# A COMPENDIUM OF EDUCATION AND CONFLICT FRAMEWORKS

by Grace A. Akukwe and Ann Emerson

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# ACRONYMS

AM ................. Adaptive Management

CAF ............... Conflict Analysis Framework

DFID ............. Department for International Development

DOC ............. Drivers of Change

EC ................. European Commission

ECWG .......... Education Cluster Working Group

EFA ................ Education for All

EW ................ Early Warning

FTI ................. Fast Track Initiative

GDP .............. Gross Domestic Product

IASC .............. Inter-Agency Standing Committee

ICAF ............. Inter-Agency Conflict Assessment Framework

INEE .............. Inter-Agency Network for Education in Emergencies

ISL ................. Immediately, Sooner, Later

JENA ............. Joint Education Needs Assessment

MPICE ........... Measuring Progress in Conflict Environments

NGO ............. Non-governmental Organization

OTI ................ Office of Transition Initiatives

PEA ................ Political Economy Analysis

UN ................. United Nations

UNESCO ..... United Nations Education, Science and Communication Organization

UNHCR ....... United Nations High Commission for Refugees

UNICEF........ United Nations International Children's Emergency Fund

USAID .......... United States Agency for International Development

WB ................ World Bank

# BACKGROUND

High-quality, undisrupted delivery of education services is of vital importance to the nation-building goals of all countries. Unfortunately, these goals are usually compromised in nation states affected by armed conflict, thus making education delivery complicated because of intense security, political, and socioeconomic pressures. Education programs within these contexts forced to measure impact using the narrow, standard barometers of educational progress (i.e., increasing student performance, improving quality, increasing access, and making education equitable for all stakeholders) are challenged to prove the rationale of their program design and program effectiveness. Yet, practitioners have been slow to recognize that the conceptual underpinnings of education delivery and some of its practical applications designed for stable contexts cannot work in conflict-affected environments.

The global development community is grappling with the growing trend of armed conflict, which has deprived education to an estimated 28 million children worldwide—42% of all primary school–aged children not enrolled in school (UNESCO, 2011). These dramatic statistics tell us that education services in conflict environments need to change, but in ways grounded in the realities of conflict dynamics.[1] To do this, practitioners in the field of education and conflict (hereinafter *practitioners*) need to reach a common understanding of how conflict dynamics affect education services and address those dynamics through system and program design, performance monitoring, and impact evaluations. Practitioners must reach a consensus on what education and conflict frameworks and indicators are applicable to conflict-affected environments. They must recognize that the existing frameworks for educational service delivery are narrowly defined.

Examining alternative frameworks for education service delivery involves recognizing that the operational and resource needs of conflict-affected environments present different challenges in system design, program implementation, management, and data analysis. Whether these challenges are met have far reaching consequences (beyond the failure to educate) for beneficiaries living in these contexts. It also recognizes that

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[1] Refers to interrelated factors and actors attributed to driving conflict (i.e., focus is on the two-way interaction).

to circumvent these consequences, practitioners must design, monitor, and evaluate with greater emphasis on models known to mitigate conflict. Strengthening the design, delivery, monitoring, and evaluation of education systems and programs in areas of armed conflict must therefore be a global priority if nations aim to mitigate the negative impact of conflict on education and vice versa.

**This compendium presents prevailing frameworks driving education systems and program design in conflict-affected environments.** Specifically, it provides an analytic overview of humanitarian, education and conflict, conflict-exclusive, and adaptive management frameworks, and how they are interpreted for programs in conflict environments.

Information for this compendium was obtained through three sources: (a) desk reviews of the literature on conflict and education frameworks, (b) related education system and program reports, and (c) structured interviews with select practitioners able to provide first-hand examples of system- and program-level challenges related to their experiences in the field.

