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White Paper
Education and Humanitarian-Development Coherence

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Acronyms

CDCS	Country Development Cooperation Strategy
CPWG	Child Protection Working Group
CRRF	Comprehensive Refugee Response Framework
CSSF	Comprehensive School Safety Framework
CVE	countering violent extremism
DART	Disaster Assistance Response Team
DOD	Department of Defense
DOL	Department of Labor
DOS	Department of State
DRR	disaster risk reduction
Ed-CVE	Education for Countering Violent Extremism
ECCN	Education in Crisis and Conflict Network
ECW	Education Cannot Wait
ESP	education sector plans
EGRA	Early Grade Reading Assessment
EGMA	Early Grade Mathematics Assessment
FFP	Office of Food for Peace
FY	fiscal year
GADRRRES	Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector
GCPEA	Global Coalition to Protect Education from Attack
GHD	Good Humanitarian Donorship
GPE	Global Partnership for Education
HRP	Humanitarian Response Plan
IDMC	Internal Displacement Monitoring Centre
IASC	Inter-Agency Standing Committee
IDP	internally displaced person
INEE	Inter-Agency Network for Education in Emergencies
INCAF	OECD International Network on Conflict and Fragility
IO	international organization
LRRD	Linking relief, rehabilitation and development
NEA	Bureau of Near Eastern Affairs

NWOW	New Way of Working
ODI	Overseas Development Institute
OECD	Organization for Economic Co-operation and Development
OFDA	Office of Foreign Disaster Assistance
OTI	Office of Transition Initiatives
PIO	public international organization
PPR	Performance Plan and Report
PRM	Bureau of Population, Refugees and Migration
RERA	Rapid Education and Risk Analysis
SAR	Stabilization Assistance Review
SDGs	sustainable development goals
SOPs	standard operating procedures
UN	United Nations
UNESCO-IIEP	UNESCO International Institute for Educational Planning
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
USAID	United States Agency for International Development
WASH	water, sanitation, and hygiene
WHS	World Humanitarian Summit

Executive Summary

Since the 2016 World Humanitarian Summit (WHS), humanitarian-development coherence has been elevated as a policy priority, both globally and for the United States (U.S.) government. Coherent approaches to international aid are particularly important for the education sector in crisis-affected contexts because a quality, equitable education delivers essential learning outcomes, while also having the potential to provide emotional and physical protection, support individual and community resilience, and contribute to stabilization. Despite its potential, national governments often struggle to cope with education provision during and after crises. At the same time, the disconnect in humanitarian and development action leads to losses in effectiveness of international aid.

This white paper provides an overview of humanitarian-development coherence efforts within the education sector globally, with a focus on the U.S. government. It presents a conceptual framework that outlines both the drivers of the humanitarian-development divide and the opportunities for coherence, and then uses this framework to structure the mapping and analysis of U.S. government efforts on education and humanitarian-development coherence. The methodology for the paper included a background literature review; interviews with some 20 global, regional, and country-level U.S. government staff members between December 2017 and March 2018; and an iterative process of development of the conceptual framework.

The USAID Education in Crisis and Conflict Network (ECCN) commissioned this white paper. Its intended audience is U.S. government staff, including staff in the following operational units::

- USAID missions, regional bureaus, pillar bureaus, Office of U.S. Foreign Disaster Assistance (OFDA), and Office of Transition Initiatives (OTI)
- U.S. Department of State's (DOS's) Bureau of Population, Refugees, and Migration (PRM) and partners

However, the conceptual framework may also be of interest and could be applied to external agencies working in education across humanitarian and development contexts.

Operationalizing Humanitarian-Development Coherence

Approaches to humanitarian-development coherence and associated terminology have evolved over time, from an initial concept of a linear continuum to a recognition of greater complexity. This evolution is reflected in global commitments, international frameworks, and guidelines. Most recently, discussions leading up to the Sustainable Development Goals (SDGs) and the WHS have resulted in an increased focus on coherence.

The concept of collective outcomes is central to current thinking about humanitarian-development coherence. The education sector has the potential to contribute to collective outcomes by providing protection (in times of higher risks and vulnerability), promoting well-being, and ensuring that children and young people learn basic skills. In conflict-affected and fragile contexts, education programs can be leveraged to contribute to conflict mitigation, peacebuilding, and security.

Education also plays a crucial role in strengthening individual and community resilience. Resilient communities particularly need two types of capacities—adaptive capacity and the ability to address and reduce risk—and education can contribute to both (USAID, 2012). In both emergencies and protracted crises, schools can offer a multi-sectoral community platform that enhances localized preparedness, response, and recovery.

The alignment or coordination of humanitarian and development interventions to deliver collective outcomes effectively can take different forms, with the ideas of sequencing, layering, complementarity, pivoting, and differentiation all proving useful in framing their operational intersections. Resilience, which is a growing area of policy and practice for U.S. government agencies across sectors, is also a useful framework for linking humanitarian and development actions. Building resilience capacities puts people and communities at the center because it is about strengthening their ability to withstand and recover from shocks. Humanitarian-development coherence contributes to this and necessitates a systems approach, with analysis and action that seeks to bring together different actors, frameworks, plans, and budgets.

Collective outcomes are a key component of the New Way of Working (NWOW). The NWOW was signed at the WHS as part of the Commitment to Action. This UN-led effort is supported by a wide range of humanitarian actors and aims not only to meet humanitarian needs, but also to reduce needs, risks, and vulnerability. Other elements of the NWOW include the following::

- Common context and risk analyses to create a shared understanding of the context across humanitarian, development, political, and security actors
- A diverse range of partners working collaboratively based on their comparative advantage
- Multi-year time frame for analyzing, strategizing, planning, and financing operations

It is helpful to consider additional elements to ensure that the NWOW is a comprehensive approach to coherence. For example, USAID's work on building resilience identifies three critical elements that are complimentary to the NWOW: (1) leadership; (2) monitoring, feedback, and lesson learning, and (3) emergency preparedness, prevention, and risk reduction.

There is evidence that education can be indispensable for achieving collective outcomes by addressing a range of issues across health, water, nutrition, protection, and livelihoods. The U.S. government supports the principles of the NWOW and is working with a range of international actors to develop guidance on how to advance the NWOW and achieve concrete outcomes in country responses through joint analysis, planning, and implementation arrangements.

A Conceptual Framework for Mapping U.S. Government Efforts on Education Coherence

As noted earlier, this paper presents a conceptual framework that highlights both the drivers of the humanitarian-development divide and the opportunities to overcome these within the education sector. The framework has three layers:

1. **Norms**: This layer looks at **what** guides education responses in crisis contexts. It shapes and defines humanitarian and development assistance and may include elements such as principles, goals, standards, mandates, strategies, and expected outcomes.
2. **Capacities**: This layer focuses on **who** leads and coordinates support to education, which might include key actors, coordination groups, and staff knowledge and skills.
3. **Operations**: This layer considers **how** education programs are planned and provided. It includes delivery of aid and the functions that make these education programs possible, including approaches to education, assessment processes, planning, finance, and monitoring.

Several U.S. government agencies and offices play a role in funding education in crisis contexts, but this paper reviews four key entities: USAID's Office of Education, OFDA, and OTI, and DOS's PRM. Each agency has a specific mandate in addressing education that contributes to humanitarian and development coherence. The main findings are summarized below.

Norms

The USAID Education Strategy 2011–2015 and its targeted goal on education in crisis and conflict was a significant step toward achieving coherence. Currently, at the country level, an increasing U.S. government-wide focus on resilience and self-reliance is encouraging strategies based more on integrated outcomes that should increase coherence. Based on their mandates, different U.S. government agencies fund education in different geographic areas or for different populations. However, while these responses might be complementary, there is still a need for better guidance to ensure coherence. Framing education as an intervention that can contribute to dual outcomes of protection and learning could help reduce confusion, aid communication (particularly regarding the extent to which financing education in the first phase of an emergency response is a priority), and make coordination and coherence more likely.

Capacities

Country-level interviews highlighted the importance of national leadership for a strong and coherent education response. Interagency coordination also plays an important role in education coherence, with the U.S. government often being an influential voice in, and support to, these efforts. Within the U.S. government, coordination mechanisms tend to be information-sharing exercises with little action on education coherence, often due to different funding mechanisms, timelines, and objectives. OFDA provides humanitarian surge capacity in acute crises that focuses on child protection and restarting children's access to schooling in support of the safety and well-being of children. However, OFDA does not fund longer-term education programming with explicit learning outcomes nor does it have the staffing capacity to support such programs. PRM provides in-country support through regional refugee coordinators with technical expertise based in Washington D.C.

USAID missions provide development assistance in country in a decentralized manner, and approximately 44 USAID missions have education programs. USAID missions may or may not have education staff with emergency-specific training or experience. USAID missions can access technical support from USAID/Washington regional and pillar bureaus, which includes staff with expertise in education in crisis and conflict. While USAID's education technical backstopping and informal networks are strong, formalized knowledge management on coherence is weak. Taken together, opportunities for coherent action can be missed. While beneficiary communities may not distinguish

between humanitarian and development needs, their capacities and priorities do change in crisis contexts. The implications of this shift for education and coherence in the sector needs to be better understood.

Operations

Although USAID's new Rapid Education and Risk Analysis (RERA) is a useful tool, currently, there is a lack of comprehensive education assessments in the U.S. government to support coherent programming. Similarly, the mapping identified a lack of coherent planning, with examples of a proliferation of plans in some contexts and a dearth in others. This can undermine education coherence. Flexible planning, funding, and programming are essential in crisis contexts, and the mapping identified examples where U.S. government field staff had made shifts in programming on the ground in response to changes in context, based on their initiative and knowledge base. The mapping also found that using shock-responsive programming and building contingency plans into development awards could provide greater flexibility in funding for education. However, a lack of clarity about rules and procedures can mean that staff members accept a "rule" that restricts flexibility without realizing that it is a procedure that could be changed. This risks reducing flexibility in how funds may be used to support education. Other issues that influence the coherence of education programming are implementing partners and knowledge management. Different U.S. government entities tend to have different implementing partners, which can lead to a disconnected programmatic response. Joint investment in partners that implement both humanitarian and development programs may help further coherence.

Recommendations

Based on the findings presented above, the paper makes the following recommendations to the U.S. government:

1. Strengthen high-level U.S. government support for education in emergencies and protracted crises.
2. Ensure that the new (2018) government-wide U.S. Strategy on International Basic Education and the USAID Education Policy include coherent approaches across humanitarian and development contexts.
3. Champion education's contributions to collective outcomes.
4. Leverage the USAID Education in Crisis and Conflict Learning Agenda.
5. Invest in understanding and defining links between education and resilience.
6. Develop tools, capacity, and processes to address U.S. government humanitarian-development coherence related to:
    a. Strengthening knowledge management
    b. Building in specialized education surge capacity before and during crises
    c. Ensuring education sector assessments have approaches to coherence in the collection and analysis of primary and secondary data
    d. Funding mechanisms that offer flexibility, pivoting, and contingencies
7. Provide interagency leadership for the education sector in strengthening humanitarian-development coherence.

1. Introduction

This white paper provides an overview of humanitarian-development coherence in relation to the education sector, develops a conceptual framework to better understand and strengthen humanitarian-development coherence in the education sector, and offers an analysis of efforts across U.S. government agencies to enhance humanitarian-development coherence in the education sector.

Today's crises are both complex and fluid, characterized by increasingly protracted conflicts[1] and historic levels and extended periods of forced displacement.[2] The effect of these crises on children is unprecedented. Nearly 250 million children—1 in 10—live in areas affected by armed conflict, more than half of the world's 65 million refugees are children, and an additional 50 million girls and boys are affected by disasters. Emergencies, whether caused by armed conflict or disasters, increase children's vulnerability to many types of violence, abuse, exploitation, and neglect. The care and protection of children, particularly those affected by emergencies, is a long-standing priority for the U.S. government.

Armed conflict and disasters directly affect the education of more than 75 million of the world's children. More than half of the world's primary-age children live in crisis-affected countries (Nicolai, et al., 2016; UNESCO, 2015*b*). Displaced children face particular education challenges; of the 24 million school-age refugees and internally displaced people (IDPs), only half of the children attend primary school and fewer than a quarter of the adolescents attend secondary school (Sarzin, 2017).[3] Girls, children with disabilities, and ethnic minorities face additional challenges to accessing education in emergencies (Wagner, Bergin, & Hine, 2018).

In crisis contexts, a quality, equitable education can contribute to essential learning outcomes, provide emotional and physical protection, and support the resilience and stabilization of communities. Education is a powerful driver of development and one of the strongest instruments for reducing poverty and improving peace and stability (World Bank, 2016). However, national governments often struggle to provide education during and after crises, particularly in areas of displacement and refugee contexts. While humanitarian assistance can help, it is rarely enough, either in terms of technical support or budget. *With humanitarian action typically focused on life-saving interventions and development aid targeted where there is good governance, education for children and adolescents living in crisis contexts has not traditionally been an aid priority—an issue exacerbated by the disconnect in humanitarian and development action (UNESCO, 2015b).*

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[1] There has been a shift from inter-state and one-off civil wars to ongoing and repeated conflict within states (World Bank, 2011). The bulk of humanitarian aid is provided to conflict situations and crises that have lasted over eight years (Development Initiatives, 2017).

