Mid-term Evaluation of Partnership in Advancing Community Education in Afghanistan (PACE-A) by USAID in the Islamic Republic of Afghanistan 2009." Report prepared by Checchi and Company Consulting, Afghanistan Support Project, Washington, DC.
- Werner, E. 1990. "Protective Factors and Individual Resilience." In *Handbook of Childhood Intervention*, ed. S.J.S. Meisels. Cambridge University Press.
- Werner, E., and R. Smith. 1982. *Vulnerable but Invincible: A Longitudinal Study of Resilient Children and Youth*. New York: McGraw-Hill.
- . 1988. *Vulnerable but Invincible: A Longitudinal Study of Resilient Children and Youth*. New York: Adams Banister, Cox.
- . 1992. *Overcoming the Odds: High Risk Children from Birth to Adulthood*. Ithaca, NY: Cornell University Press.
- . 2001. *Journeys from Childhood to Midlife: Risk, Resilience, and Recovery*. Ithaca, NY: Cornell University Press.
- World Bank. 2004. "Afghanistan - Education Quality Improvement Program (EQUIP) Project." Internal document. Washington, DC: World Bank.
- . 2009. "IDA at work: Nepal-Community Management Rekindles Schooling." Human Development Network, Education Unit. Washington, DC: World Bank. <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTEDUCATION/0,,contentMDK:21387809~menuPK:5546517~pagePK:210058~piPK:210062~theSitePK:282386,00.html>. Accessed June 2014.
- . 2010. *Information for Accountability: Impact Evaluation of EGRA and Teacher Training*. Washington, DC: World Bank.



- . 2011a. “Mali: Social Safety Nets.” Report No. 53222-ML. Washington, DC: World Bank, Human Development Department, Social Protection Unit, Africa Region. [http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2011/05/23/000333037\\_20110523001845/Rendered/INDEX/532220ESW0Gray0OFFICIAL0USEONLY090.txt](http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2011/05/23/000333037_20110523001845/Rendered/INDEX/532220ESW0Gray0OFFICIAL0USEONLY090.txt). Accessed June 2014.
- . 2011b. *World Development Report 2011: Conflict, security and development*. Washington, DC: World Bank.
- . 2013a. *Learning and Resilience: The Crucial Role of Social and Emotional Well-Being*. Education Resilience Approaches (ERA) Program, Policy Note Series; Systems Approach for Better Education Results (SABER). Washington, DC: World Bank.
- . 2013b. *High Achievement in a Context of Protracted Displacement: What Helps UNRWA Students Learn under Adversity?* Education Resilience Approaches (ERA) Program, Case Study Series; Systems Approach for Better Education Results (SABER). Washington, DC: World Bank.
- . 2013c. *Mali: Impact of the Crisis on Social Sectors*. Programmatic ESW Concept Note. Photocopy. Washington, DC: World Bank.

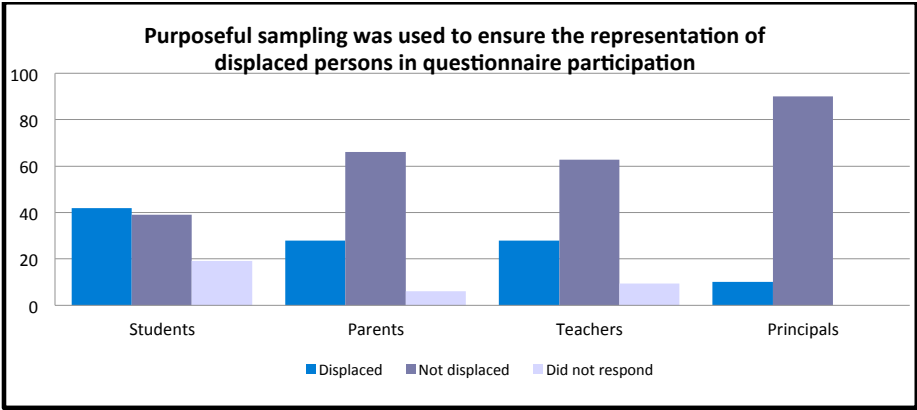
# Annex 1. The methodology for the rapid mixed-methods resilience assessment