# FRAMEWORKS

For the purpose of this compendium, a *framework* is defined as a set of broad ideas, principles, concepts, assumptions, theories, and expectations taken from relevant fields of inquiry. Also part of this discussion is tools that have been used to measure conflict dynamics. These tools (where they have been identified as such) fall within the four categories of frameworks identified as being relevant to education in crisis and conflict-affected environments: humanitarian, education and conflict, conflict exclusive[2], and adaptive management (see appendix for a matrix of the frameworks).

2  Defined within this paper as those frameworks that draw on military and security operations and their work in conflict mitigation and stabilization.

# HUMANITARIAN FRAMEWORKS

The humanitarian framework is based on principles of providing life-saving services[3], good humanitarian actor engagement, and doing no harm (The Sphere Project, 2010). Education was typically not prioritized within the humanitarian framework because services were not deemed life saving. This position by some humanitarian organizations is slowly changing, especially with the ratification of the United Nation's Resolution on the Right to Education in Emergency Situations, which not only reaffirms a basic right to education by children living in crisis and conflict-affected environments but also recognizes the positive effects of education in these same contexts (United Nations General Assembly, 2010).

## SPHERE

In 1997 the Red Cross, the Red Crescent, and other non-governmental organizations launched the Sphere Project to help people living in conflict and crisis environments. As the primary organization bringing humanitarian groups together, Sphere developed a set of guidelines based on the Humanitarian Charter and Minimum Standards in Disaster Response (commonly referred to as the "Sphere Handbook"). Although education was not recognized as one of Sphere's core standards, the handbook made some very critical statements about its importance i.e., "education in emergencies can be life-sustaining and life-saving" (Sphere, 2010; p. 12). This statement possibly marked a sea change in the active exclusion of education from humanitarian assistance and was driven by the influence of a Sphere member: the Inter-Agency Network for Education in Emergencies (INEE). As a result of this relationship, Sphere endorsed the *INEE Minimum Standards for Education: Preparedness, Response and Recovery*, (published in 2004) as the companion reference to its own handbook.

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3  Life-saving services are those related to food and water, shelter, and security (The Sphere Project, 2010).

## RAPID ED*

The birth of education as a programming area within the humanitarian sector is attributed to a working group of humanitarian agencies that joined together in the 1990s to host a series of emergency response meetings. The meeting was attended by the United Nations Education Science and Communication Organization (UNESCO), United Nations High commission for Refugees (UNHCR), and United Nations International children's Emergency fund (UNICEF). These organizations formed RAPID ED and developed a model called the Rapid Educational Response, which was a three-phase approach to emergency education situations. The first phase is establishing recreational programs for internally displaced children to help establish some normalcy in their lives. The second phase is turning those programs into formal education programs (Nicolai & Triplehorn, 2003). The underlying assumption of this approach is that education provides the vehicle through which smooth transition from relief to rehabilitation and recovery can happen; thus education activities must be designed to encourage the social–emotional progression toward long-term development (Aguilar & Retamal, 1998).

* Education

# EDUCATION AND CONFLICT FRAMEWORKS

A number of agencies developed a different set of frameworks to bridge the gap between education service delivery and protection in conflict affected contexts. This section presents frameworks and tools that were developed from both an education and conflict perspective. For the purpose of this paper, education and conflict frameworks are a combination of approaches addressing education access and the security issues that are prevalent in conflict-affected contexts.

Its sub-domains cover academic, life skills, management, supplies, and capacity building components. The ISL Matrix captures the need for an emergency response using a time sequence that prioritizes activities based on an assumption of when they would be most critically needed. At the same time, activities are not bound to a specific timeframe, implying that activities can be implemented simultaneously. This tool was not adopted by education practitioners working in conflict-affected contexts.

## IMMEDIATELY, SOONER, LATER MATRIX

Once education in emergency contexts was under the spotlight, more attention was focused on education services, specifically the types and sequence of activities. The RAPID ED model was modified by Nicolai and Triplehorn (2003) into the Immediately, Sooner, Later (ISL) Matrix, which provides a more detailed guide on education activities for humanitarian actors working in education. The ISL Matrix focuses on protection and psychosocial support as the main domains for intervention and monitoring.

