



Canadian International  
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Agence canadienne de  
développement international



# *Education*



# *Peace* *Peacebuilding*

Operational Framework

Canada 

## **Acknowledgments**

This framework has been prepared as part of a collaborative effort of the Conflict Prevention and Post-Conflict Reconstruction (CPR) Network which is an informal network of bilateral donor countries and multilateral (UN) agencies involved in responding to complex emergencies and conflict situations. (<http://www.cpr-network.org>) The CPR Network has established a working group as a focal point for the assembly of analytical frameworks and operational tools developed by donors for responding to conflict situations before, during and after conflict. All frameworks and tools respond to various peacebuilding themes and sectors, and aim to guide programming activity through the lens of past lessons learned and best practices.

In 1998, the CPR working group tasked the CIDA Peacebuilding Unit to conduct the first round of surveys of the international peacebuilding community regarding useful analytical tools. This survey resulted in the Compendium of Operational Frameworks for Peacebuilding and Donor Co-ordination. The Compendium is a work in progress, and has been subsequently revised by subsequent rounds of surveys. (available at <http://www.cida.gc.ca/peace>)

This paper, written by Annette Isaac Ph.D., aims to provide an overview of best principles and practices, as they have emerged from the actual experience. In this overview, key challenges are examined, and the paper also tries to anchor the issue within the wider peacebuilding spectrum. Consequently, it provides recommendations to donors and practitioners on how development co-operation can be used to support work in this area.

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## **INTRODUCTION**

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

The primary target audience for this work are educational planners, policy, program analysts and researchers. Still, given that these types of educational and conflict tools are now evolving, the issues and questions contained therein, can help to provoke discussion and contribute to the design of conflict analysis models for the education sector in a variety of development agencies.

Methodologically, the report draws on approaches currently being developed, such as Peace and Conflict Impact Assessments (PCIA). It is important to re-emphasize that the document is a work in progress and its primary purpose is to provoke a broader discussion especially in regions of conflict, on the positive or negative roles of education in war and peace situations.

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## **EDUCATION AND CONFLICT ANALYSIS**

### *Methodology*

Current literature advocates that any educational intervention in conflict situations must be grounded in sound analysis (Tawil, 1997, p. 7). This education and conflict analytical tool draws on PCIA models, which provide the basis for a more careful analysis of the catalytic role of education in conflict. Briefly, according to IDRC's Peace and Conflict Impact Assessment Unit (2000), "PCIA is conceived as a means of mainstreaming analysis of peace and conflict dynamics in development interventions" (p. 5). Proponents of the PCIA models observe that the concept is just evolving and is at an early stage of development. Nevertheless, the approach does allow for "understanding trends in areas of potential and actual conflict, as well as identifying approaches for conflict prevention, reduction and peacebuilding" (Fewer, 1999, p. 3). In terms of limitations of any PCIA model, the FEWER Secretariat (1999) cautions that:

It is a framework which relies completely on the quality of information and analysis introduced, as well as the user's ability to ensure that the perspectives of the different parties in a conflict are represented in the exercise. It also relies on the ability of the user to identify opportunities for co-operation with other actors who can promote peace. (p. 3)

There are several steps involved in conflict analysis. The first step generally focuses on a macro analysis of the potential sources of conflict in a country. This involves looking at the structural historical, geographic, environmental and other make up of the society. Further levels of analysis then focus in detail on the political, economic, social, cultural and institutional situations that create an environment for conflict by promoting, covertly or overtly, tensions and divisions. These include military and security measures, unequal social structures, human rights and constitutional abuses, poverty, unemployment, unequal land and income distribution, public mismanagement of the role of media, and religious or cultural institutions.

Analysis of the mitigating (or calming) forces of education can be factored into the macro analysis or, subsequently, at a more detailed micro level to identify sector specific indicators or triggers. However, further work will be needed to flesh out which indicators are appropriate to country, sector or project analysis and programme development. Leonhardt (1999) suggests some benefits for a PCIA approach for aid agencies:

On the macro level, strategic conflict analysis or conflict appraisals should inform the preparation of the country assistance programs. On the micro level, conflict impact assessments can help projects avoid and mitigate adverse effects on the conflict and make full use of opportunities for peace. Many traditional forms of development assistance can make important contributions to peacebuilding, if they are used in strategic ways. These include education and professional training, income generation, for disadvantaged groups, community-based resource management systems and community development. (p. 5)