A rapid mixed-methods (qualitative and quantitative) assessment and purposeful sampling were used to capture the main features of the latest crisis in Mali impacting IDPs and their host communities in the south. Following a sequential mixed-methods approach, a first qualitative phase conducted interviews and focus groups with central Ministry and community level participants (students, parents, teachers and principals). Within the Ministry of Education, ten professionals actively engaged in policy making and national level programs were interviewed. At the local level, the qualitative sampling strategy and focus groups sought to capture the perceptions and experiences of two education communities located in representative communities hosting IDP families from the north (figure A1).

With regards to gender representation in the sample, the majority of respondents were male (56 percent) with females making up 39 percent. (The remaining participants did not respond to the question asking about their gender.) Surveyed communities represented critical cases of heightened vulnerability, based on a variety of socioeconomic indicators. They also offered a balance between urban and rural contexts. See table A1, which shows the study’s implementation sequence.

The purposeful selection ensured the inclusion of individuals and communities in the sample, whose lived experiences of displacement and support for IDPs could provide the rich insights needed for policy makers. Further detailed information on the samples is provided in table A2.<sup>26</sup>

**Figure 1A**  
**Sampling Strategy by Host and Displaced Participants**  
**(% of response)**



26 “People or cases may be chosen because they exemplify certain theoretically important characteristics or because their life experiences reflect critical cultural or historical positioning in regard to the phenomenon under study” (Mertens 2009, 214).

**Table 1A**  
**Application process of the RES-360° in Mali**

Phase 1: Qualitative data collection	Phase 2: Quantitative data collection	Phase 3: Analysis and reporting
<p>1.1 Introductory video conference (to explain the concept of resilience and the RES-360° rapid assessment process)</p> <p>1.2 Literature review</p> <p>1.3 Development of typologies of risks and strengths at the national level</p> <p>1.4 Selection of national actors for national level focus group(s)</p> <p>1.5 Implementation of national level focus groups</p> <p>1.6 Purposeful selection of sample school(s), contact with schools, and trust building</p> <p>1.7 Implementation of focus groups within purposeful sample schools</p> <p>1.8 Analysis of the focus group data to create list of priority risks and list of priority assets</p>	<p>2.1 Selection of the application school(s), sample sizes and sample populations (including trust building with schools)</p> <p>2.2 Development of the first draft of the survey</p> <p>2.3 Piloting of the first draft of the survey</p> <p>2.4 Adaptation and finalization of the survey based on the pilot findings and lessons learned</p> <p>2.5 Application of the final survey in selected school(s)</p>	<p>3.1 Data entry</p> <p>3.2 Data analysis</p> <p>3.3 Preparation of the first draft of the RES-360° report</p> <p>3.4 In-country feedback on the report</p> <p>3.5 Finalization of the RES-360° report</p>
<p>Outputs:</p> <p>a) Literature review</p> <p>b) Typologies of risk and resilience</p>	<p>Outputs:</p> <p>a) Definition of education resilience as it relates to the study's focus on access to education in vulnerable host communities in southern Mali</p> <p>b) Conceptual framework for the study</p> <p>c) Final survey design</p> <p>d) 373 completed surveys</p>	<p>Outputs:</p> <p>a) Consolidated data from the surveys</p> <p>b) RES-360° report, plus recommendations for country dialogue to promote resilience</p>