## INEE MINIMUM STANDARDS FOR EDUCATION

Until the formation of the INEE in 2000, no single institution focused solely on education and emergencies and no frameworks for analyzing the impact of conflict on education existed. INEE was created to promote access to safe, quality education for all persons affected by emergencies, crises, or chronic instability, within the framework of the Convention on the Rights of the Child, the Education for All (EFA) Declaration, and the Dakar Framework. In accepting this mandate, INEE adapted additional

international conventions and documents to guide its work. Combined, these conventions and documents[4] shaped INEE's activities and interventions.

In 2004 INEE's Minimum Standards Working Group developed an analytic framework that covered the security, governance, economic, social, and environmental domains (INEE, 2011) and had four subcategories: education planning, service delivery, resource mobilization, and monitoring systems. This framework evolved into the Minimum Standards for Education, which was referenced as the companion to the Sphere's Handbook on humanitarian relief. The Minimum Standards for Education is a toolkit that provides guidance on what to prioritize in education and emergency contexts. The five domains identified present a framework for how to organize, implement, and monitor activities. The first domain, foundational standards, reflects the humanitarian commitment to rapid response and recovery. The second through fifth domains are education specific and focus on themes of access and learning, teaching and learning, teachers and other education personnel, and educational policy. The standards spell out the minimum level of education services required, the appropriate responses, and the resources needed to alleviate suffering.

As involvement with countries in crises and emergencies increased, practitioners sought tools that would help them develop better programs to respond to the education service delivery challenges. Even though all frameworks sought to demonstrate the interactions between education-specific and conflict-related issues, there was still a lack of agreement on what was the best approach or tool for working in these environments. This led to the development of other agency-specific tools.

## USAID EDUCATION AND FRAGILITY TOOL

As the United States became more involved in crises and conflicts worldwide, strategies on how to address these global challenges took center stage for developing foreign policy. The United States president's 2002 national security strategy identified "development" (i.e., the third pillar of U.S. foreign policy) as a critical complement to defense and diplomacy and of equal importance (Miller-GrandVaux, 2009). In support of the president's strategy, USAID formulated its fragile states strategy in 2005, making the case for strong monitoring and analysis, developing priorities that can respond to the realities on the ground, focusing programs on the sources of fragility, and streamlining operational procedures to support rapid and effective response.[5]

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4  INEE was guided by the following conventions and agreements: (a) 1948 Universal Declaration of Human Rights, (b) 1949 Fourth Geneva Convention Relative to the Protection of Civilian Persons During Times of War, (c) 1951 Convention Relating to the Status of Refugees, (d) 1966 International Covenant on Economic, Social and Cultural Rights, (e) 1989 Convention on the Rights of the Child, (f) Dakar Education for All Framework (EFA), and (g) The Millennium Development Goals (MDG).

5  "Fragile States Strategy." United States Agency for International Development. Feb. 2005. 2008 <http://www.usaid.gov/policy/2005_fragile_states_strategy.pdf>.

USAID used the fragility strategy to develop an education and fragility assessment tool examining the relation between fragility and education systems and programs. The underlying assertion was that education can be a double-edged sword, both contributing to and mitigating conflict. The tool reflected a conviction that the scope of education extends to the delivery and quality of security, governance, livelihoods, and protection services; that education can work across sectors to achieve stability goals (Miller-Grandvaux, 2009); and that it can bridge the gap between humanitarian assistance and sustainable development. The Education and Fragility Assessment Tool comprised five subcategories of traditional education metrics (i.e., equity, access, quality, relevance, management). These subcategories were subsumed under 10 domains with approximately 200 data points for analysis. The tool's strength lay in its detailed coverage of both conflict dynamics and education.