[2] Forced displacement is at a record high, with 65.6 million people displaced at the end of 2016. Of these, 22.5 million (34%) were refugees, while the rest were IDPs or asylum seekers (UNHCR, 2016). The average length of displacement is now 17 years (Center on International Cooperation, 2015).

[3] There are 27 million IDPs according to the Internal Displacement Monitoring Centre's (IDMC) Global Report on Internal Displacement 2017 and about half of that figure, or 13.5 million, are children (Sarzin, 2017). A total of 10.5 million refugee children, provided by Wagner, Bergin, & Hine. (2018), is then added to obtain a total of 24 million forcibly displaced children, aged 0–18 years.

This is changing, with increasing calls to strengthen humanitarian-development coherence in support of education (World Bank, 2017). The *Incheon Declaration and Framework for Action* commits to an education agenda that is holistic, ambitious, and aspirational; leaves no one behind; and "work[s] within the overall international development framework, with strong links to humanitarian response, rather than alongside it" (UNESCO, 2015*a*). Under the WHS, the Grand Bargain aimed at enhancing the effectiveness and efficiency of humanitarian action, including through increased engagement between humanitarian and development actors, and the NWOW emphasized the need to pursue collective outcomes across siloes to prevent crises (UNOCHA, 2017; Mowjee, Garrasi, & Poole, 2015).

As an influential actor in education across both humanitarian and development spheres, the U.S. government has an opportunity to build greater coherence in its own education response to emergencies and protracted crises and to lead the way in developing effective approaches and good practice. This, in turn, can lead to sustained and improved learning outcomes, strengthened protection, and ultimately improved resilience and stability for crisis-affected communities.

1.1 Education Coherence and the U.S. Government

Humanitarian-development coherence is a global policy priority, with governments—including the United States—and aid agencies committing to strengthening coherence at the WHS in May 2016. For education, the United States had already taken an important historical step in signaling an interest in coherence through its global USAID Education Strategy 2011–2015 and the inclusion of Goal 3, which is focused on increased access to education for learners in crisis and conflict-affected environments (USAID, 2011). Through congressional legislation and policy formulation, this commitment to supporting education in crisis and conflict-affect environments was further enshrined in the Reinforcing Education Accountability in Education (READ) Act (U.S. Congress, 2017) the *U.S. Government Strategy on International Basic Education*, and the *USAID Education Policy* (released in November 2018).

Within the U.S. government, several agencies and offices support education in a range of different ways, based on their mandates, funding modalities, and approaches. Key operational units involved in the development of this white paper included USAID's Office of Education, regional bureaus, OFDA, and OTI, and DOS's PRM. Other U.S. government entities that at times fund education in crisis and conflict, but were not part of the scope of this paper's analysis, include the USAID Office of Food for Peace (FFP), DOS Bureau of Near Eastern Affairs (NEA), the U.S. Department of Defense (DOD), the U.S. Department of Agriculture (USDA), and U.S. Department of Labor (DOL).

Diverse agency aims around resilience, stabilization, and protection provide an important rationale for education in crisis and conflict efforts across the U.S. government. USAID's mission statement includes promoting a path to self-reliance and resilience, with education seen as an important contributor. The mission of PRM involves the protection of refugees, other migrants, and conflict victims, and its education efforts are therefore focused on these groups. The importance of stabilization to national security and economic interests is relevant more generally, with the U.S. government's Stabilization Assistance Review (SAR) having developed a framework to ensure more effective cooperation among the DOS, USAID, and the DOD in conflict situations, and education is

seen as potentially playing a role in stabilization efforts (Cordell, Quaranto, Quirk, Reckless, & Uribe, 2018).

Conflicts and crises, which have become more protracted, have a devastating impact on children's education and are absorbing increasingly more aid resources. As an example, over the past decade, more than one-third of U.S. foreign assistance has gone to countries with ongoing violent conflicts according to the SAR (Cordell et al, 2018). Conflict and crisis contexts also pose the greatest challenges to providing coherent international responses. Improving coherence matters for U.S. government humanitarian assistance and development programs because improved, forward-leaning response planning can save taxpayer money by reducing need and strengthening outcomes for crisis-affected communities.

While action on education by each of the U.S. government players is valuable in that it ultimately increases much-needed funding to the sector, efforts are not always aligned. This can result in mixed messages on U.S. government priorities and create disruptions in education services during a crisis. The analysis conducted to shape and inform this paper shows that there is considerable room for the U.S. government to better coordinate and improve humanitarian-development coherence in the education sector.

1.2 Definitions of Key Terms

This paper examines coherence in education between two systems of foreign assistance—humanitarian and development—with the aim to strengthen links and interactions within the U.S. government and beyond.

For the purposes of this white paper, *humanitarian-development coherence* shall be understood as the efforts of different actors to collaboratively analyze contexts, define collective outcomes, and identify ways to work better together, based on their comparative advantages, principles, and mandates (OECD, 2017; UNOCHA, 2017). This paper uses the term *coherence* in a comprehensive way to describe the achievement of linkages between the different types of assistance to deliver more cost-effective, sustainable results. This definition highlights the importance of collective outcomes, which can be expressed as "a commonly agreed quantifiable and measurable result or impact in reducing people's needs, risks and vulnerabilities and increasing their resilience, requiring the combined effort of different actors" (UNOCHA, 2017, p. 7).

According to the Good Humanitarian Donorship (GHD) initiative (of which the United States is a member), "[t]he objectives of humanitarian action are *to save lives, alleviate suffering and maintain human dignity during and in the aftermath of man-made crises and natural disasters, as well as to prevent and strengthen preparedness for the occurrence of such situations*" (Good Humanitarian Donorship, 2003, principle 1). Humanitarian assistance is underpinned by the four principles of humanity, neutrality, impartiality, and independence. It is often planned and implemented on a short-term (6–12 month) basis, although it can be provided for multiple years. In situations where the government is party to a conflict, humanitarian actors tend to operate outside recipient government structures

to protect their neutrality and independence.[4] However, through NWOW and the Grand Bargain, humanitarian actors are now also working toward multi-year funding, adaptive programming, and ways of working that suggest other options in terms of relationships with government (UNOCHA, 2017; UNOCHA, 2018).

Development assistance is financial aid given on concessional terms by official agencies (including governments) to support the economic development and welfare of developing countries, usually over many years (OECD, n.d.) Donor governments may provide aid bilaterally, that is directly to recipient governments, or through multilateral development agencies and other channels (OECD Data, n.d.). Development assistance can be provided through a range of different instruments, including cash grants and loans, debt relief, technical cooperation, commodities (including food), and resources spent on developing global public goods (Development Initiatives, 2014).

Education as used in this white paper is the process of receiving or giving systematic instruction, which for the U.S. government encompasses two major categories: (1) basic education and (2) higher education. As laid out in the READ Act, basic education is the process of improving literacy, numeracy, and other basic skills that prepare an individual to be an active, productive member of society and the workforce (U.S. Congress, 2017). Higher education includes all types of studies and training, including training for research at the postsecondary level, provided by universities or other educational establishments (UNESCO, 1998). Both of these levels may include either formal or nonformal education. *Nonformal education* is education that is institutionalized, intentional, and planned by an education provider. Its defining characteristic is that it "is an addition, alternative and/or a complement to formal education within the process of the lifelong learning of individuals. It is often provided to guarantee the right of access to education for all" (UNESCO, 2011*a*, p. 11).

A further relevant definition related to education in crises is from the Inter-Agency Network for Education in Emergencies (INEE) *Minimum Standards for Education: Preparedness, Response Recovery*, which defines *education in emergencies* as "quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, nonformal, technical, vocational, higher and adult education. Education in emergencies provides physical, psychosocial and cognitive protection that can sustain and save lives." (INEE, 2010, p. 117).

In crisis contexts, education-related activities are also at times implemented as part of *child protection efforts*, defined as, "the prevention of and response to abuse, neglect, exploitation and violence against children" (Child Protection Working Group, 2013).

The term *resilience* is also an important concept that relates to coherence and is a growing area of focus for U.S. government agencies across sectors. USAID defines resilience as "*the ability of people, households, communities, countries and systems to mitigate, adapt to and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth*" (USAID 2012, p. 9). USAID's resilience framework outlines two types of capacities that resilient communities need: (1)

[4] OECD (2017) guidance on coherence emphasizes that coherence does not mean the integration of humanitarian assistance into a broader political agenda. Rather the coherence agenda protects the humanitarian principles of humanity, neutrality, impartiality, and independence because they enable humanitarian actors to gain access to affected populations. This remains a critical part of delivering on the coherence agenda in protracted crises.

adaptive capacity and (2) the ability to address and reduce risk, with education contributing to both (USAID, 2012).

It is not only communities that require adaptive capacity; humanitarian and development interventions also need to be able to adapt to changes in context, such as a new crisis or a significant change in an ongoing crisis. This makes the concept of *adaptive programming* relevant to the discussion of coherence. This concept involves "at a minimum, that [humanitarian and] development actors react and respond to changes in the political and socio-economic operating environment. More substantially, a program may recognize from the outset that change is inevitable, and build in ways to draw on new learning to support adaptations" (Valters, Cummings, & Nixon, 2016, p. 5). Adaptive programming is linked to the Doing Development Differently agenda, which argues that aid programs should be "problem-driven, locally led, flexible and adaptive; and politically smart" (Valters, Cummings, & Nixon, 2016, p. 5). The concept of adaptive programming is increasingly being used as well by humanitarian actors (Obrecht, 2018).

Finally, the idea of *stabilization* is defined in the U.S. government's SAR as "a political endeavor to create conditions where locally legitimate authorities and systems can peaceably manage conflict" (Cordell et al, 2018, p. 1). The SAR notes that stabilization requires adaptive and targeted engagement at subnational and national levels. It also highlights that stabilization includes restoring basic services such as water and electricity, as well as helping to ensure access to medical care and education, and is intended to establish a foundation for longer-term development (Cordell et al, 2018, p. 1).

1.3 Scope and Structure of the Paper

This white paper focuses on a single sector—education. While it draws on broader thinking on humanitarian-development coherence, the focus here is on how these related dynamics and tensions play out for the specific features of education in situations of conflict and crisis.

The USAID Education in Crisis and Conflict Network (ECCN) commissioned this white paper, which has been written by a team from the Overseas Development Institute (ODI).[5] Within the U.S. government, the team focused on USAID's Office of Education, Regional Bureau Education Teams, OFDA, and OTI, and DOS's PRM. An advisory group, made up of U.S. government representatives and experts from the Global Education Cluster, Save the Children, United Nations High Commissioner for Refugees (UNHCR), UNICEF, Education Cannot Wait, and Global Partnership for Education, guided the development of the white paper and engaged at critical junctures in the process.

The methodology for the paper included a background literature review and initial key interviews; an iterative process of development of the conceptual framework; and additional interviews with 20 global, regional, and country-level U.S. government staff members between December 2017 and

[5] The USAID Education in Crisis and Conflict Network (ECCN) is a global community of practice comprised of USAID staff and implementing partners all working together to increase equitable access to education for children and youth in crisis and conflict-affected environments. The network gathers, develops, and disseminates knowledge, information, tools, and resources on education in crisis and conflict at global, regional, and country levels (https://eccnetwork.net/).

March 2018. In particular, interviews with U.S. government staff in Ethiopia, Guatemala, Jordan, Lebanon, Nepal, Nigeria, South Sudan, and Uganda have informed the analysis of U.S. government efforts on education and humanitarian-development coherence. This research, however, did not include country visits or any fieldwork involving communities, a level of investigation that would be important to further ground the evidence and recommendations on this topic. The white paper focuses mainly on analyzing U.S. government efforts at coherence in education, although section 3.2 briefly outlines how education-related partnerships have sought to promote coherence.

The intended users of this paper are U.S. government actors, including USAID missions, regional bureaus, pillar bureaus, OFDA, and OTI, as well as the DOS's PRM and partners. The conceptual framework was developed to structure the mapping and analysis of U.S. government efforts on education and humanitarian-development coherence. It may also be of interest and could be applied to external agencies working in education across humanitarian and development contexts.

This white paper is organized as follows:

Section 1 provides background introduction, information on U.S. government interest in the issue, an overview of relevant definitions, and information on the scope and structure of the paper.

Section 2 focuses on the concept of humanitarian-development coherence. It begins with a brief overview of the evolution of coherence approaches and commitments made by the United States and other governments. It reviews operational concepts linked to coherence, highlighting the significance of resilience, and discusses NWOW as a conceptualization of successful coherence.

Section 3 looks more specifically at humanitarian-development coherence in education, starting with the reasons why the education sector should take the lead in developing greater coherence. It identifies key education sector initiatives globally that are contributing to building coherence. Using this background, it goes on to lay out a conceptual framework for education and humanitarian-development coherence that can be used to think about both the drivers of the divide and the opportunities for greater linkages.

Section 4 uses this conceptual framework to review U.S. government policies and practice relating to education coherence. It begins by describing the mandates and approaches of the four U.S. government entities that fund education in crisis contexts and goes on to outline existing policies relevant for education and humanitarian-development coherence. A substantial part of this section provides a set of findings from global- and country-level mappings on U.S. government experience in education coherence.

Section 5 summarizes the conclusions of the white paper and offers recommendations for ways forward.

2. The Bigger Picture: Understanding Humanitarian-Development Coherence

This section begins with a brief overview of the evolution of concepts and the range of commitments relating to humanitarian-development coherence to which donors, including the U.S. government, have committed. It then goes on to discuss approaches to operationalizing coherence and looks at its links with resilience. The section also discusses current approaches to developing successful coherence in the form of the NWOW, as well as what this means for the education sector.