### ***Development assistance considerations***

Nevertheless, to be effective, conflict analysis for education has to be factored into mainstream development policy and programming. Because education by its very nature implies medium and long-term processes, little can be gained from conducting educational conflict analysis when countries are on the verge of war. During conflict, especially in refugee situations, the emphasis has to be on preparing families and the children to cope with the traumatic disruption in their lives and just daily survival. In complex emergencies, many international humanitarian agencies have developed education programs for children and youth especially. However, practitioners and researchers familiar with refugee and humanitarian programs recognize the limits to delivering sustainable long-term educational programs if they are not linked to more grounded development planning and programming (Aguilar and Retamal, 1998; Women's Commission for Refugee Women and Children, 2000)

Ideally, the kind of analysis suggested in the diagnostic tool may be more useful for early warning stages, or more realistically, in the aftermath of war, when all the societal conditions that may have led to war, including the role of education, come under close scrutiny. One of the ultimate aims of conflict analytical processes is that the results can then be used to predict and expedite mechanisms for peace, if conditions allow. The need to link peacebuilding and development assistance is becoming a reality that international agencies have to address sooner or later in their programming, as Leonhardt (1999) again states:

aid has the potential to address structural conditions (or "root causes"), which produce violent conflict, such as social exclusion, lack of political participation, unaccountable public institutions and lack of personal security. It can also support people in creating institutions for the peaceful resolution of social conflict and empower them to become involved in conflict prevention.

Finally, the value of incorporating educational conflict analysis into the regular programming of aid agencies has to be seen in the context of what to do with the data derived from conflict analysis. To be effective, the data, especially if the findings indicate disturbing conflict trends, must be correlated with other political, economic and societal factors to inform sound policy and decision making, eliminate repetition and duplication of administrative and bureaucratic errors or efforts, determine lessons learned and best practices, and be of practical use to aid workers and governments committed to peace (Anderson, 1996; Hay, 2001; Retamal and Aedo-Richmond, 1998). Building the data into the country, sector or project design processes gives them that meaning and context. The importance of critical analysis of the contribution the education sector gives to reconstruction efforts, and ultimately conflict prevention, is summed up by Wright's (1997) comments:

Without very serious and critical re-examination of the role and purpose of education however, re-construction might simply entail a stronger dose of the same old stuff, or panic innovations reflecting some ideology which emerged as dominant from the civil conflict. (p. 17)

## **Education, conflict and peacebuilding - A Diagnostic Tool - Sample Questions and Issues**

### **1. Issue: Educational policy can be fragmented in its representation of social realities and disconnected from other sectoral planning.**

**Question: How are educational policies determined?**

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p><b>Political</b></p> <p>Who determines education policy? Government, private sector, church, foreign agencies?</p> <p>What are the ideologies that are put across? Do they contain political messages that are divisive?</p>	<p>Clear policy positions on education reforms that address divisive elements in a country, such as ethnicity, gender equality, religion, poverty.</p> <p>Clear processes for public participation and feedback, through media, public fora, consultations on regular basis.</p>	<p>Answers may vary depending on who you ask.</p> <p>Donor agencies' inability to reach all stakeholders to get a range of perspectives and answers. Or, donor's inability to get right answers, i.e. limited to government machinery.</p>

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p>What processes are used to determine policy?</p> <p>Who are the stakeholders? Teachers, students, unions employers, parents, school councils, aid agencies?</p> <p>What is the role of gender equality advocates and women's organizations?</p>	<p>Clear documentation of teachers' and unions' participation in the identification and support of reforms.</p> <p>Parent/student involvement as end users</p>	<p>Donor agencies risk being linked to local power politics.</p> <p>Gender equality advocates and women's groups may be left out of consultations. Or, if consulted their ideas may not be incorporated into policy positions.</p>
<p><b>Economic</b></p> <p>Is there evidence that economic policies and decisions are contributing to widening social disparities?</p> <p>What percentage of government spending comes from international agencies?</p> <p>Which agencies are involved and what are their agendas?</p> <p>Are funds for social services routinely diverted to military and other expenditures?</p> <p>Has the country had a prolonged period of structural adjustment? How has education fared under these programs?</p> <p>What are the impacts of processes like globalization on social sectors?</p>	<p>Budget records or statement for past decade(s). Compare with current and forecasted budget statements for new or increased spending for education.</p> <p>See whether military spending is decreasing and re-routing some of those funds to social sectors, including education.</p> <p>New economic policies from national governments that place priority on education and training over military expenditure.</p>	<p>Inability to collect accurate or reliable data to make sound assessments of impacts (linked to record-keeping systems of country especially in post-conflict situations).</p> <p>Governments may not want to divulge such information if they think it is not in their best interest.</p> <p>Educational funding from international agencies during mid- and early post-conflict stages can lead to dependency syndromes and diminish local governments' resolve to find/or devote their own funding.</p> <p>External aid agencies agendas could contain divisive or inconsistent elements for funding criteria</p>
<p><b>Social/cultural</b></p> <p>What are the historical structures of education?</p> <p>If countries are post-colonial, is there evidence that education systems reflect present independent government needs?</p>	<p>Policies that emphasize progressive measures for post-colonial nation building. In education, such principles would extend to reforms that stress equity, inclusion, diversity, reconciliation, and tolerance.</p>	<p>That post colonial governments are still tied to or dependent on former colonial governments for technical and financial input into key policies and decisions about education.</p>