Although the tool addressed the issue of civil society protection within the education context and whether participation or exclusion may be mitigating or fomenting conflict, it appeared to exclude the humanitarian elements that cover quick, timely, and prioritized responses. The framework was broken down into sets of questions to ask in the field in order to understand context-specific impact and need; the findings could then be translated into program design and resource allocation. Unfortunately, the tool was intimidating due to the volume of data points for analysis, the constraints of deploying a team to carry out the assessment, and lack of guidance in adapting the items into an instrument for field use. Thus, it became an agency-specific tool, used mainly for internal purposes. This development was unfortunate because the tool had potential for collecting highly useful data on the nature of the interactions between education and the identified domains within the framework to mitigate or foment conflict.

## EDUCATION AND FRAGILITY BAROMETER

Believing that conflict can be prevented if risk factors are identified early enough, Save the Children developed an early warning tool called the Education and Fragility Barometer in 2007 through the Education that Protects project. The premise was that measuring the efficacy of service delivery in education can provide precursor data on whether a country is slipping into fragility or creating an environment conducive to conflict. The barometer is essentially a set of practical indicators and data points for the role of education in relation to fragility and conflict (Save the Children, 2007). Its proponents argued that other existing tools and frameworks were not practical and did not capture the operational aspect of what happens within the school and its external community. (See Appendix for a matrix of the frameworks).

The Education and Fragility Barometer was intended to be used for comparisons across schools, at global, country, and regional levels. It was meant to provide critical information on the risk and protective factors for children in schools as well as system responsiveness (e.g., school management and policy planning). Save the Children noted that the list of indicators identified in the barometer was not conclusive and that additional indicators may be required.

The framework had a limited number of factors it considered to be contributing to conflict and a strong inclination towards school-level data as its indicators were predominantly classroom and teacher-related.

## FAST TRACT INITIATIVE PROGRESSIVE FRAMEWORK

The EFA Fast Track Initiative (FTI)[6] had been involved with the INEE Working Group for Education and Fragility that developed the Minimum Standards for Education. FTI's involvement in this led to the development of the FTI Progressive Framework in 2008. Its purpose was to facilitate the development of interim education strategies in countries where education systems and governance structures are at risk of or experiencing increased fragility. Applying a phased approach that starts from an interim period (baseline) and moves toward development targets, the FTI Progressive Framework identified four domains: sector assessment, planning and coordination; resource mobilization and financial management; service delivery; and monitoring system improvement (FTI, 2008). In a discussion document, FTI (Fast Track Initiative, 2008) described the underlying principles of the framework as "the integration within the international architecture of humanitarian aid and development" (p. 2). The

framework focused on system-level interventions and their outcome indicators. For example, sector assessment, planning and coordination involved working through government and international institutions to develop sector-strategic plans. The FTI Progressive Framework was clearly a tool more useful for guiding funders or system managers than agencies directly working at the school and community levels.

## POLITICAL ECONOMY ANALYSIS

Britain's Department for International Development (DFID), the World Bank (WB), and the European Commission (EC) were among the first to bring context analysis frameworks, coined "political economy analysis (PEA)," to the fore of the education and conflict discourse as another approach for understanding conflict dynamics. This approach isolated specific variables that were classified as drivers of change (DOCs) and contributing to conflict dynamics. As early as 2004, DFID was using a DOC model focused on structural, institutional, and agency analyses to understand the factors contributing to conflict. The PEA evolved from this DOC model but differed as a power-based approach that reflects an assumption that countries' growth and development trajectories differ, and thus diagnostic tools rather than normative and prescriptive approaches are better for developing responses (Boak, 2011).

As no specific tool was developed for the PEA approach, DFID's strategy was to encourage their country offices to develop their own series of questions regarding domains identified as "structural," "institutional," and "agency." The WB's PEA domains on the other hand

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6  The Education for All Fast-Track Initiative (EFA-FTI) is a global compact on education to help low-income countries achieve free, universal basic education. It was launched in 2002 as a global partnership between donor and developing country partners to ensure accelerated progress toward the Millennium Development Goal of universal primary education by 2015 (FTI, 2011). Low-income countries that demonstrate serious commitment to achieve universal primary school completion can access FTI funding for education programs.

were based on agency and actions – i.e. "reform arena" (including institutions, stakeholders, economic, and political interests) and "reform process," which includes dialogue and decision making.