2.1 Concepts and Commitments

Efforts toward building humanitarian-development coherence, including in the education sector, are not new. Yet, the fact remains that the two systems of aid—and often other peace and security support—tend to operate with different institutional cultures, structures, and ways of working (Mosel & Levine, 2014). Terminology and approaches to greater coherence have evolved over time, from an initial concept of a linear continuum to recognition of greater complexity.

Linking relief, rehabilitation, and development (LRRD): This term emerged in the humanitarian community during the food security crises in the 1980s. In theory, relief efforts should "kick-start" development and protect assets, while development efforts should reduce vulnerability (Harmer & Macrae, 2004; Levine & Mosel, 2014). The thinking originated in natural disaster contexts and implied a linear progression from initial emergency response to development. Through the 1990s, it was adapted and applied to conflict and "complex" contexts.

From a "continuum" to a "contiguum": A second generation of policy thinking about coherence acknowledged that a linear transition out of conflict was unlikely, given that conflicts are often protracted and may move back and forth between the emergency and recovery or development phases. This led to the realization of the need for simultaneous engagement by a variety of actors and at different levels. This approach sought to promote coherence not only between humanitarian and development actors but also with peacebuilding and stabilization efforts that included political and military/defense actors (Levine & Mosel, 2014).

The humanitarian-development nexus: Since at least 2010, development actors have recognized that it would not be possible to meet the goal of eradicating poverty without concerted effort in conflict-affected and fragile states (World Bank 2011, OECD 2015). This has resulted in an emphasis on "leaving no one behind" in the Sustainable Development Goals (SDGs). New initiatives, including using resilience as an organizing analytical approach and a greater emphasis on understanding and addressing risks at different levels within the state and society, are helping to refocus international engagement in protracted and recurrent crises. Global processes and commitments, including the Sendai Framework for Disaster Risk Reduction 2015–2030 and the

consultations leading up to the WHS, have all led to a renewed focus on what was termed the *humanitarian-development nexus* in discussions for the WHS.

The humanitarian-development-peace nexus (or "triple nexus"): The concept of a humanitarian-development nexus has since evolved into a triad of coherence efforts that now include peace support and peacebuilding efforts. This so-called "triple nexus" is a core concept of the United Nations (UN) Secretary-General's Sustaining Peace agenda and reform of the UN development system (UN General Assembly and Security Council, 2018). The UN and the World Bank have developed a joint Humanitarian-Development-Peace Initiative and the U.S. government calls for an aligned approach to these issues in its SAR (World Bank, 2017; Cordell et al, 2018).

In this paper, **humanitarian-development coherence is** used as a broader umbrella term that encompasses the evolution of these approaches. The broader triple nexus with the field of peace and security will not be an explicit focus of this paper.

As part of the evolution of the concept of coherence, global commitments have addressed issues of humanitarian-development coherence over the years, expressed in a set of international frameworks and guidelines to which donors, including USAID, have committed. Table 1 summarizes key commitments that relate specifically to coherence and, where relevant, education. It should be noted that the number of education-specific commitments addressing coherence are limited.

TABLE 1. Donor frameworks and commitments relating to coherence and education

2003	Good Humanitarian Donorship: Principles and Good Practice	Principle 9: Provide humanitarian assistance in ways that are supportive of recovery and long-term development, striving to ensure support, where appropriate, to the maintenance and return of sustainable livelihoods and transitions from humanitarian relief to recovery and development activities.
2005	Paris Declaration on Aid Effectiveness	Point 7: Enhancing the effectiveness of aid is also necessary in challenging and complex situations, such as the tsunami disaster that struck countries of the Indian Ocean rim on 26 December 2004. In such situations, worldwide humanitarian and development assistance must be harmonized within the growth and poverty reduction agendas of partner countries.
2005	Addis Ababa Action Agenda	Point 6: We recognize the need for the coherence of developmental and humanitarian finance to ensure timelier, comprehensive, appropriate and cost-effective approaches to the management and mitigation of natural disasters and complex emergencies.

2007	Principles for Good International Engagement in Fragile States and Situations	FSP 1: Take context as the starting point: Understand the specific context in each country and develop a shared view of the strategic response that is required. FSP 4: Prioritize prevention – International actors must be prepared to take rapid action where the risk of conflict and instability is highest.
2008	Accra Agenda for Action	Point 21: Adaptation of aid policies for countries in fragile situations. Including commitments to undertake joint assessments (a), to jointly define realistic objectives (b), to tackle root causes and ensure protection (c), and flexible, rapid and long-term funding modalities (d).
2015	2030 Agenda for Sustainable Development (SDGs)	Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. Goal 17.14: Enhance policy coherence for sustainable development. Paragraph 74 (e): They will be people-centered, gender-sensitive, respect human rights and have a particular focus on the poorest, most vulnerable and those furthest behind.
2015	Sendai Framework for Disaster Risk Reduction 2015–2030	Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.
2015	Incheon Declaration and Framework for Action	5. We commit with a sense of urgency to a single, renewed education agenda that is holistic, ambitious and aspirational, "leaving no one behind." This commitment is based on the lesson that "the global education agenda should work within the overall international development framework, with strong links to humanitarian response, rather than alongside it."
2016	World Humanitarian Summit Grand Bargain	Commitment 10: Enhance engagement between humanitarian and development actors.

2016	World Humanitarian Summit Commitments to Action	Core Responsibility 3 ("leave no one behind"), E: Eliminate gaps in education for children, adolescents and young people in emergency contexts.
2016	Comprehensive Refugee Response Framework	7 (b) deliver assistance to the extent possible through appropriate national and local service providers, e.g., public authorities for health, education, social services, child protection. 13 (b) take measures to foster self-reliance by pledging to expand opportunities for refugees to access, as appropriate, education, healthcare and services, livelihood opportunities and labour markets, without discrimination among refugees and in a manner which also supports host communities.
2017	Djibouti Declaration on Regional Refugee Education	Paragraph 33: Commit to developing costed, long-term refugee education response strategies, as part of national education sector plans based on a comprehensive mapping of current and emerging resources and call upon humanitarian and development partners to support this process.

Adapted from OECD 2017

2.2 Coherence in Practice

There are several ways in which to think about linking the above concepts and commitments to an operational approach to coherence. This section describes how alignment and coordination can be approached, offers a framing of resilience, and overviews current efforts on the NWOW. These approaches are intersectoral, but they can also be applied directly to education efforts.

Alignment and Coordination

In operationalizing coherence, an important starting point is that the definition of *coherence* provided earlier highlights the importance of collective outcomes. This is an important concept that is particularly relevant to the education sector, given its potential contributions to student-level learning, protection, resilience, and stabilization. The alignment or coordination of humanitarian and development interventions toward effectively reaching collective outcomes can take different forms, with the ideas of sequencing, layering, complementarity, pivoting, and differentiation all important in framing their operational intersections (Scott, Garloch, & Shepherd, 2016).

- For example, it might involve the *sequencing* of funding instruments and programming with humanitarian interventions to meet short-term education needs while development actors put in place longer-term arrangements for the provision of education services.
- It could also involve *layering*, with humanitarian and development actors providing different forms of assistance or assistance to the same groups in the same geographical area (e.g., humanitarian assistance to meet immediate needs such as food and non-food items combined with development-funded basic services such as health and education).
- Humanitarian and development interventions might involve *complementarity*, with humanitarian actors meeting lifesaving needs and providing temporary learning spaces in more insecure parts of a country, while development actors operate in more stable areas where interventions such as support to national education systems are feasible. Interventions could also be complementary in terms of populations, with humanitarian actors assisting displaced populations and development actors assisting host communities to ensure adequate coverage of education services in overlapping geographies.
- Designing flexible longer-term development programs that can *pivot* or adapt to changing circumstances, including emergencies or other shocks, can also contribute to collective outcomes. One technical way of putting this into practice is through a *crisis modifier,* a provision in a grant agreement that allows the recipient to move funds from development activities to emergency response, as well as allowing the donor to provide additional funds for the emergency response without modifying the grant agreement (OECD 2017). Crisis modifiers are a formal attempt to facilitate pivoting, but the mapping of U.S. government coherence efforts that follows also highlights other less formal examples of such responsiveness.
- A central aspect of humanitarian-development coherence is *differentiation* between the two, with each doing things differently and the potential to be learning from the other.

Resilience as a Frame

A further concept that helps to link humanitarian and development action is *resilience*. This concept is about increasing the assets and internal capacities of individuals, communities, and systems. Humanitarian-development coherence contributes to this and necessitates a systems approach, with analysis and action that seek to bring together different actors, frameworks, plans, and budgets. Building resilience capacities puts people and communities at the center because it is about strengthening their ability to withstand and recover from shocks. Both resilience and coherence approaches are a means to an end, rather than an end in themselves; both are focused on the achievement of collective outcomes that span sectors and aid architecture, build national/local capacity, end need, and reduce risks and vulnerability (UN General Assembly, 2016*a*).

Resilience is a growing area of policy and practice for U.S. government agencies across sectors, including through the USAID Resilience Leadership Council established in 2015 (USAID 2017). USAID is using resilience as an organizing concept and framework for analyzing and addressing the underlying causes of chronic vulnerability and recurrent crises, thereby shifting from treating people subject to recurrent crises that result in repeated, large-scale humanitarian responses as a humanitarian caseload to focusing on them as a development priority (USAID 2017). Thus, rather than designating protracted and recurrent crises as simply humanitarian problems, the framework of resilience is enabling USAID to commit development resources to these contexts as well. The

approach cuts across technical sectors, including education, and is applicable to both humanitarian and development assistance. Bringing together different aid instruments, such as humanitarian and development funding, is one way to build resilience and contribute to collective outcomes, such as providing children and their families with emotional and physical protection from the negative impacts of shocks.

The New Way of Working

The NWOW conceptualizes action around coherence at the country level, complementing the Grand Bargain's global level engagement. Therefore understanding this broader framework is important in considering how to further advance coherence in the education sector.

At the WHS, the UN Secretary-General and eight UN agencies signed a Commitment to Action on a New Way of Working, which lays the foundation for successful humanitarian-development coherence.[6] It defines the NWOW as "working over multiple years, based on the comparative advantage of a diverse range of actors … towards collective outcomes" (UNOCHA 2017; UNOCHA, 2018). The NWOW approach focuses on:

- **Collective outcomes**: These are commonly agreed upon quantifiable and measurable results or impact in reducing people's needs, risks, and vulnerabilities and increasing their resilience. Collective outcomes represent a measurable, intermediate target between the current level of need, risk, and vulnerability and the targets set by the SDGs.
- **Common context and risk analyses**: Coherent responses require a shared analysis and vision based on robust evidence. This shared understanding (by political, security, development, and humanitarian actors) of the context, the causes of conflict and crisis, community assets and capabilities, and the immediate and longer-term needs and priorities in protracted and conflict-related crises is key to identifying, designing, and implementing responses that are coherent and appropriate to the context.
- **Comparative advantage**: This is the capacity and expertise of one individual, group, or institution to meet needs and contribute to risk and vulnerability reduction over the capacity of another actor.
- **A multi-year time frame**: This allows for analyzing, strategizing, planning, and financing operations that build over several years to achieve context-specific and, at times, dynamic targets.

The NWOW emphasizes that the approach is not a "hand-over" from humanitarian to development actors because, in crisis contexts, where appropriate and possible, humanitarian and development processes require closer coordination and financing. It underlines the importance of not undermining humanitarian principles, which are particularly relevant in conflict situations, and aims to find ways

[6] This included former UN Secretary-General Ban Ki-moon and the heads of UNICEF, UNHCR, WHO, OCHA, WFP, FAO, UNFPA, and UNDP, with the endorsement of the World Bank and the International Organization for Migration (IOM). Additionally, in 2016, through the Stockholm Declaration, members of the International Dialogue on Peacebuilding and Statebuilding, including NGOs; OECD International Network on Conflict and Fragility (INCAF) member states; and the UN also committed to "advancing the Agenda for Humanity, as a way to transcend the divide between humanitarian and development actors to achieve collective outcomes supporting the implementation of the 2030 Agenda in fragile and conflict-affected contexts." (International Dialogue on Peacebuilding and Statebuilding, 2016)

for humanitarian and development actors to contribute to their shared outcomes through a range of well-aligned short-, medium- and long-term interventions.

While the NWOW is not designed to be sector-specific, humanitarian and development actors working in education can be instrumental in delivery at a country level. Education could play a key role for a collective outcome to "eliminate new cholera outbreaks and reduce transmissions by x%" through providing lifesaving information, supporting prevention and risk reduction, and strengthening community resilience through education on health and sanitation issues" (UNOCHA, 2017). In fact, education is indispensable for addressing a range of issues across health, water, nutrition, protection, and livelihoods. Rigorous evidence on these inter-sectoral linkages is available on some issues; for instance, a study published by the *Lancet* that reviewed child mortality, using more than 900 censuses and surveys, found that half of the under-five mortality reduction from 1970 to 2009 can be traced to increases in years of education for women of child-bearing age (Gakidou, Cowling, Lozano, & Murray, 2010).