**Table 2A**  
**Sample Size and Characteristics**

School	Location/Environment (self-reported)	Number and category of participants	
Sala	<p>This is a community school* located in a rural environment, serving approximately 400 families in a disadvantaged area.</p> <p>* Community schools in Mali have a rich history. Originally an organic response to the lack of schools in many rural areas of the country, community schools were subsequently supported by the government in an effort to expand access. While this strategy was largely successful, concerns have been raised about the quality of learning in these schools. Current government policy is to transform community schools into public schools.</p>	Students	45
		Parents	17
		Teachers	6
		Principals	1
Boukassoungoue	This is a public school in an urban environment that has approximately 320 students and 8 teachers, serving about 200 local families in a disadvantaged area.	Students	42
		Parents	5
		Teachers	11
		Principals	1
École Bolivarienne	This public school was originally designed to cater to the children of civil servants. Located in a sub-urban environment outside Bamako, the school was initially established with the support of the government of Venezuela.	Students	62
		Parents	8
		Teachers	9
		Principals	2
Yirimadio	This is another public school in an urban environment with 13 teachers, serving 145 students in a disadvantaged area. The school identified 56 students as displaced students from the north.	Students	64
		Parents	10
		Teachers	10
		Principals	2
Souban-Koulikoro	This is a public school in an urban environment with 9 teachers (5 women and 4 men), serving 284 students (135 boys and 149 girls from approximately 95 families) in a disadvantaged area.	Students	57
		Parents	10
		Teachers	7
		Principals	4
<b>Total number of participants</b>		<b>Students</b>	<b>270</b>
		<b>Parents</b>	<b>50</b>
		<b>Teachers</b>	<b>43</b>
		<b>Principals</b>	<b>10</b>

## Annex 2. Mali RES-360° questionnaire

In the second quantitative phase, the initial exploratory findings on risks, assets, and relevant services were used to design a fully contextualized survey. This locally designed risk and resilience survey was conducted with 270 students, 50 parents, 43 teachers, and 10 principals or school administrators in 5 purposely selected schools and education communities, also in the south. The questionnaire below shows the distribution of host and displaced participants.

For Office Use Only

[This information is entered by the research team prior to administering the RES-360°]

*Participant ID:*

*Site ID:*

*Sample ID:*

*Date of Administration:*

### ELEVES

Merci de votre participation dans cette recherche sur la résilience. Ci-dessous figure la liste des questions portant sur les risques auxquels vous faites face dans votre école et votre communauté, et des ressources disponibles dans votre école, votre communauté et votre famille. Veuillez lire attentivement les instructions sur chaque question. Veuillez répondre à toutes les questions aussi honnêtement que possible. **Il n’y a pas de mauvaises réponses.**

Vos réponses seront combinées avec celles des autres personnes. Seuls les résumés des informations seront partagés et retournés à l’école et au département de l’éducation, et toutes les réponses seront anonymes. Par conséquent, veuillez ne pas inscrire votre nom sur aucune partie de ce questionnaire.

Merci !

## 1. Etes-vous

Etudiant <input type="checkbox"/>	Si oui êtes-vous au :      5eme <input type="checkbox"/> 6eme <input type="checkbox"/>
Parent <input type="checkbox"/>	Si oui êtes-vous membre du CGS:      oui <input type="checkbox"/> non <input type="checkbox"/>
Enseignant <input type="checkbox"/>	Si oui êtes-vous :      1ere <input type="checkbox"/> 2eme <input type="checkbox"/> 3eme <input type="checkbox"/> 4eme <input type="checkbox"/> 5eme <input type="checkbox"/> 6eme <input type="checkbox"/>
Directeur <input type="checkbox"/>	
Autre membre de la communauté <input type="checkbox"/>	Si oui qui êtes-vous :