The EC advanced this model further by developing a "governance analysis framework" in 2008. This was a relational model of political systems, public agencies, non-state actors, donors, service providers, and checks and balances within a given context. Since 2008, the EC has developed the governance analysis framework further and recently published a paper focusing on DOCs and PEA as a more viable approach to understanding conflict dynamics. This approach, however, is intended to help practitioners understand the context and feasibility of the development strategies they are proposing in order to better manage any associated risk with their investment. The EC plans to integrate political economy approaches into its country-level analyses for 2012.

## JOINT EDUCATION NEEDS ASSESSMENT

The Education Cluster Working Group (ECWG)[7] is a working group within the Inter-Agency Standing Committee (IASC) and includes representatives of organizations and donors working on education preparedness and response in emergencies and early recovery. The ECWG undertook a highly consultative process to develop a Joint Education Needs Assessment (JENA) toolkit for education in emergencies. The toolkit includes approaches to gathering data on pre-crisis environments and conducting rapid joint assessment needs based on different phases of an emergency. It is modeled on the INEE Minimum Standard domains; therefore, its six core education domains are access and learning, teaching and learning, teachers and other education personnel, education policy, community participation, and coordination. It also has nine disciplines within education and seven inter-cluster issues as subcategories, and includes questionnaire/survey tools aligned to each domain. It offers a common language, agreed upon data to collect across education actors, and recommended methods for data collection and analysis in rapid and comprehensive joint education needs assessments. Like the Education and Fragility Barometer, the JENA is more focused on school-level data (e.g. the changing nature of schooling) rather than on conflict dynamics.

These frameworks show the gradual evolution from humanitarian principles and objectives to those focused on improving service delivery effectiveness and addressing conflict dynamics. They do not, however, close the analytical gap of understanding how conflict dynamics change as a result of education service delivery, how practitioners can measure the degree of change that happens over time, and how we can improve education programs in response to these challenges.

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7 The IASC on humanitarian assistance's Education Cluster Working Group was established to address capacity gaps and to coordinate on education issues at the country level in humanitarian emergencies. The goal of the ECWG is mainly to strengthen systemwide preparedness and technical capacity to respond to education needs in emergency situations (ECWG, 2008).

# CONFLICT-EXCLUSIVE FRAMEWORKS

The preceding section shows the characteristics of prevailing frameworks (though not exhaustive) in education and conflict that have shaped the discussions within the sector. Thus far, there has not been much indication that conflict-exclusive experts have been fully participating in this discourse. *Conflict-exclusive experts* here refers to practitioners exclusively focused on military and security operations, such as stabilization, conflict mitigation, and the like. Although many in the humanitarian and development assistance community eschew military and security-driven approaches to crises and emergency responses, it is important at this juncture to consider whether the conflict-exclusive lens may provide a paradigm that could help program design, strategies, and resource allocation. After all, it is clear to all concerned that education services in conflict environments are very different due to often intense security considerations.

As among education and conflict practitioners, general consensus exists among conflict-exclusive practitioners that effective implementation of programs in crisis and conflict environments depends on proper assessment tools and reliable measures of progress (Cohen, 2006). Cohen

contends that "previous interventions have been severely hampered by faulty initial analysis that has overlooked the entrenched drivers of conflict and instability" (p. 1). He goes on to say that the main barrier to measuring progress in conflict environments is political, not conceptual, and that since the 1997 DFI[8] study on effective transitions in UN peace operations, efforts to establish standard measures of progress in stabilization and reconstruction operations have been disconnected because of differences in terminology and data gathering methodologies. So here, too, we find some dissension.