Since the NWOW is currently being implemented across sectors in specific country contexts, the U.S. government has raised some practical questions around implementation. For example, who arbitrates the "comparative advantage" of different agencies in field settings, and how are collective outcomes financed, particularly given different types of funding streams? These questions are perhaps more easily addressed when applying the approach within a specific sector, such as education, which at the country level involves fewer actors, and their comparative advantage and funding arrangements are relatively clear. This approach is likely to provide additional clarity and guidance for implementing the NWOW.

3. Humanitarian-Development Coherence for the Education Sector

This section begins by laying out the reasons why education coherence matters, both for improving teaching and learning outcomes and in relation to broader aims. It then focuses on some key collective efforts in the education sector that are already contributing to coherence globally and shaping much of the landscape on how the U.S. government can engage. Building on this background, a conceptual framework is then presented to frame thinking and analysis for drivers of the divide and the opportunities for greater humanitarian-development coherence in education.

3.1 Why Coherence Matters for Education

There are many reasons why more coherent approaches are particularly important for the education sector. These are laid out here, along with a case for why the sector should lead the way on coherence.

Quality education in crises contributes to collective outcomes and demands collective action that is more predictable and comprehensive. Children and youth need continuous access to quality education opportunities to learn effectively, benefit from a safe space, and reach their full potential. Those that miss out on school during periods of crisis tend not to go back to school and potentially display risk factors that could contribute to future conflicts (UNESCO, 2011b). In protracted or recurrent crises, coherence between humanitarian and development actors can ensure that children have uninterrupted access to an education that contributes to their well-being and enables learning. Beyond learning, education supports the overarching humanitarian goal of saving lives and protecting the most vulnerable, and it can contribute to peace and security through possibilities for more stable and sustainable futures, both individually and across communities (World Bank, 2016).

Education plays an important role in protecting children and youth at times when risks and vulnerability increase due to crises. Education can help achieve the overarching humanitarian goals of saving lives and protecting the most vulnerable when it is delivered in a safe space and provides learners with lifesaving knowledge and skills so that they can protect themselves from risks, such as land mines, cholera, or earthquakes. Schooling and nonformal education activities can further save lives by providing physical protection and awareness of the risks prevalent in crisis environments, such as sexual or economic exploitation and forced recruitment into armed forces or organized crime. A dual emphasis on collective outcomes for protection and learning are important to humanitarian-development coherence.

Education can be leveraged to contribute to conflict mitigation, peacebuilding, and security in conflict-affected and fragile states. There is a bidirectional and complex relationship between education and conflict. Education clearly can contribute to conflict through biased content, discrimination, and inequity in provision, but it can also play an important role in prevention and conflict mitigation in structural, behavioral, and attitudinal aspects (Kotite, 2012),

including reducing stigma. If attention to conflict is not integrated into education policy and programming, there is a risk that education investments could increase tensions between opposing groups. Education programs and policies in conflict-affected and fragile contexts should be "conflict sensitive," both minimizing negative impacts and maximizing positive impacts (INEE, 2013). Education for Countering Violent Extremism (Ed-CVE) may also be able to contribute to greater peace and security and is an area the U.S. government has actively been considering how to approach. Ed-CVE draws on the potential for education—and education institutions—to foster a sense of individual and communal identity, to build resilience and skills to counter violent extremist narratives, and to change attitudes and behaviors toward violence (UNESCO, 2017).

Education can strengthen individual and community resilience, an increasingly important concept in both humanitarian and development work. As already mentioned, USAID's resilience framework outlines two types of capacities that resilient communities need: adaptive capacity and the ability to address and reduce risk, with education contributing to both (USAID, 2012). Well-designed curricula, delivered by well-trained and coached teachers, can educate children about potential risks and how to respond to them, and school-based programs have been used to prepare teaching staff in emergency response and to provide a focal point for community efforts to reduce risk and prepare response plans (UNICEF, 2011). Furthermore, education is a key adaptive capacity, giving individuals, households, and communities the ability to quickly and effectively respond to new circumstances because of the skills they have learned—skills which also have the potential to lead to new livelihood and income opportunities. Education is a critical factor in making escape from poverty sustainable with interventions that both help people to move out of poverty and prevent them from falling into it (Scott, Hanifnia, Shepherd, Muyanga, & Valli, 2014). This suggests that education in crisis contexts can help people remain resilient to shocks, promote economic recovery, and protect broader development outcomes.

Schools can play an important role in more localized preparedness, response, and recovery to emergencies and protracted crises. Education is often one of the highest priorities cited by displaced communities (Nicolai & Hine, 2014). Moreover, the shift toward national and local actors in humanitarian efforts is a natural approach for education and a more sustainable approach to both acute and protracted crises, with schools as a center-point and key resource in most communities. "As local as possible, as international as necessary" was the phrase used in the UN Secretary-General's Agenda for Humanity to explain an approach that builds upon the comparative strengths and complementary roles of international, national, and local actors in crisis contexts (UN General Assembly, 2016b). More support for local actors alongside the continued focus on sustainably building national emergency preparedness and response capacities has become a global priority (The Grand Bargain, 2016). Education systems, and particularly local schools, can plan a role in supporting a range of domains, including health and water, sanitation, and hygiene (WASH) interventions, strengthening participation, information sharing, and risk reduction, A more strategic approach to humanitarian-development coherence in education could not only improve educational provision for conflict- and crisis-affected children and youth, but it could also contribute significantly to broader inter-sectoral coherence efforts.

BOX 1: Government engagement and humanitarian-development coherence for education

Humanitarian and development actors both recognize the state as having primary responsibility for enabling communities to respond to and recover from crises and for creating the conditions for development. For education, this sometimes means working with ministries of education, district and local education authorities, or other relevant government agencies.

Humanitarian and development approaches to engaging with governments can differ widely. Where the state is party to a conflict, humanitarian actors traditionally avoid engaging with the government to protect the principles of neutrality and impartiality (Mosel & Levine, 2014). However, working with governments does not need to entail leaving humanitarian principles behind, but rather taking a pragmatic, conflict-sensitive, and context-specific approach to decisions on how and whether to work with local institutions in the interests of the most vulnerable (Macrae, 2012). Development cooperation, on the other hand, is state-centric, guided by the Fragile States Principles and the New Deal, as well as an increasing focus on stabilization, peacebuilding, and state building as the main approaches to working in fragile situations (Mowjee, Garrasi, & Poole, 2015).

For education actors, lines are often blurred, and this might mean working both outside and in tandem with government structures. For instance, in Afghanistan in the early to mid-2000s, a series of community schools were set up outside of the government system to cater for girls, who were largely excluded from formal education. Over time, the model was integrated into the Ministry of Education's policy and programming as a complementary delivery mechanism for education. However, there were many issues in this process due to the disconnect between humanitarian and development funding to education (Kirk & Winthrop, 2008).

3.2 Snapshots of Collective Education Efforts to Strengthen Coherence

Many agencies are considering how to improve coherence and coordination for education—both internally and through global structures—which means this is an evolving space. Highlighted here are snapshots of recent initiatives that have sought to improve humanitarian-development coherence in education. An understanding of these initiatives is important in understanding U.S. government efforts on education and humanitarian-development coherence, as this both shapes what is possible and highlights networks and partnerships where the U.S. government is or could be influential. While the following details current education coherence efforts, information is not yet available on whether these efforts contributed to improved outcomes or impacts.

Global Partnership for Education

The Global Partnership for Education (GPE), initially operating in largely more stable settings, has taken a series of steps to engage with education systems in fragile and conflict-affected states. It has established an operational framework for channeling funding to these contexts, which allows it to channel money to non-state entities in circumstances where the national government lacks capacity or is otherwise impeded by an ongoing crisis or conflict situation. As a result, a considerable amount of GPE funding is now allocated to fragile and conflict-affected states (Global Partnership for Education, 2013; Overseas Development Institute, 2016).

Alongside increased funding to these regions, GPE is taking steps to improve humanitarian-development coherence; this includes integrating conflict analysis, resilience tools, and guidance for developing education sector plans (ESP). Where GPE is already partnering with a country in crisis, the fund provides an accelerated financing mechanism, which allows countries to draw down up to 20 percent of existing GPE allocations to meet immediate needs when a crisis strikes (Global Partnership for Education, 2016b). GPE is also examining the potential of mechanisms such as risk financing to release funds and to incentivize improved contingency planning and risk analysis for the education sector. GPE has also worked with the UNESCO International Institute for Educational Planning (IIEP) to develop guidance on Transitional Education Plans, a process that is designed for contexts where longer-term planning or the implementation of an existing ESP is compromised by contextual uncertainties (Global Partnership for Education, 2016a). In April 2016, GPE signed an agreement with UNHCR to strengthen collaboration to support education for refugee children and youth.

Global Education Cluster

The Global Education Cluster, mandated by the Inter-Agency Standing Committee (IASC) to coordinate the education sector during large-scale non-refugee humanitarian crises, is increasingly focused on working with coordination counterparts on the development side of the sector. The Global Education Cluster's Strategic Plan 2017–2019 outlines three strategic pillars: (1) accountability to affected populations, (2) partnership, and (3) humanitarian-development nexus. The Global Education Cluster seeks to ensure continuity of education provision, and therefore, it articulates that linking to development work is essential, especially given the protracted nature of many of the contexts in which it works.

At the country level, the Global Education Cluster contributes education-specific components to Humanitarian Response Plans (HRPs). Education clusters can develop more in-depth strategies that can help influence response frameworks so they include medium- to long-term objectives with capacity-building and preparedness activities—including activities that are sometimes discouraged from yearly inter-sectoral humanitarian plans. Countries where strategies have already been drafted, Yemen and Nepal for example, include a strong focus on alignment and continuity with development plans and processes. In Nepal, USAID worked closely with the Global Education Cluster at the country level to contribute to coherence and ensure education throughout phases of an acute emergency response. Another way in which a country-level Global Education Cluster can enhance humanitarian-development coherence is by working with the country's Ministry of Education to ensure its leadership of emergency education coordination and institutional capacity building for Global Education Cluster partners, particularly local organizations.

Education Cannot Wait

Education Cannot Wait (ECW), launched at the WHS in 2016, has since issued grants in a range of contexts. The design of the fund included two key mechanisms for disbursing grants: the Acceleration Facility and the Breakthrough Fund.

The **Acceleration Facility** provides grants that enable existing actors to work together and strengthen activities. It focuses particularly on the development of global public goods to strengthen

the central collection of data and evidence and also advances good practice in terms of humanitarian and development co-operation and education provision in crisis contexts.

The **Breakthrough Fund** is larger than the Acceleration Facility. It mobilizes and disburses new funding in crisis-affected countries through two channels:

1. The **rapid response mechanism** provides immediate and quick education funding in a crisis and typically finances start-up costs, such as temporary access, essential supplies, contingency stocks, psychosocial support, information management, or back-to-school campaigns.
2. The **multi-year funding window** allows funds to flow for up to five years against a country plan (to be rapidly agreed upon following the onset of the crisis) that bridges and consolidates existing humanitarian, education sector, and other plans. It is therefore a key mechanism for ECW to improve humanitarian and development coherence.

ECW is taking steps to catalyze coordination across humanitarian and development actors, explicitly seeking to bring all actors around the table as part of its funding application process. This coordination is intended to be informed by a joint comprehensive needs assessment exercise and costed plan and to provide recommendations on the preferred modalities at the country level through which to channel funds. Uganda is one country where ECW is already strengthening these efforts, and where the U.S. government has been a key partner in planning efforts. The U.S. government has provided funding for ECW through both USAID and PRM.

Inter-Agency Network for Education in Emergencies

The INEE has over 14,000 individual members and 130 organizational members working on education in emergency contexts. It has developed INEE minimum standards that provide guidance for education on how to prepare for and respond to emergencies in ways that reduce risk, improve future preparedness, and lay a foundation for quality education. The standards support responses to needs at the community level while also providing a harmonized framework to coordinate the educational activities of national governments, other authorities, funding agencies, and national and international agencies. These standards can be used to strengthen coherence through inclusion in ESPs. Furthermore, INEE has a knowledge management function and provides members with resources and support to work on education in emergencies, including resources on education in emergencies and SDG 4, the prevention of violent extremism, education for peacebuilding, child protection, and disaster risk reduction.

Global Coalition to Protect Education from Attack

Established in 2010, the Global Coalition to Protect Education from Attack (GCPEA) is an interagency coalition to address the problem of targeted attacks on education during armed conflict. Its work is currently focused on four initiatives that cut across humanitarian and development action:

1. Strengthening the monitoring and reporting of attacks on education
2. Protecting schools and universities from military use during armed conflict
3. Protecting institutions of higher education from attack
4. Promoting effective program and policies for protection and prevention

Child Protection Area of Responsibility

The Child Protection Area of Responsibility (AoR) is the global-level forum for coordination on child protection in humanitarian settings. The group brings together nongovernmental organizations (NGOs), UN agencies, academics, and others under the shared objective of ensuring more predictable, accountable, and effective child protection responses in emergencies. The Child Protection AoR works closely with other specialist protection actors, notably in gender-based violence, as well as with actors specializing in mental health, psychosocial support, and education. Many of the interagency relationships within the global Child Protection AoR are reflected in field-level child protection coordination groups.