2. Sexe      masculin ☐      féminin ☐

## 3. Etes-vous récemment arrivé dans la communauté (pendant les dernières deux années)

Oui ☐      Non ☐

Si oui quel est votre lieu de provenance? \_\_\_\_\_

Fréquence?			LES DEFIS AUXQUELS JE FAIS FACE	Changement?		
1. Pas du tout	2. Quelquefois	3. Fréquemment	<i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i>	1. pas de changement	2. aggravé	3. amélioré
Les défis suivants se passent-ils avec quelle fréquence?				Après 2012 est-ce que la fréquence de ces défis a changé?		
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	1. Les enfants ne fréquentent pas l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	2. Je connais les enfants qui abandonnent l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	3. Les élèves sont trop nombreux dans les salles de classe	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	4. Je ne comprends pas les leçons dispensées	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	5. J'ai trop de leçons à apprendre	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	6. Je connais des enfants qui ne comprennent pas la langue d'enseignement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	7. Je connais des enfants qui ne mangent pas les trois repas ordinaires	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	8. Ma famille n'a pas assez d'argent pour payer les fournitures scolaires	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	9. Je travaille pour soutenir les parents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	10. Je connais les filles qui ne vont pas à l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	11. Je connais des élèves qui font des cauchemars, ou ont des frayeurs nocturnes ou maux de tête, etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	12. Je connais des déplacés nord qui sont arrivés dans ma localité	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	13. Les familles d'accueil des déplacés sont surpeuplées	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	14. Je connais des enfants déplacés ne parlent pas la langue de la communauté d'accueil	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



Disponibilité?			LES SOURCES DE SOUTIEN – LES CHOSES QUI M'AIDENT	Importance?		
1. Pas du tout	2. Quelquefois	3. Disponible	<i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i>	1. Peu d'importance	2. Importance	3. Beaucoup d'importance
Quelle est la disponibilité de ces sources d'appui dans votre communauté?				Jusqu'à quel niveau est-il important pour vous?		
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	15. Malgré les difficultés, j'aime toujours aller à l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	16. Je bénéficie du soutien de la communauté pendant les moments difficiles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	17. Les élèves déplacés ont été bien accueillis par leurs camarades résidents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	18. Les enfants déplacés comprennent la langue de la communauté d'accueil	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	19. Les enfants déplacés ont bénéficié du soutien des familles élargies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	20. Mon maître et mon directeur me soutiennent pendant les moments difficiles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	21. Je connais les enseignants déplacés qui donnent des cours après l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	22. Aller à l'école m'aide à faire face aux défis	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Y'a-t-il d'autres défis dont on n'a pas déjà fait mention ? Si oui veuillez les lister ici

---



---

Y'a-t-il d'autres sources de soutien dont on n'a pas déjà fait mention ? Si oui veuillez les lister ici

---



---

For Office Use Only

[This information is entered by the research team prior to administering the RES-360°]

*Participant ID:*

*Site ID:*

*Sample ID:*

*Date of Administration:*

## ENSEIGNANTS/DIRECTEURS/PARENTS

Merci de votre participation dans cette recherche sur la résilience. Ci-dessous figure la liste des questions portant sur les risques auxquels vous faites face dans votre école et votre communauté, et des ressources disponibles dans votre école, votre communauté et votre famille. Veuillez lire attentivement les instructions sur chaque question. Veuillez répondre à toutes les questions aussi honnêtement que possible. **Il n’y a pas de mauvaises réponses.**

Vos réponses seront combinées avec celles des autres personnes. Seuls les résumés des informations seront partagés et retournés à l’école et au département de l’éducation, et toutes les réponses seront anonymes. Par conséquent, veuillez ne pas inscrire votre nom sur aucune partie de ce questionnaire.

Merci !

## 1. Etes-vous

Etudiant <input type="checkbox"/>	Si oui êtes-vous au :                      5eme <input type="checkbox"/> 6eme <input type="checkbox"/>
Parent <input type="checkbox"/>	Si oui êtes-vous membre du CGS:                      oui <input type="checkbox"/> non <input type="checkbox"/>
Enseignant <input type="checkbox"/>	Si oui êtes-vous :                      1ere <input type="checkbox"/> 2eme <input type="checkbox"/> 3eme <input type="checkbox"/> 4eme <input type="checkbox"/> 5eme <input type="checkbox"/> 6eme <input type="checkbox"/>
Directeur <input type="checkbox"/>	
Autre membre de la communauté <input type="checkbox"/>	Si oui qui êtes-vous :