In its seminal piece on education in post-conflict settings, *Reshaping the Future*, the WB (2005) noted that most conflict analysis tools fall short in their comprehensiveness because they do not address the role of education in contributing to conflict or mitigating its effects. The paper pointed out that although there is a need for supplementary tools that specifically focus on

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8  DFI is a Washington DC-based consulting company that provides tailored research, analysis, knowledge management, and consulting services to senior decision makers in industry and government.

education issues, these should not be "stand-alone" tools. The paper also states that "there is limited experience globally of integrating education into conflict assessments" (World Bank, 2005, p. 32).

## CONFLICT ANALYSIS FRAMEWORK

In the mid 2000s, the WB developed a conflict analysis framework (CAF) to support country and regional efforts to analyze and address conflicts in the context of country assistance, poverty reduction, and other development strategies. CAF was intended to identify the key factors contributing to conflict and focused on six areas: social and ethnic relations, governance and political institutions, human rights and security, economic structure and performance, environment and natural resources, and external factors. The CAF was an agency-specific tool for country-level analysis that is typically undertaken under joint assessment arrangements. CAF is only one of at least 12 conflict analysis tools currently available, and most of them do not include an education component. However, inclusion of youth unemployment as one of the CAF indicators led to a finding in one country analysis that marginalization of a minority ethnic group from higher education had been a contributing factor to two decades of deadly internal war (World Bank Conflict Prevention and Reconstruction Unit, 2002). CAF inadvertently became the first conflict-exclusive framework that "spotlighted" education as a contributor to conflict. This should have been a good segue for more integration of conflict-exclusive and education sector approaches to conflict as a whole. However, this did not happen, primarily due to a mismatch in implementation approaches, sector priorities, and objectives.

## INTERAGENCY CONFLICT ASSESSMENT FRAMEWORK

The Interagency Conflict Assessment Framework (ICAF) is based on a model that breaks down its areas of intervention into three domains. These are institutional-level core grievances and social resilience factors; drivers of conflict mitigating factors based on key actors' motivations and means; and occasions for increasing or decreasing conflict that are windows of vulnerability or opportunity (United States Government Reconstruction and Stabilization Policy Coordinating Committee, 2008). Based on the "Principles for Good International Engagement in Fragile States and Situations" [9] ICAF promotes a whole-government approach to conflict mitigation through interagency cooperation and joint assessments. The results of ICAF assessments are intended to foster a crucial and shared understanding of the conflict across intervening agencies by prioritizing the list of conflict drivers and mitigating factors.

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9  Originally drafted at the January 2005 Senior Level Forum on Development Effectiveness in Fragile States, these principles reflect a growing consensus that fragile states require responses different from those for better performing countries. The principles recognize that (a) fragile states confront particularly severe development challenges such as weak governance, limited administrative capacity, chronic humanitarian crisis, persistent social tensions, violence, and the legacy of civil war; (b) durable exit from poverty and insecurity for the world's most fragile states will need to be driven by their own leadership and people; (c) although international engagement will not by itself put an end to state fragility, the adoption of the shared principles can help maximize the positive impact of engagement and minimize unintentional harm.

## MEASURING PROGRESS IN CONFLICT ENVIRONMENTS

The Measuring Progress in Conflict Environments (MPICE) was developed by the United States Institute of Peace in 2005. The MPICE framework is intended to go beyond measuring outputs. It measures the attainment of goals that reinforce stability and self-sustaining peace. The framework is a set of metrics based on a progressive trajectory that starts from State 0, which is "imposed stability" and reflects persistence of the drivers of conflict. State I is "assisted stability" and reflects a reduction in conflict and violence that is management of the drivers of conflict. State II is "self-sustaining peace," in which local institutions are capable of coping with the drivers of conflict without the need for international intervention (United States Institute for Peace, 2008). The domains/drivers of conflict for which data are collected include safe and secure environment, political moderation and stable governance, rule of law, sustainable economy, and social well-being.

## TRANSITION FRAMEWORKS

Transition approaches are based on speed, flexibility, and transparency, and usually complement stabilization strategies. Transition interventions are based on a phased model of "before, during, and after conflict" with five domains: democratic and political processes, building citizen security, prompting reconciliation, supporting peace negotiations, and cross-cutting themes (USAID, 2010).