Alliance for Child Protection in Humanitarian Action

The Alliance for Child Protection in Humanitarian Action (Alliance) supports the efforts of humanitarian actors to achieve high-quality and effective child protection interventions in humanitarian contexts, both in refugee and non-refugee settings. As a global network of both humanitarian and development agencies, academic institutions, policymakers, donors, and practitioners, the Alliance facilitates interagency technical collaboration on child protection in all humanitarian contexts. The Alliance's work falls into five categories:

1. Standard setting and guidance development
2. Capacity building, learning, and development
3. Evidence and knowledge generation
4. Advocacy
5. Convening

The Alliance and INEE have committed to pursuing collaborative and integrated programming between the two sectors. .

Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector

The Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADRRRES) is a multi-stakeholder mechanism comprising UN agencies, international organizations, and global networks. Its purpose is to ensure that all schools are safe from disaster risks and that all learners live in a culture of safety. GADRRRES has developed and endorsed the Comprehensive School Safety Framework (CSSF) and actively promotes the Worldwide Initiative for Safe Schools (a government-led global partnership that aims at securing political commitment and fostering safe schools implementation globally). The CSSF's objectives cut across humanitarian and development action and are as follows:

- To protect learners and education workers from death, injury, and harm in schools
- To plan for educational continuity in the face of all expected hazards and threats
- To safeguard education sector investments
- To strengthen risk reduction and resilience through education

3.3 Conceptual Framework: Improving Education and Humanitarian-Development Coherence

Informed by this background on humanitarian-development coherence and insight on related issues in the education sector, a new conceptual framework has been developed that lays out both the drivers of the divide and the prospects for greater coherence in education, as seen in Figure 1. While this framework was developed for this paper to structure the analysis of the U.S. government's work on education and humanitarian-development coherence, it may also be of use in analyzing other organizations' efforts on the topic.

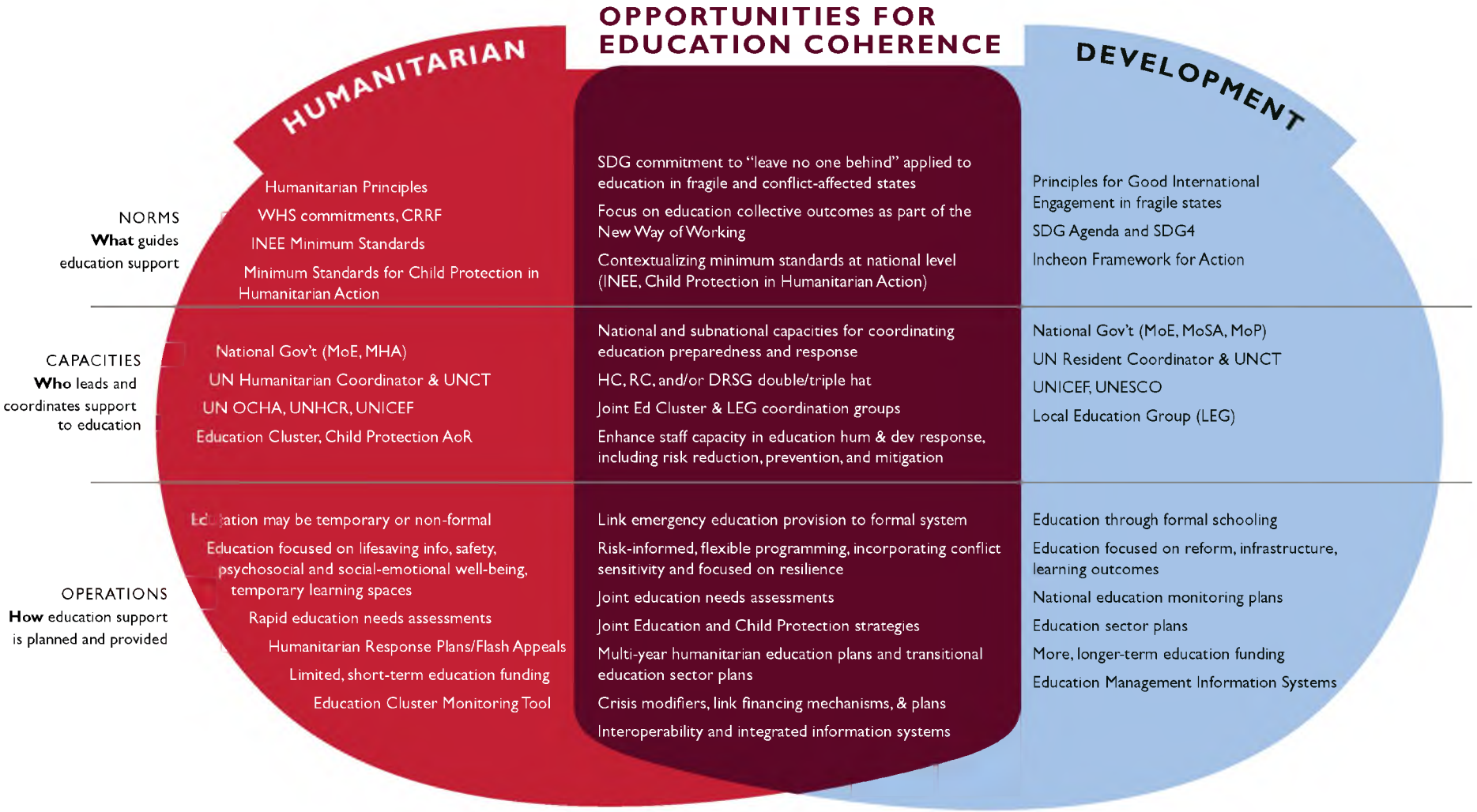
In Figure 1, the far left and far right columns highlight some of the distinct features of humanitarian and development efforts regarding education, respectively. The center column lays out where these approaches come together and create opportunities for greater coherence for the sector. This framework illustrates a tension that is often seen between the separate natures of humanitarian and development responses in relation to education and the opportunities for greater coherence (represented by the center column and reinforced by the Venn diagram).

The conceptual framework is further grouped into three layers that characterize the drivers of the humanitarian-development divide and the key opportunities for education coherence:

- **Norms**: This layer looks at what guides education responses in crisis contexts. It shapes and defines humanitarian and development assistance and may include items such as principles, goals, standards, mandates, strategies, or expected outcomes.
- **Capacities**: This layer focuses on who leads and coordinates support to education, which might include key actors, coordination groups, and staff knowledge and skills.
- **Operations**: This layer considers how education programs are planned and provided. It includes delivery of aid and the functions that make these possible, including approaches to education, assessment processes, planning, finance, and monitoring.

This framework is general in scope, in that it looks at global trends and initiatives in relation to education and humanitarian-development coherence. It will therefore not be complete in listing every issue on education and humanitarian-development divides in different contexts, nor will it identify every opportunity for greater coherence for the education sector. When applied to the U.S. government, as done in the next section, a greater specificity of detail can be seen.

FIGURE 1. Conceptual framework: Improving education and humanitarian-development coherence



4. Analysis of U.S. Government Efforts on Education Coherence

This section begins by providing an overview of different U.S. government entities that work on education in crisis and then goes on to highlight U.S. government policies and guidance relevant for ensuring education coherence across humanitarian and development efforts. The section then delves more deeply into analysis through a "mapping" of U.S. government education efforts with respect to humanitarian-development coherence, drawn from a literature review as well as global and country-level interviews and structured by the conceptual framework's layers of norms, capacities, and operations.

4.1 Agency Approaches and Overall Guidance

Four U.S. government agencies and offices that play a role in funding education in crisis contexts were reviewed as a part of this paper. These are USAID's Office of Education, OFDA, OTI, and DOS's PRM. Other agencies and offices contribute to education in crisis work, such as FFP, DOD, DOL, and other DOS bureaus, but, as already noted, they were not examined in any depth as a part of this paper; however, a short description of their work with education follows those of the main four agencies reviewed.

Agency Mandates and Roles

The USAID Education Strategy 2011–2015 mandates USAID to increase equitable access to education in crisis and conflict environments. In the 2017 fiscal year (FY), Congress stipulated that "[o]f the funds appropriated under title III of the Consolidated Appropriations Act, not less than $800,000,000 shall be made available for assistance for basic education."[7] Over the 2011–2015 period, USAID supported 91 programs aligned with the strategy, with 22 programs implemented in 22 crisis and conflict-affected countries. Through these programs, it improved or established quality education in safe learning environments for a total of 11.8 million individual children and youth in crisis and conflict environments, created safe learning opportunities for children and youth through formal and nonformal education programming, strengthened efforts to use education as a tool to prevent future crises, and built the capacity of local institutions to deliver education services (USAID, 2016).

OFDA is the emergency response arm of USAID. While it does not explicitly fund education as a sector, it "recognizes that education and schools are important to populations affected by disasters and that safeguarding and restarting educational opportunities are valuable normalizing activities that help communities cope with and recover from disasters" (USAID/OFDA, 2018, p. 223). Therefore, as part of disaster response and disaster risk reduction (DRR) programming and under the child

[7] Congress (n.d.) Appropriations for Fiscal Year 2017. Retrieved from https://www.congress.gov/resources/display/content/Appropriations+for+Fiscal+Year+2017. It should be noted that this appropriation is available for obligation into a grant or contract over subsequent years.

protection subsector, OFDA funds child-friendly spaces, nonformal education activities, assistance to schools in re-starting, safe learning spaces, and school enrollment of displaced children (USAID/OFDA, 2018, pp. 166, 224; Mahal, 2015). OFDA can also fund activities linked to schools, such as the provision of WASH in schools, but these are not labeled as education-related activities (Mahal 2015). OFDA does not track its expenditure on education, as it falls under its funding for protection. In FY 2015, OFDA provided approximately $89.5 million for protection activities overall, with estimates that it spent just over $4 million on education-related activities (USAID/OFDA 2015; Mahal, 2015).

OTI, also an office of USAID, provides short-term assistance focused on key political transition and stabilization needs. It also does not fund education as a sector but sees education as relevant to its program model of using cross-sectoral approaches to tackle complex conflict and political challenges, such as countering violent extremism (CVE) and stabilization. OTI focuses on how education can contribute to stabilizing communities and changing political dynamics rather than education outcomes. Therefore, it funds activities both within and outside education systems. For example, it has funded book clubs, which enabled communities, particularly youth, to access books that introduced different concepts and ideas around democracy and governance. It has also funded school rehabilitation, enabling governments to demonstrate that they are present on the ground and responding to the needs of communities. In addition, it has worked with universities to train teachers on creating greater tolerance. In all cases, OTI's focus is on supporting education to help reduce the drivers of conflict, such as violent extremism or intolerance.

PRM is mandated to support the protection of refugees, other migrants, and conflict victims. Education is a key component of PRM's mission to provide protection and durable solutions for refugees. PRM funds international organization (IO) partners, such as UNHCR and UNICEF, to provide quality and protective education for vulnerable children. PRM also funds a range of NGO programs to improve education by investing in teachers; ensuring schools are inclusive and safe; conducting outreach to increase access for girls; and providing alternative education programs, such as accelerated learning, catch-up or bridge support, and vocational training. PRM funding for IO partners is largely not earmarked by sector to allow maximum flexibility for humanitarian partners; however, this flexibility creates difficulties in tracking funding for education specifically, and it is therefore not possible to estimate the scale of PRM funding to education.

Key U.S. Government Guidance Relating to Humanitarian-Development Coherence

While the U.S. government does not have a specific policy or guidance on humanitarian-development coherence, it does have a limited number of existing policies, strategies, and guidance that are relevant.

USAID's *Building Resilience to Recurrent Crisis: Policy and Program Guidance* (2012) is highly relevant for efforts to improve humanitarian-development coherence. It points out that "a key barrier in past efforts has been the physical and often philosophical divide between disaster and development experts with separate offices, programming systems, and objectives preventing collaboration to the extent that is required" (USAID 2012, p. 18). Regarding attempts to "build bridges" across USAID operations, the document notes that, "successfully building resilience requires coordinated, integrated teams of humanitarian and development professionals working closely together. This

policy and program guidance focuses on allowing sufficient flexibility in our institutional process to foster this collaboration" (USAID 2012, p. 18).

The Agenda for Operational Change outlined in the document is closely aligned to the NWOW, and components of successful coherence outlined in section 2.2 are also included:

- Joint problem analysis and objective setting
- Coordinated strategic planning (around resilience)
- Mutually informed project design and procurement
- Robust learning

Additional elements from the document that could be usefully applied to the NWOW include the following:

- **Leadership** to help overcome institutional barriers to coherence and put in place appropriate incentives to change ways of working (USAID, 2012), including financing, joint analysis, and planning. Humanitarian education support linked to Ministry of Education leadership and ESPs would be an example of this.
- **Monitoring, feedback, and lesson learning** to identify successes and challenges with new approaches, which is central to adaptive programming. USAID's resilience policy guidance points out: "A dynamic system for monitoring and evaluation should enhance our capacity… to build on what works while eliminating what does not. Importantly, these approaches must be undertaken collaboratively by humanitarian and development teams to ensure that unanticipated negative consequences are avoided" (USAID, 2012, p. 23). Education efforts by humanitarian and development actors commonly include these elements and could be strengthened by adaptive programming leading to further application of lessons.
- **Emergency preparedness, and risk mitigation, prevention, and reduction** capacity are an important part of coherence and resilience building because, where "risk reduction strategies are weak, shocks and stresses often undercut development gains" (USAID, 2012, p. 10). Greater education coherence should ensure that both humanitarian and development interventions incorporate preparedness, prevention, and mitigation measures so that they can adapt appropriately to changes in context.