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p>Is there evidence that current educational policy and decision-making structures reflect the socio-cultural make-up of the country?</p> <p>Are the institutions that are being funded representative of the society and is there equitable funding?</p>	<p>Look for actual implementation of these principles in teacher education programs, curriculum development, classroom practices, textbook development, and research.</p>	<p>That even if universal principles of equality, democracy, justice and so on are enshrined in the constitution and laws, incumbent governments may only pay lip service to them.</p>
<p><b>Institutional</b></p> <p>Are there national/regional institutions dealing with reforms of the education systems? Who are the decision makers?</p> <p>Are staffing resources at these institutions adequate to push through long-term reforms?</p> <p>What is the status of higher education structures? What is the level of research capacity?</p> <p>What is the level of funding for research at colleges or universities?</p>	<p>Look for increased levels of staffing and funding allocated to national and regional institutions.</p> <p>Evidence of balanced representation of board members on national and regional committees.</p> <p>Evidence that research projects, publications, conferences, workshops explore issues of conflict, resolution, reconciliation, etc.</p>	<p>Lack of national and regional education institutions to support national demands and needs for change in wake of conflict. If such institutions exist, they are under resourced.</p>

**2. Issue: Maintenance of educational quality is a chronic problem.**

**Question: How is quality determined/assured in the education system?**

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p><b>Political</b></p> <p>What is the history of teacher training? Is there evidence that post-colonial governments have taken new or different approaches to teacher education?</p>	<p>Policies that explicitly state commitment to improving quality in education system, supported by concrete implementation.</p>	<p>Policies and processes for reforms are politically driven, and do not include mechanisms for systematic input from teaching body.</p>

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
Is there documented evidence of commitment to increase quality education?	Increased budgetary allocations for teacher training colleges and university education degree programs from national governments and external funders.	
<p><b>Economic</b></p> <p>What percentage of education funding goes to teacher education, curriculum development in the primary systems versus those for high schools, colleges or universities?</p> <p>What are the costs for private education versus public education?</p> <p>What kinds of costs are involved for primary, elementary or secondary schooling (uniforms, transportation, textbooks)?</p> <p>Are the costs of textbooks regulated?</p> <p>Who controls the production and distribution of textbooks?</p> <p>Do teachers have to take other jobs to supplement their incomes?</p>	<p>Budget records or statement for past decade(s). Compare with current and forecasted budget statements for new or increased spending for education.</p> <p>Evidence that costs of textbooks are regulated, and that the production and distribution of textbooks are in local hands.</p> <p>Evidence of committed support to teachers through salary increases or cost of living allowances, tax breaks, school supplies, teaching aids, etc.</p> <p>That government is providing affordable transportation, subsidies on textbooks, or tax breaks for middle and low-income families.</p> <p>That quality in the education system is based on research and best practices.</p>	<p>High costs of structural adjustments programs or other tight fiscal policies have not left room for funds to finance reforms in the education sector.</p> <p>Expensive long-term deals with foreign publishers.</p> <p>Salaries and opportunities in the private sector or other government departments are more attractive than the teaching service.</p>
<p><b>Social/cultural</b></p> <p>If the country is multilingual, what are the main official languages of instruction?</p> <p>How are teachers selected for training in teacher colleges?</p>	<p>Historical and current statistics of teachers with training in majority and minority languages.</p> <p>Track achievement levels of students with different language training. Correlate with statistics on employment and</p>	<p>Impoverished countries may not have the resources to extend training beyond one or two languages.</p> <p>Similarly, poorer governments may not be able to maintain 100 percent trained teachers in public systems.</p>