2. Sexe                      masculin ☐                      féminin ☐

## 3. Etes-vous récemment arrivé dans la communauté (pendant les dernières deux années)

Oui ☐                      Non ☐

Si oui quel est votre lieu de provenance? \_\_\_\_\_

Fréquence?			LES DEFIS AUXQUELS JE FAIS FACE	Changement?		
1. Pas du tout	2. Quelquefois	3. Fréquemment	<i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i>	1. Pas de changement	2. Aggravé	3. Amélioré
Les défis suivants se passent-ils avec quelle fréquence?				Après 2012 est-ce que la fréquence de ces défis a changé?		
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	1. Les enfants ne fréquentent pas l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	2. Les enfants abandonnent l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	3. Les élèves sont trop nombreux dans les salles de classe	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	4. Il manque des enseignants qualifiés	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	5. La gestion et le suivi de l'école ne sont pas faits par les membres du CGS	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	6. Le curriculum de l'enseignement fondamental est surchargé	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	7. Les enfants ne comprennent pas la langue d'enseignement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	8. Les enfants ne mangent pas les trois repas ordinaires	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	9. Les familles des élèves rencontrent des problèmes financiers.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	10. Les enfants travaillent pour soutenir les parents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	11. Des filles qui ne vont plus à l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	12. Je connais des élèves qui font des cauchemars ou des frayeurs nocturnes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	13. Des déplacés sont arrivés dans votre localité	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	14. Les familles d'accueil des déplacés sont surpeuplées	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	15. Les déplacés sont marginalisés dans les communautés d'accueil	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	16. Les enfants déplacés ne maîtrisent pas la langue de la localité d'accueil	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	17. La communauté (le CGS) ne dispose pas de ressources nécessaires (matériels didactiques, financements et ressources humaines)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Fréquence?			LES DEFIS AUXQUELS JE FAIS FACE	Changement?		
1. Pas du tout	2. Quelquefois	3. Fréquemment	<b><i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i></b>	1. Pas de changement	2. Aggravé	3. Amélioré
Les défis suivants se passent-ils avec quelle fréquence?					Après 2012 est-ce que la fréquence de ces défis a changé?	
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	18. La coordination entre les acteurs de gestion de l'école est faible pour répondre aux urgences	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	19. Les services sociaux de base (santé, eau, électricité, etc.) sont affectés par la crise.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	20. Les services éducatifs – écoles, instituts de formation et de suivi, administrations scolaires – ont été fermés suite à la crise	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Disponibilité?			LES SOURCES DE SOUTIEN – LES CHOSES QUI M'AIDENT	Importance?		
1. Pas du tout	2. Quelquefois	3. Disponible	<b><i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i></b>	1. Peu d'importance	2. Importance	3. Beaucoup d'importance
Quelle est la disponibilité de ces sources d'appui dans votre communauté?					Jusqu'à quel niveau est-il important pour vous?	
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	30. La mobilisation communautaire autour et aux services de l'école	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	31. Les enseignants déplacés sont redéployés par le Ministère	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	32. Les enseignants sont formés en appui psycho-social	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	33. Le plan d'action de l'école prend en compte la situation d'urgence	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	34. La cantine scolaire est fonctionnelle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Disponibilité?			LES SOURCES DE SOUTIEN – LES CHOSES QUI M'AIDENT	Importance?		
1. Pas du tout	2. Quelquefois	3. Disponible	<i>N'oubliez pas que chaque constat comprend deux parties et exige deux réponses (l'une à gauche et l'autre à droite)</i>	1. Peu d'importance	2. Importance	3. Beaucoup d'importance
Quelle est la disponibilité de ces sources d'appui dans votre communauté?					Jusqu'à quel niveau est-il important pour vous?	
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	35. La banque de céréales est fonctionnelle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	36. La communauté dispose d'activités génératrices de revenus	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Y'a-t-il d'autres défis dont on n'a pas déjà fait mention ? Si oui veuillez les lister ici

---



---

Y'a-t-il d'autres sources de soutien dont on n'a pas déjà fait mention ? Si oui veuillez les lister ici

---



---









**The World Bank**  
1818 H Street, NW  
Washington DC 20433 USA  
[www.worldbank.org/education/resilience](http://www.worldbank.org/education/resilience)  
[educationresilience@worldbank.org](mailto:educationresilience@worldbank.org)