Related to its work on building resilience, USAID released guidance on *Shock Responsive Programming and Adaptive Mechanisms* in 2017. This guidance outlines options for designing development programs that incorporate shock responsiveness from the beginning as well as options for adapting development programs that were not designed in this way so that they are able to "mitigate the impact of shocks, protect development gains, and speed recovery" (USAID, *2017b*, p. 1).

OFDA's *Guidance for Early Recovery and Transition Programming* emphasizes that "the broader aim of all USAID/OFDA programs is to strengthen the resilience of individuals, households, and communities to withstand and recover from shocks" in order to reduce the need for external humanitarian assistance (USAID, 2017*c*). Moreover "under the rubric of USAID's Resilience Agenda, USAID/OFDA works to strengthen coherence and connectivity between humanitarian and development programming" (USAID 2017b, p. 4). In addition to defining early recovery and transition, the guidance lays out eight parameters for OFDA early recovery and transition programs,

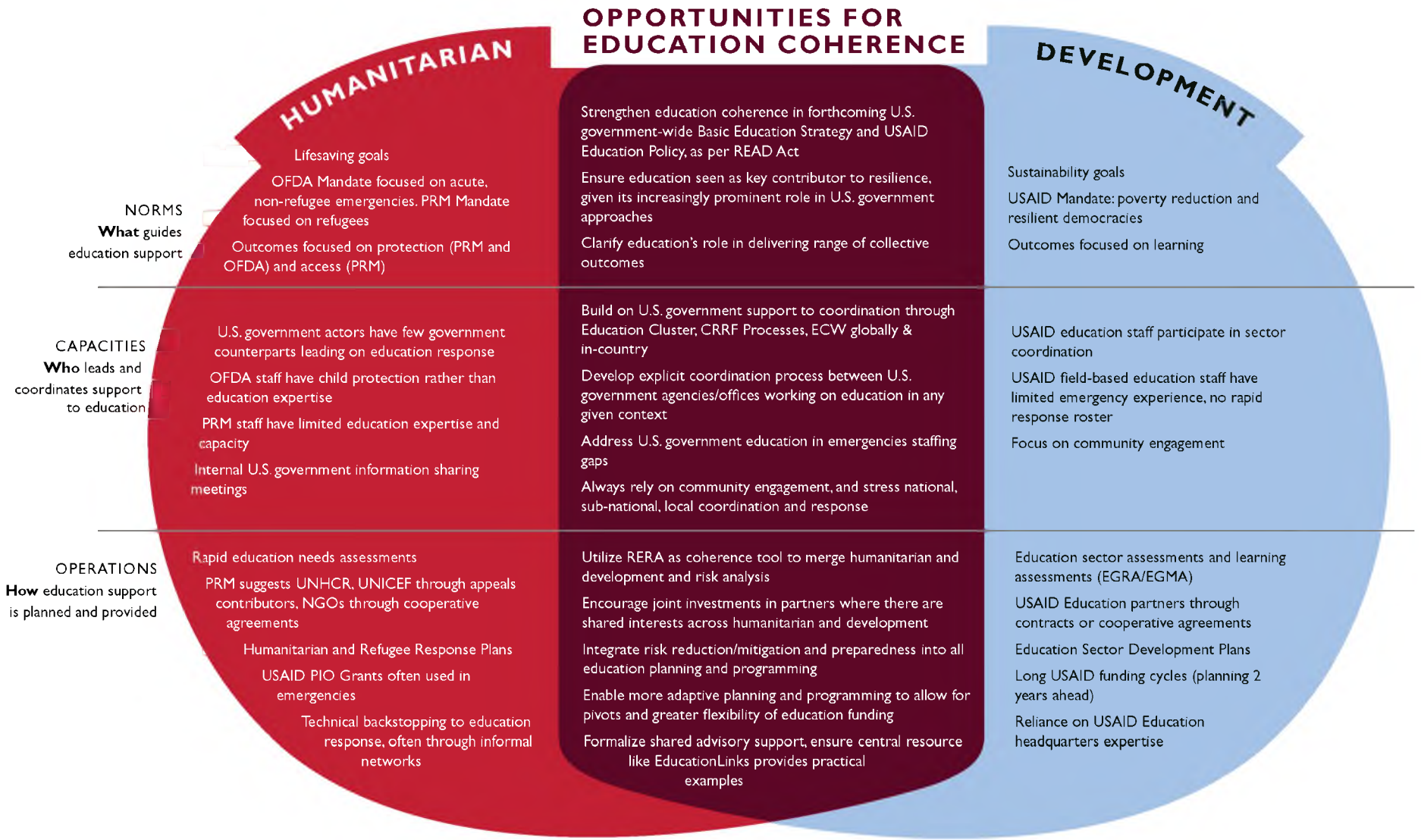
which includes ensuring that early recovery and transition are not a substitute for development and that activities should vary according to sector and follow sector-specific guidelines in USAID/OFDA *Guidelines for Proposals*. The guidance document offers examples from OFDA's experiences of funding early recovery and transition in a variety of contexts, and Annex 1 outlines sector-specific approaches to early recovery and transition. Although OFDA funds education-related activities under protection, the section on protection in the annex does not refer to this but to social protection and links to USAID's democracy, human rights, and governance programming.

4.2 Mapping: U.S Government on Education and Humanitarian-Development Coherence

This subsection identifies findings from a mapping of coherence on education in humanitarian-development efforts within the U.S. government. Introducing this analysis is an applied version of the previous conceptual framework, presenting an overview of U.S. government-specific drivers of the divide and related opportunities to strengthen coherence. It then offers a more detailed analysis of tensions and opportunities for greater coherence in terms of norms, capacities, and operations. The mapping involved a document review and interviews with USAID's education staff, OFDA and OTI staff, as well as PRM staff, at both headquarters and country level. Interviews and analysis were organized in terms of norms, capacities, and operations. Country-level analysis focused on Jordan, Lebanon, Nepal, Nigeria, South Sudan, and Ethiopia, each identified as having examples of education and humanitarian-development coherence efforts to review. While not exhaustive, findings provide insights for the U.S. government, both on opportunities for and constraints to greater coherence in education.

Figure 2 presents an U.S. government-applied version of the earlier conceptual framework on improving education and humanitarian-development coherence. It provides a graphic overview of some of the key points of analysis that follows.

FIGURE 2. Applied conceptual framework: Improving education and humanitarian-development coherence for the U.S. Government



4.2.1 Norms: WHAT Guides Education Support

As indicated by the conceptual framework, both the generalized (Figure 1) and as applied to the U.S. government (Figure 2) frameworks, norms such as principles, goals, frameworks, and standards guide actions and are incorporated into agency and office mandates. Each part of the U.S. government entities reviewed has a distinct mandate, which shapes their efforts on education. These differing purposes, along with the norms that define and drive agency actions, shape how agencies interact with each other and cooperate on education efforts.

The USAID Education Strategy 2011–2015 and its targeted goal on education in crisis and conflict was a significant step toward coherence, but it also perpetuated separate ways of working. The 2011 USAID Education Strategy contributed to coherence, in that Goal 3 is focused on increased access to education for learners in crisis and conflict-affected environments (USAID, 2011). Advancing this goal allows USAID education programs at the country level, which are development-focused, to engage in programming in and after emergencies. For instance, after the earthquake in Nepal, the strategy provided a strong rationale for the USAID/Nepal mission's existing education program to pivot to respond to the crisis. However, the strategy also perpetuates distinct approaches by separating the aims of quality and access between goals. For example, there is no explicit mention of conflict-sensitivity or disaster preparedness issues as indicative interventions under Goal 1 on early grade reading. And while Goal 3 does discuss the importance of ensuring that learning takes place, even in crises, access is the ultimate result that is reported to Congress. Furthermore, the strategy does not mention explicitly how quality education can contribute to resilience, although the role of education in contributing to (or undermining) peace and stability is a key rationale given for Goal 3. There is also no explicit mention of the potential links between USAID Education's work and that of OFDA, OTI, or DOS, although it does mention the following under Goal 3: "USAID development assistance programs will need to closely coordinate and collaborate with humanitarian assistance providers to provide quality education early in crisis and conflict circumstances" (USAID, 2011).

At the country level, even in the shorthand language of USAID staff, countries are referred to as "Goal 1 countries" (i.e., development, primarily focused on early grade reading) or "Goal 3 countries" (i.e., crisis-affected and focused on access) reflecting the divide in the strategy. There are, however, increasing examples of programming that integrates elements of reading and crisis and conflict goals. The program for displaced communities in Nigeria includes elements of their early grade reading work and USAID South Sudan has made efforts to include the Early Grade Reading Assessment (EGRA) and the Early Grade Mathematics Assessment (EGMA) and activities into its education programming. While not a major element of the program, Nepal's early grade reading program includes the development of some reading materials related to disaster risk reduction. However, these instances appear to be exceptions demanded by contextual realities, rather than an approach anticipated or encouraged in the USAID Education Strategy.

Different U.S. government agencies focusing their education funding on different geographic areas or populations can lead to complementary responses, but there is a need for better guidance to ensure coherence. Typically, humanitarian and development

actors focus on different geographic contexts and populations, with the former providing education in emergencies to IDPs, returnees, or refugees during crisis, and the latter building infrastructure and capacity of governments for local rural and urban populations. This distinction is generally true for the various entities within the U.S. government, with targeting approaches; funding sources; and associated rules, regulations, and requirements reinforcing these distinctions. Nevertheless, their interventions can be complementary, such as in the following examples:

- In Jordan, the USAID program adapted to assist refugee children by increasing funding to public schools in areas of high refugee populations, allowing PRM to fill other gaps. PRM humanitarian assistance supported families with school-aged children to promote attendance in those schools. Additionally, PRM supported UNICEF Makani education centers, which provided informal education to refugees and host communities.
- In Uganda, PRM and USAID funding is complimentary. PRM supports refugee education through UN and NGO partners to ensure refugees have access to quality education, either by attending local public schools or, primarily, refugee schools that align with the national education system. PRM also provides a range of complimentary education support, including nonformal, catch-up, and accelerated learning, along with protection programming to address the unique needs of refugees. USAID funding supports the broader education system through development assistance, which may also benefit refugees if they attend government schools, and technical assistance for the development of the Education Response Plan for Refugees and Host Communities in Uganda.

This mapping did not uncover any guidance or policy documents that summarize these distinct approaches and how they can sync together effectively to ensure coherence, but the issue is critical given the protracted nature of most refugee contexts and the increasing trend toward urban rather than camp-based approaches. Additionally, while we have examples of complementarity noted above, more work is needed to identify best practices to ensure that all beneficiaries have improved outcomes as a result. For example, in Jordan, there have not been efforts to integrate refugee students and Jordanian students in the same school shift or focus on quality improvements; refugees continue to receive a sub-standard education experience, and there are still large numbers out of school. The double-shift schools continue to affect Jordanians as well. One way to address this might be to move from an institutional approach to a whole-of-problem approach, defined in terms of the problem than needs solving and not according to the way the U.S. government organizes itself.

Framing education as an intervention that can contribute to dual outcomes of protection and learning could help reduce confusion, help with communication, and make coordination and coherence more likely. Currently, different U.S. government agencies tend not to identify an intervention as education-related if its primary outcome is not focused on learning, even though it may have learning-related components. This narrow labeling stems from the mandates that lead different groups to prioritize different outcomes. For example, in Nigeria, the OFDA-funded Safe and Healing Learning Spaces included activities to improve numeracy, literacy, and social and emotional learning outcomes. However, OFDA funded this intervention with protection as the primary outcome, and field-based staff typically did not identify it as having an education outcome. For several of the USAID Education staff interviewed, a focus on learning and enrollment outcomes defines education interventions, although there are examples of secondary outcomes relating to protection in both development and humanitarian programming in most of the

countries studied. To promote coherence, U.S. government agencies need to highlight the significant role that education can play in protecting children and youth in crisis, providing physical protection through access to a safe space, cognitive protection through learning key skills and knowledge, and psychosocial protection through the normalcy of structured and productive time. Communicating that education interventions can contribute to multiple outcomes would also help U.S. government staff to identify how education contributes to other priorities, such as resilience and stabilization.

Inconsistent views on education as a first phase response, and whether it is "lifesaving," lead to mixed U.S. government messages on prioritization of the sector. All the staff interviewed for this study working for U.S. government entities with a humanitarian mandate repeatedly reinforced the lifesaving nature of the work in which they are engaged—this is at the core of the humanitarian mission and mandate. They highlighted that not everyone considers education to be a priority lifesaving intervention, and this can result in incoherence in U.S. government approaches to education in crisis. In Nepal following the 2015 earthquake, education was not initially prioritized in the humanitarian response. However, in contrast, USAID in Nepal prioritized immediate education needs and funded Global Education Cluster partners to provide temporary learning spaces to provide urgent lifesaving information and to bridge gaps in formal schooling. This inconsistent perception of the role of education in crisis undermines coherence and makes it difficult for the different U.S. government entities to work together. Mandates may not change, but how education as a sector is perceived in relation to those mandates can be addressed.