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p>Is training available for teachers in minority languages?</p> <p>What percentage of trained teachers are in the primary, elementary and secondary systems?</p> <p>Is there marked difference in number and quality of teachers trained in the public systems versus the private systems? Is there a high teacher turnover rate?</p> <p>What is the teacher-pupil ratio by province, region or urban/rural?</p> <p>Are there gender biases or stereotypes in teaching materials?</p>	<p>enrolment and higher education.</p> <p>Track statistics on numbers of trained and untrained teachers in public and private systems.</p> <p>Track statistics on teacher-pupil ratios by provinces, regions or urban/rural.</p> <p>Track teaching materials, curricula and textbooks for balanced representation gender and elimination of stereotypical images and language</p>	<p>High turnover rates of trained and untrained teachers. Private sector or foreign opportunities may lure teachers away from teaching profession, especially males.</p> <p>Unequal distribution of teachers across the country Wealthier regions get the most and best teachers, while poorer regions receive the opposite.</p>
<p><b>Institutional</b></p> <p>What percentage of human resources within Ministries of Education are developed to support to teachers, curriculum and textbook development and research?</p> <p>What capacities exist within unions for upgrading teacher training skills, textbooks and curricula review, etc.?</p> <p>What kinds of resources exist in regional institutions to assist in monitoring, upgrading and retraining national teaching bodies?</p>	<p>Commitments from governments in conflict that post-reconstruction policies and plans will establish education as a priority, accompanied by budgetary commitments.</p> <p>Funding from international agencies to assist in all levels of education reforms.</p>	<p>Impoverished countries may not have the resources to provide range of support to the sector.</p> <p>Unions may also have limited financial resources to support their membership. Political differences with governments and struggles for improved working conditions also limit time and resources available to membership for or complementary pedagogical and training support.</p>

**3. Issue: Delivery of basic education can be hampered by systemic and structural inequalities.**

**Question: How is basic education implemented?**

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p><b>Political</b></p> <p>Are primary, elementary and secondary schools available throughout the country?</p> <p>Do all children of school age have access to schools in their vicinities and languages?</p> <p>Is there a trend of school closures in past decades? If so, who is most affected?</p> <p>Are educational resources devoted entirely for educational purposes?</p>	<p>Commitment in policy and practice that political objectives will be secondary to principles and international conventions for education for all children.</p> <p>Evidence that new schools are being built in a areas where access has been problematic.</p> <p>Evidence that repairs and renovations to existing schools are evenly undertaken.</p>	<p>That the politicization of education may limit development of school infrastructure only in those areas favoured by current government, despite assurances and commitments to UNA and international conventions and declarations for children's rights, human rights, etc.</p>
<p><b>Economic</b></p> <p>What percentage of budget is allocated for basic education?</p> <p>Are the salaries of teachers in primary or elementary schools comparable to teachers in secondary or higher schools?</p> <p>Are there practices that prohibit school attendance for certain socio-economic groups? (Rural agricultural economies that require large amounts of labor for planting or harvesting for example.)</p>	<p>Evidence of committed support to teachers through salary increases or cost of living allowances, tax breaks, school supplies, teaching aids, etc.</p>	<p>That there will be a misfit between budgetary commitments and what is actually available to the education sector.</p> <p>Lack of adequate record keeping to give answers to enable sound assessments.</p>
<p><b>Social/Cultural</b></p> <p>What is the status of the teaching profession?</p> <p>What is the percentage of female teachers in the education</p>	<p>Overhaul of old or discriminatory gender biased terms and conditions for teachers (salaries, study and vacation leave, etc.)</p>	<p>That old legislation about terms and conditions for teachers may still be in place, especially biases against female teachers on the basis of marital status.</p>

<b>Conflict Indicators</b>	<b>Monitoring Indicators</b>	<b>Risk Indicators</b>
<p>system? If high, does this affect salary levels, or views of teaching as a profession?</p> <p>Are there trends by regions, social groups? What are the gender patterns?</p> <p>Are girls attending school at the same rate as boys from primary through post-secondary?</p> <p>What is the pupil-teacher ratio?</p> <p>What percentage of children progress to higher education? What are the levels of illiteracy? If high, is there evidence that these are linked to regional, provincial, rural/urban disparities?</p> <p>What are the levels of health and nutrition across the country? Is there evidence of a correlation between levels of health and levels of illiteracy?</p> <p>What is the drop-out rate at primary, elementary and secondary levels? How significant is it?</p>	<p>Track statistical and anecdotal records of increased or decreased enrolment, retention, achievement and other data of young student population.</p> <p>Evidence that girls' attendance in schools is equal to boys and vice versa; and that neither group is restricted by religion, status or other cultural barriers.</p> <p>Sex ratios in enrolment and dropout should be tracked as should sex-disaggregated literacy statistics</p>	<p>Inability to reach all communities and stakeholders to make accurate assessments.</p> <p>That there may not be adequate record keeping to make accurate assessments</p>
<p><b>Institutional</b></p> <p>What kinds of institutional resources are available for research into basic education at colleges or universities?</p>	<p>Aid agencies have a committed approach to supporting educational reforms in post-conflict situations through national and regional institutions.</p>	<p>That research is funded by foreign agencies and so skewed in their interests and not directly relevant to national or regional realities or needs.</p>

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