Transition programs are typically implemented over a short timeframe, 18–24 months, and are meant to be stop-gaps for longer term program interventions. The Office of Transition Initiatives'[10] (OTI) operational guidelines emphasize program flexibility when necessary and building local networks that can be a source of information. Each of the four domains specifies objectives as well as prerequisites for program interventions and resource allocations. Interventions are classified under the before, during, and after conflict cycle, with examples of activities and lessons learned to guide users. Interestingly, OTI has funded some education sector activities in which quick impact and engagement of community has been the incentive, but no mention is made of where their education activities fall within their phased intervention trajectory (i.e., during the "before, during, or after" conflict).

## EARLY WARNING FRAMEWORK

The Early Warning (EW) Systems for Violent Conflict is based on a premise that mass conflicts can be predicted. EW theorists have their own set of frameworks and models, and they hold the view that violence is "related systematically to a set of historical, demographic, social, economic, political and other variables" (Payson Conflict Study Group, 2000; p. 1). EW identifies the key variables for conflict within a context and determines the predictive power in order to gauge a country's risk for emerging or intense conflict. EW is an empirically driven approach to anticipating and monitoring conflict environments. It relies on a calculation based

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10 OTI, part of USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance, has laid the foundation for long-term development in 31 conflict-prone countries.

on intensity of violence aligned to five phases to determine what activities are suitable and will yield the best impact. The phases are pre-conflict, conflict emergence, conflict and crisis (chaos and complex emergency), conflict settlement, and post-conflict and development. The EW framework applies an additional analytical approach of dividing the drivers of conflict into two categories. *Structural variables* are the "long-term conditions of a society that are embedded in institutional arrangements," whereas *dynamic variables* are "short-term political, economic or other developments impacting a country's stability" (Payson Conflict Study Group 2000, p. 5). Another EW model proposed by the Center for Strategic and International Studies identifies five pillars of conflict prediction: security, governance, justice and reconciliation, economies, social well-being, and cross-cutting issues (Barton, von Hippel, Sequeira, & and Irvine, 2008).

These conflict-exclusive frameworks have not included education in their conflict mitigation approaches except, as previously mentioned, when quick impacts to win goodwill may be required. Therein lies the challenge of getting education to the humanitarian and conflict roundtable or vice versa: the pervasive perception that education is not of life-saving or of politically strategic importance. Studies on predicting armed conflict are however changing this perception through empirical studies and statistical analyses that demonstrate the negative causal relationship between lack of education opportunities and armed conflict (Thyne, 2006; Hegre, Carlsen, Strand, & Urdal, 2009; Hegre, Karlsen, Nygard, Urdal, & Havard, 2011). Thyne's (2006) study shows the strongest effects between lack of educational opportunities

and armed conflict for primary enrollment and secondary male enrollment. Thyne also found a more positive relationship (i.e., a pacifying effect) between measures like education expenditure as a share of gross domestic product (GDP) and of literacy.

Thus, unlike the education practitioners who seem averse to phased emergency responses and interventions because they believe the need for humanitarian assistance outweighs the need to prioritize and sequence actions, and that such strategizing can have negative consequences, conflict practitioners' intervention strategies are governed by phases of the conflict cycle. These phases are the foundation of their interventions, including the basis of withdrawal from contexts and the allocation of resources. They also provide a basis for determining which agency may be involved and when.

# ADAPTIVE MANAGEMENT FRAMEWORK

Poor, fossilized management systems and corruption also have a negative impact on education service delivery by creating inequities, which in turn fuel conflict. A fair amount of literature has been produced on service delivery challenges in conflict environments. Vaux and Visman's (2005) paper on the delivery of social services in difficult environments underscores the importance of service delivery in addressing causes of conflict. For instance, an effective service delivery system must have an adaptive management approach that enables system managers to respond to environmental changes such as the evolving needs and problems of system constituents. However, most education governance or management models are rarely intentionally adaptive. Rather, programs are designed from a static snapshot of the operational environment, with program interventions assuming controlled or managed change in the positive direction.