An increasing U.S. government-wide focus on resilience and self-reliance is encouraging country strategies to move to more integrated outcomes that should increase coherence. USAID's work in specific countries is shaped not only by global-level strategies, but also by mission-wide country strategies. In recent years, several USAID Missions have included a focus on resilience within their Country Development Cooperation Strategies (CDCSs) or equivalent country frameworks, which can play a role in increasing coherence across humanitarian-development work as well as across sectors. For instance, South Sudan's Operational Framework has an objective focused on resilience and another on peace and reconciliation. It explicitly notes the links between the two and the need for an integrated approach. Uganda's CDCS also moves away from the more common sector-focused objectives to three overarching outcomes that include resilience. This should encourage work across humanitarian and development instruments, and education programming can contribute to achieving this objective in practice. Although it is early in the implementation period, USAID Education staff welcomed this approach because it allowed for a degree of flexibility, which meant that programs could be more responsive to the context (including shocks) and address underlying issues that cut across sectors.

4.2.2 Capacities: WHO leads and Coordinates Support to Education

Capacities flow from, and can serve to further entrench, the divides seen at the level of norms, though they are also shaped by the realities of implementation and operations. Although the focus here is on institutional elements of capacities, there is a softer aspect that is hard to capture but

should not be overlooked: personalities, personal convictions, and lived experience can play a part in how these structural capacities play out in practice.

The Ministry of Education must have a strengthened leadership role, at various levels, to have a strong and coherent education response. In Uganda, where coherence efforts in the education sector have made positive inroads, Ministry of Education leadership has been critical; however, it took many years into the refugee crisis for this to take effect. The Office of the Prime Minister initially led the refugee response in Uganda, with the Ministry of Education playing a minimal role. The U.S. government and other donors recognized that a critical step to integrating the refugee response into the broader sector was to ensure that the Ministry of Education had a leadership role. The U.S. government advocated strongly with ECW to ensure that the Ministry of Education co-chaired the task force working on the ECW Refugee Education Plan. In Nigeria, in contrast, a lack of will or capacity on the part of the government has significantly limited efforts for coherence. A Nigeria-based interviewee noted that, "the biggest missing piece with education and crisis in Nigeria is the lack of authentic host government leadership at both the national and state and local level."

The U.S. government provides humanitarian surge capacity for other sectors, but not education; this undermines coherence. OFDA and the international Disaster Assistance Response Team (DART) will surge in an acute crisis, with a dedicated team of emergency experts who have the capacity to respond in priority sectors for the agency. However, they do not have a cadre of education experts. In non-refugee contexts, USAID Education staff will often fill this gap, but many do not have emergency-specific training or experience. The division of labor between DART and USAID Education staff means links between humanitarian and development aspects of education programming in an emergency response are not always fully exploited. In refugee contexts, the DOS officer (PRM refugee coordinator, refugee officer) covers the entire spectrum of the response, but may have limited technical expertise of the education sector and may rely on Washington, D.C.-based technical staff for support. This may create coordination challenges as USAID provides the majority of assistance through missions, while PRM funding comes from Washington, D.C. Furthermore, double hatting by USAID Education staff can mean capacities are stretched, and opportunities to ensure coherence between acute response and longer-term work might be overlooked.

Interagency coordination plays an important role in education coherence, with the U.S. government often being an influential voice in, and support to, these efforts. The mapping captured several instances where strong coordination—on the part of humanitarian actors, development actors, or both—played a significant role in facilitating coherence. The U.S. government plays an important role in supporting and enabling these coordination mechanisms. It is not alone, of course. In most crisis contexts, several other major donors will be working on both development and humanitarian programming, and there are various UN agencies and international NGOs with dual mandates. However, the U.S. government is often a particularly influential voice, which can be used to promote coherent approaches. In Uganda, PRM plays a leading role in the Comprehensive Refugee Response Framework (CRRF) and USAID engages the Refugee Response Planning Task Team for the education sector, specifically through the development education working group. However, it is essential that these two agencies coordinate, as PRM has the mandate and resources to support refugee education, while USAID participates in the education working group, which has

been used to discuss refugee education, as well. In South Sudan, USAID coordinates the education sector donor group and is also an active part of humanitarian coordination.

Internal U.S. government coordination mechanisms tend to be information-sharing exercises rather than leading to action on education coherence. The education sector is one of the few sectors to have a coordination mechanism within the U.S. government. The Education in Conflict and Crisis Working Group brings together representatives from USAID's Office of Education, OFDA, PRM, and other U.S. government entities in monthly meetings at a global level. The meetings provide opportunities for sharing information, and they have the potential to enable more concerted efforts at coherence. This kind of internal coordination is mirrored in some of the country missions/embassies. In Nigeria, for example, there are twice-weekly North-East Huddle meetings, with the mission director, OFDA, OTI, Education, Health, Feed the Future, Peace and Security, and Agriculture represented. While this could have the potential to increase coordination and joined-up programming, it is seen much more as information sharing. The Nepal Mission held similar coordination meetings during the earthquake response. However, in other contexts, internal coordination groups are not fully inclusive, or they include officers who represent the totality of a single agency, neither of which promotes sector-level coherence.

Communities demand education for their children whatever the context, but little is known about the differences between community engagement in crisis and development environments. Unlike education providers, communities do not distinguish between humanitarian and development interventions. However, community capacities and priorities can change in crisis contexts. What this means for education, and coherence in the sector, needs to be better understood. As one key informant for this mapping insightfully noted: "At community level, learning continues regardless and it doesn't recognize this [humanitarian-development] divide. Irrespective of international assistance, there are ways in which communities continue to learn and decide to organize themselves. Our overarching challenge is to better understand local community perspectives, choices and values around learning and the different types of learning to build a quality system of education."

4.2.3 Operations: HOW Education Support is Planned and Provided

This layer of the conceptual framework looks at the practical, delivery-focused activities where assessments take place and implementation is planned and managed day-to-day. Country interviews revealed rich examples of coherence in practice, as well as a lack thereof, and some of the key issues are synthesized here.

Currently, there is a lack of comprehensive education assessment tools to support coherent programming, although the USAID Rapid Education and Risk Analysis Toolkit (RERA) begins to address this gap. At present, comprehensive education assessments sensitive to coherence issues involve piecing together separate analyses by humanitarian and development actors. Humanitarian data and analysis need to be combined with development-focused data and analysis for a complete picture of the education sector in any given context. It is also important that development-focused, sector-wide assessments build on humanitarian needs assessments. In Nigeria,

USAID Education staff made significant use of data from humanitarian partners in the Education Cluster and combined it with analysis from OFDA colleagues working on child protection to get a more complete understanding of the situation, which then informed program design. The RERA is a tool used to achieve coherence as it merges humanitarian, development, and contextual risk analyses (USAID, 2017a).8 In South Sudan, USAID education staff have undertaken RERAs together with EGRAs and EGMAs on the development side and have combined findings from the joint education needs assessment from the Education Cluster in their analysis.

Different U.S. government entities tend to have different implementing partners, which can lead to a disconnected programmatic response. Strengthen coordination in order to ensure complementarity when investing in partners where there are shared interests. Although there are some overlaps, each of the U.S. government entities funding education in crisis and conflict has different key implementing partners. If the partners are very different in their methods of operating, for example, USAID Education's private sector partners or OTI's diverse local partners (which can include civil society and more informal entities), it can be difficult to ensure that implementing partners coordinate and build coherence at programmatic level, particularly if they do not participate in coordination structures.

Even when the entities have similar types of partners, such as UN agencies or NGOs, it requires effort to ensure that the partners coordinate at the field level. ECW is a promising development that allows PRM and USAID to co-fund coherent planning and response in the education sector and may help to address the lack of coherence resulting from separate funding streams. The WHS and the establishment of ECW created strong political interest in refugee education. This led PRM to contribute $10 million to ECW (the first time it has financed a pooled education fund), complementing USAID Education's funding of $11 million.

Both a proliferation and a dearth of planning can undermine education coherence; donor interest can influence efforts to find a happy medium. Having a multi-year, collaboratively developed plan is essential to ensure coherence between humanitarian and development actors as well as with national governments. This mapping found examples of contexts across the planning spectrum. In Nigeria, the third strategic objective in the 2018 HRP is to "[f]oster resilience and early recovery, and strengthen the humanitarian-development nexus by working toward collective outcomes." This states that, in transitional areas, humanitarian partners will collaborate with the Government of Nigeria and development actors on joint analysis, planning, and programming to achieve collective outcomes. In Uganda, the U.S. government played a key role in enabling the development of the government-led Refugee Response Plan for the Education Sector; however, it is premature to judge the plan's effectiveness at increasing coherence as it is solely focused on refugees.

By contrast, Jordan has three plans that articulate needs for the education of Syrian refugees: (1) the Jordan Response Plan (a humanitarian-focused document); (2) Accelerating Access to Quality Education plan, outlined also in the Jordan Compact (an international aid agreement); and (3) a chapter within the Education Strategic Plan (2018-22). The number of plans is partly the result of the amount of attention that education for Syrian refugees has garnered over the last few years and the

[8] For the USAID RERA Toolkit, go to https://eccnetwork.net/resources/rapid-education-risk-analysis/.

desire by the government to present its needs to a range of donor audiences that have their own agenda and priorities. Even if the plans address coherence issues individually, their sheer number means that there is a lack of clarity on who is funding what, making it difficult to track the results of the various plans and initiatives.

Funding incentivizes planning; therefore, the more donors communicate that coherence is a priority, with humanitarian and development actors collaborating throughout the planning process, the more likely it is that there will be a solid coherent plan rather than a proliferation of plans in a given context. In instances where both actors come together to develop a shared sector plan, it is essential for subsequent plans/proposals, such as yearly humanitarian appeals and World Bank proposals, to reflect the sector plan.

Flexible planning and programming are essential in crisis contexts, making a real difference to coherent education assistance. The mapping exercise found examples where U.S. government field staff had made shifts in programming on the ground in response to changes in context, based on their initiative and knowledge base. In Ethiopia, USAID was able to pivot an Early Grade Reading Program Cooperative Agreement to support education in refugee areas. It worked with an implementing partner that was already engaged in early grade reading implementation in other parts of the country. Language was not an issue, so the same materials could be used for refugee communities. The emergency response was not part of the planned program, but funding the response was strategic and a good fit, as the partner and materials were in place. Similarly, in Nepal, funding intended for work on early grade reading was redirected to the earthquake response and recovery activities.

Flexible approaches can provide opportunities for programs that not only respond to immediate crisis needs but impact broader systems and support longer-term development. In Jordan, USAID's approach has been to address the Syrian refugee crisis through the government system and schools, in addition to funding nonformal education for out-of-school Jordanian and refugee youth. In 2016, USAID also worked in partnership with the UK, Germany, and the EU to establish a multi-donor trust fund ($60 million per year for three years) to establish additional double-shifts in Jordanian public schools to enroll Syrian students in addition to supporting catch-up programs.

Lack of clarity about rules and procedures can reduce flexibility on how funds can be used to support education. While Annex I provides a brief overview of key rules and requirements attached to the appropriations for the different U.S. government entities, interviewees highlighted that there is a lack of clarity as to whether a "rule" really is legally binding or whether it is simply a procedure developed over time ("how we do things"). This can mean that staff members accept a "rule" that restricts flexibility without realizing that it is a procedure that could be changed. As a result, OTI specifically dedicates staff time to ensure clear understanding of rules applying to specific funding to help maximize what flexibility is available, even for its non-transition initiatives funding, such as development assistance or economic support funds.

Greater flexibility is possible in funding for education by using shock-responsive USAID programming and building contingency plans into contracts. Congress earmarks development assistance appropriations by country as well as by sector. The total amount of earmarked funding tends to exceed the total amount of money available to USAID to spend so

USAID tries to ensure that each dollar is contributing to multiple earmarks. This makes it challenging to move funds between countries and between sectors within a country. However, it is feasible to move funds between different education sector activities within a country, and the guidance on shock responsive programming provides useful examples of how to build greater flexibility into grants and contractual arrangements (USAID, 2017b). The Nepal Mission requires all RFPs and annual program statements to include language on DRR and preparedness that requests implementing partners (who mostly work in development) to include DRR-related activities in their programs and have an Emergency Preparedness and Response Plan in place. The mapping did not identify similar contractual initiatives in other contexts, but they may exist.

While USAID education technical backstopping and informal networks are strong, formalized knowledge management on coherence is weak. In interviews, USAID Education field staff made multiple references to relevant and timely technical support from USAID Education colleagues in Washington, D.C., which was both necessary and helpful, supplementing development expertise with emergency-specific technical expertise and lessons learned. Several USAID field staff also mentioned the importance of informal networks within the agency and recounted how valuable it was to be able to reach out globally to colleagues with experience in crisis contexts at critical moments when designing programs.

The mapping provided limited information on reporting and other ways of capturing data and knowledge about what works and why in terms of coherence. Some interviewees referred to the "relief and development coherence" reporting requirement in the annual Operational Plan and Performance Plan and Report processes, but it seemed to be more of a tick-box exercise and not something that is systematically analyzed and acted upon. Some suggested that as part of the USAID Education Toolkit or the new Education Links website that will replace it, there is scope to include more practical examples of good practice and model contracts or to provide templates for common processes that USAID Education staff might be able to adapt and use in crises.

5. Conclusion and Recommendations

Strengthened humanitarian-development coherence for education is an important part of U.S. government efforts in supporting self-reliant communities across the globe. Ensuring the provision of education in emergencies and protracted crises can lead to sustained and improved learning outcomes, strengthened protection, and ultimately improved resilience and stability for crisis-affected communities. Linking humanitarian and development education has the potential to benefit all aid sectors, yet there is little concrete understanding on what works to do this successfully. As such, there is real opportunity for the U.S. government to lead the way with education in addressing this critical gap, alongside other donors, implementers, and governments, both by building greater coherence in its own responses and in supporting wider interagency efforts to do the same.

Different U.S. government agencies/offices play a role in supporting education in crisis contexts, with USAID's Office of Education, OFDA, and OTI, and DOS's PRM all playing significant roles. Each of these have distinct mandates and funding that shape approaches to their work, at times resulting in overlaps or disconnects in education support across humanitarian and development efforts. These divides also lead to framing problems in the way the U.S. government is organized versus what crisis-affected people actually want and need.

In mapping U.S. government efforts on education and humanitarian-development coherence, this white paper first provides framing on the importance of and current context for the issue. It presents a conceptual framework that helps identify, for education, both the drivers of the humanitarian-development divide and the opportunities for improving coherence. This conceptual framework is applied to U.S. government education efforts in crisis contexts as supported by USAID's Office of Education, OFDA, and OTI and DOS's PRM. Overall findings, as well as those specific to the levels of norms, capacities, and operations, suggest a set of recommendations that the U.S. government should further consider in strengthening education and humanitarian-development coherence to better deliver on commitments made in the READ Act, the *U.S. Government Strategy on International Basic Education*, and the 2018 *USAID Education Policy*, alongside broader commitments made through WHS and elsewhere.

Recommendations

1. **Strengthen high-level U.S. government support for education in emergencies and protracted crises**. Ensure that support targets key individuals as well as structures. Identifying key senior champions, particularly in mission and Embassy leadership, is important. Beyond that, addressing some of the structural barriers would be helpful. For instance, getting support and buy-in from the USAID Resilience Leadership Council and other senior leaders to help overcome institutional barriers to achieving coherence in education across the U.S. government could be effective. The Resilience Leadership Council already brings together senior managers across USAID. Since coherence and resilience are closely related, the Council should have an interest in supporting coherence efforts in education.

2. **Ensure that the new government-wide U.S. Strategy on International Basic Education and the USAID Education Policy include coherent approaches across humanitarian and development contexts**. As a part of this recommendation, any goal relating to education in crisis and conflict should focus not only on access but expand to apply USAID's expertise on quality teaching and learning, as well as equity, to these challenging contexts. Similarly, goals focused on improving quality of education and learning outcomes should consider crisis-related issues, such as mainstreaming risk reduction, inclusion, and protection elements that are relevant. Incorporation of education's contribution to the U.S. government's commitments to resilience and self-reliance are also important. Adopting a "whole-of-problem" approach to frame responsibilities of U.S. government agencies/offices could be considered.
3. **Champion education's contributions to collective outcomes**. The new strategy and policy should further recognize the important contributions that education can make to collective outcomes, operating in collaboration with other sectors. Collective outcomes are key to the NWOW and provide an important frame both for inter-sectoral collaboration and for linking humanitarian and development action. In addition to education outcomes in relation to learning, protection, resilience, and stabilization, there is clear rigorous evidence available on the crucial role of education in strengthening life-saving health, nutrition, livelihoods, gender, and violence prevention outcomes. A short brief could be developed to provide this evidence base and examples of how education can contribute to collective outcomes, targeting U.S. government leadership or key partners in the humanitarian and development communities. Further, the U.S. government Education in Conflict and Crisis Working Group could host a series of joint dialogues working across USAID's Office of Education, OFDA, and OTI and DOS's PRM to explore evidence of education's contribution to select outcomes targeted to particular offices.
4. **Leverage USAID Education in Crisis and Conflict Learning Agenda**. Identify and promote what works in terms of enhancing humanitarian-development coherence in education programs and activities. Look at how programs can be adapted and focused on measuring successful coherence. Further support could involve the development of practical guidance on how to operationalize coherence in education. This should be based on country-level studies that identify how to ensure coherence in education in different types of contexts. The studies should reflect community perspectives on current education programs to help demonstrate the impact of a lack of coherence and how more coherent assistance would result in better outcomes for children and youth. Additional country-level research, including developing case studies exploring both constraints and enabling factors, would be an important contribution for the U.S. government and across the sector.
5. **Invest in understanding and defining links between education and resilience**. Within the U.S. government, there is a high-level buy-in for building resilience. While education is at times cited as playing an important role in resilience, there is limited collation of evidence to this end. This offers a wider opportunity for U.S. government entities engaged in supporting education to influence the resilience agenda and for education actors to draw upon research and emerging guidance and frameworks on resilience.
6. **Develop tools, capacity, and mechanisms to support efforts by the U.S. government and partners in strengthening humanitarian-development coherence and related knowledge management**. This recommendation could involve the

development of indicators that can help staff to know what to look for in terms of humanitarian-development coherence within their own education work. Further guidance on recommended practices, both for mission staff and implementing partners, could also be useful. The identification of elements to put in place to support the host government's communications and negotiations would further strengthen success of these efforts. To complement this, there should be a focus on capacity building to ensure an understanding of issues and the ability to use guidance and tools. A further step could include establishing a U.S. government approach to active coordination for education across agencies/offices. For instance, the U.S. government's Education in Conflict and Crisis Working Group or a similar coordination body could actively take up joint analysis, planning, ongoing monitoring of issues of coherence, and support and training for field-level staff. This would help develop technical-level buy-in for humanitarian-development coherence and lay the groundwork for initiatives that could then be taken to senior leaders.

7. **Establish an approach for specialized education surge capacity in and before crises.** OFDA's DART is a dedicated team of emergency experts who have the capacity to respond in priority sectors for the agency, but they do not have a cadre of education experts. In non-refugee contexts, USAID Education staff will often fill this gap, but many do not have emergency-specific training or experience. Some interviewees suggested that USAID Education should fill this gap and establish a roster of experts in education in emergencies who can be brought in to support Mission Education staff to make the links between the acute response and longer-term work. The surge team could also work closely with their DART counterparts to ensure education effectively contributes to outcomes prioritized by other sectors.
8. **Consideration could also be given to a roster of specialists who can support missions to work on coherence issues before a crisis occurs**. Although this might be best pursued as an inter-sectoral initiative rather than an education-specific task, linking in to CDCS work on collective outcomes. USAID's Office of Education and OFDA should jointly establish standard operating procedures to promote coherence in new or significantly changed emergencies. This would help to ensure that missions are clear about what they should do with respect to education programming in the event of an emergency, whom they need to contact, the role of OFDA and the Office of Education, etc.
9. **Ensure education sector assessments have an approach that considers coherence in the collection and analysis of primary and secondary data**. This recommendation involves integrating humanitarian needs assessment with development-oriented situation analysis and various contextual risk analyses. The mapping of local capacity should be included here. The RERA is one such tool, blending needs assessment, capacity analysis, resilience analysis, contextual risks, and vulnerability analysis. It may be possible to further develop a tip sheet for how U.S. government staff can undertake a coherent needs analysis for those contexts where partners' assessments are not coherent. This would include the key ingredients of a coherent needs analysis and tips on where to find key inputs and how to undertake the process.
10. **Adapt U.S. government funding mechanisms to facilitate coherence through greater flexibility, pivoting, and contingencies**. These elements should be built into existing and future funding mechanisms. This could involve further identification of opportunities to co-fund initiatives that support coherent planning and response in the

education sector, beyond those already in place with ECW. Looking at other financing mechanisms that can help enhance coherence across aid actors could provide useful information to inform directions on better financing.

11. **Provide interagency leadership for the education sector in strengthening humanitarian-development coherence.** While there is broad work among donors, agencies, and governments to address coherence issues through the Grand Bargain and IASC initiatives, there are limited sector-specific initiatives that look at the technical and programmatic challenges in practice. The ECCN, INEE, or another entity could host a complementary technical meeting with the aim of bringing partners together to share experiences, good practices, challenges, and lessons.

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Annex: Overview of U.S. Government Entities Supporting Education in Crises

U.S. Government Entity	Funding Source(s)/ Appropriations	Program Time Frame	Appropriation-Related Rules, Regulations and Requirements	Key Results Indicators	Main Partners
USAID Office of Education	Development Assistance (DA)[9] and Economic Support Fund (ESF)[10]	Usually 5-year country strategies, although funding is appropriated annually.	Main restriction is Congressional earmarks (basic education, funding to specific countries, etc.). Congress has earmarked US$ 800 million for basic education. Key difference from emergency funding is that Congress must be informed in advance about what funds will be spent on and where. This makes it difficult if USAID wants to move funding from one sector to another within a country, or move money from one country to another. It has to inform Congress of the change because there is a high level of Congressional oversight.	USAID-funded education projects that contribute to Goal 3 do not generally use standardized indicators. An analysis of 25 projects identified 370 indicators. Of these, 207 (56%) measured outputs, while 163 (44%) measured outcomes (USAID/ECCN, 2016).	Host governments, international organizations, international NGOs, and international development companies
OFDA, USAID	International Disaster Assistance (IDA)[11]	6–12 months	OFDA's authority and mandate flow from the Foreign Assistance Act of 1961, as amended, in which the U.S. Congress confirmed that "prompt assistance to alleviate human suffering caused by natural and	OFDA finances education-related activities under child protection so the indicators listed in its proposal guidelines focus on this. It has the	International organizations and NGOs

[9] "Managed by USAID, the Development Assistance account funds programs in agriculture, private sector development, microcredit, water and sanitation, education, environment, democracy and governance, among others" (Tarnoff & Gill, 2017, p. 9)

[10] The Economic Support Fund uses economic assistance to advance U.S. political and strategic goals in countries of special importance to U.S. foreign policy. Key recipients in recent years have included Afghanistan, Iraq, South Sudan, Egypt, Colombia, and Jordan. The U.S. Department of State makes funding decisions; USAID largely implements programs (Tarnoff & Gill, 2017).

[11] "Managed by the USAID Office of Foreign Disaster Assistance, the account provides relief and rehabilitation to nations struck by natural and manmade disasters and emergencies." (Tarnoff & Gill, 2017, p. 9)

U.S. Government Entity	Funding Source(s)/ Appropriations	Program Time Frame	Appropriation-Related Rules, Regulations and Requirements	Key Results Indicators	Main Partners
			manmade disasters is an important expression of the humanitarian concern and tradition of the people of the United States (USAID, 2015, p. 2)." Reporting on emergency funds such as IDA is retrospective, with USAID informing Congress about how it has spent the funds after the fact. This provides greater flexibility. OFDA can fund education-related activities such as these: • Child-friendly spaces to provide children with opportunities for safe, supervised play and informal learning • Skills training for adolescents, women, persons with disabilities, and older people • Provision of temporary shelters to enable damaged schools to re-start classes • DRR training and initiatives in schools • Advocacy and material support for schools to enroll internally displaced children in schools in the place of displacement • Training for teachers in psychosocial support, landmine awareness, and child protection[12]	following mandatory indicators: • Number of individuals participating in child protection services • Number of dollars allocated for child protection programming • At least one additional custom indicator to measure protection outcomes of the proposed activities	

[12] USAID/OFDA Guidelines for Proposals, partial revision, April 2017, pg. 185.

OTI, USAID	Transition Initiatives,[13] Complex Crises Fund (CCF),[14] Economic Support Fund (ESF)	Increased from 2–3 years to 3–5 years due to longer engagement in crises	OTI has some flexible mechanisms, e.g., indefinite quantity contract (IQC) through which it sends out a call to a list of pre-competed partners. 2–3 OTI staff members manage each contract so each country program has at least 2 staff members. Sometimes, a country program uses more than one mechanism so it has more staff. This is in addition to the implementing partner's staffing structure. OTI builds its program on input from local staff, and it is an iterative process. A program might have hundreds of activities because OTI invests in an activity to see if works and then builds on successes.	When implementing education-related projects, OTI programs use custom indicators that measure changes relevant to its politically oriented objectives. In addition to tracking outputs for the sake of accountability, OTI typically employs indicators that gauge changes in awareness, attitudes, perceptions, or behaviors resulting from its activities relating to education.	Formal and informal actors, governments, military
PRM, State Department	Migration and Refugee Assistance (MRA), U.S. Emergency Refugee and Migration Assistance (ERMA) Fund	1–3 years	PRM provides funding for international organizations and NGOs working with refugees, IDPs, asylum seekers, conflict victims, and stateless persons. This includes funding for education. PRM funding must serve a minimum of 50% of the refugee populations or other populations of concern. PRM funded ECW through its voluntary contribution authorities to UNICEF. PRM primarily provides flexible funding to IO partners. Voluntary contribution authority makes it easy to fund international organizations against an appeal—there is no need for proposals. Agencies report on funding after the fact by country, not by sector. PRM also issues annual notices of funding opportunities for NGO programs, many of which include education and child protection.	N/A	International organizations and NGOs

[13] Supports OTI's activities, which bridge the gap between disaster and development aid. It supports flexible, short-term assistance projects in transition countries that are moving from war to peace, civil conflict to national reconciliation, or where political instability has not yet erupted into violence and where conflict mitigation might prevent the outbreak of such violence ((Tarnoff & Gill, 2017).

[14] This "allows USAID to respond to emerging or unforeseen crises with projects aimed at the root causes of conflict or instability" (Tarnoff & Gill, 2017, p. 9).

			Past education projects funded with MRA include: • School construction • Teacher training • Provision of formal, nonformal, catch-up, remedial, and accelerated education programs • Psychosocial support to ensure children are prepared to learn • Life skills and vocational training		