An emerging, less well-known, and less developed framework that is beginning to permeate the literature is the Adaptive Management (AM) framework. This framework seems relevant because it contains most of the elements of the Principles of Good Engagement. The United States Department of Interior defines AM as a flexible and adaptive decision process that involves careful monitoring of management actions, outcomes, and policies (Iott, 2008). Iott (2008) describes it as a structured, explicit decision process that involves the following:

- Engaging stakeholders
- Identifying the problem
- Specifying objectives and tradeoffs
- Identifying a range of alternatives from which to select
- Specifying assumptions about resources
- Projecting consequences of alternative actions
- Identifying key uncertainties
- Measuring risk for consequences
- Accounting for impacts of decisions/actions
- Accounting for legal constraints

AM is based on the work of C. S. Holling, Carl Walters, and Kai N. Lee (Iott, 2008). Villegas and Muller (2010) present a similar framework based on service-oriented applications called Dynamic Monitoring, involving a relational and feedback model of interactions across policy, performance, security, service arrangements, and users' matters of concern. The main tenets of this framework are as follows:

- Creating agile processes through a network of services

- Accounting for policy, performance, security, service agreements, and user satisfaction in the design and delivery of services

- Applying "run time monitoring" in management practices. Relevant context must be specified as design time but managed at run time. Thus, monitoring requirements take into consideration the evolving nature of a context.

The AM and Dynamic Monitoring frameworks may present unique approaches for education in conflict areas because of their focus on representing context, changing the implementation strategies at run time, and managing the relevant context under changing requirements. As mentioned earlier, AM is still undeveloped. It is currently used by the ecological and natural resource sectors as a tool for system management including stakeholder engagement, system monitoring and policy decision making. Two questions may help guide practitioners adapt and use AM:

- How can practitioners respond to evolving system requirements and program needs at run time as demonstrated by the changing nature of education (i.e., environment, objectives, resources, relevancy and policy) in conflict environments?

- How do we capture the effects of the interaction between conflict and education in both quantifiable and qualitative ways to show impact?
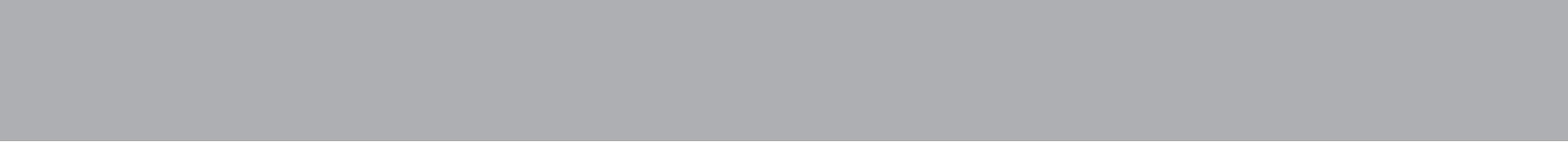
# CONCLUSION

The education and conflict literature supports the idea that education can contribute to conflict, as do historical and cultural legacies and political and economic marginalization of people. The proliferation of frameworks over the last two decades represents well-intentioned attempts to prioritize entry points for sector engagement; discount the misperception that education is not strategically important for humanitarian, development, and conflict prevention initiatives; bring some coherence to fragmented interventions within the sector; and provide overarching thematic areas for data gathering and analyses.

The debate on frameworks playing out within the development community is about what tools will capture the best information, what gets measured, what best demonstrates the impacts, what the implications of the impacts are, and how the impacts affect resources allocated to education in conflict environments. Educators must, however, coalesce around the basic commonalities across the frameworks that are the drivers of change. More focus is needed on what frameworks are best suited for conflict environments and what type of data best demonstrates the impact of conflict on education.
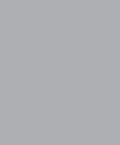
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