



Fragility Risk and Resilience Analysis Tool (FRRAT)

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Resource pack Annexes (under separate cover)

Annex A: Glossary

Annex B: Initial Danish HDP instrument-based country typology


Annex C: Explanation of indicators by PESES dimension

Annex D: Fragility radar charts by PESES dimension for 12 priority countries


Annex E: Kenya sample of the multi-dimensional fragility risk analysis matrix

Annex F: Application of the FRRAT and preparation of Country Strategic Frameworks

A. Introduction

<p>Purpose</p>	<p>The specific purpose of this tool is to integrate multi-dimensional and systematic considerations on fragility risks in context analyses conducted in countries and situations where Denmark is engaged.</p> <p>The broader aim is to serve risk-informed and anticipatory decision-making on Danish instruments used to implement a Whole of Government approach to engagements in the Humanitarian-Development-Peacebuilding (HDP) Nexus.</p>
<p>Guidance provided</p>	<p>The FRRAT can assist teams to:</p> <ul style="list-style-type: none"> • Consider and access a prioritised set of authoritative sources available online. • Where relevant in priority countries, incorporate experiences of Danish (regional) security sector engagements (police and military) supported through the PSF, or otherwise. • Consider analysis of conflict and violence and forced displacement that affects the country (including regional spill-overs and impacts of dynamics related to neighbouring countries, especially if these also are priority countries for Denmark. • Consider risks associated with climate variability and climate change as a risk multiplier for fragility. • Consider geographical country-level ‘hot spot’ areas of compound fragility risks related to conflict, environmental degradation, and climate variability/change. • Consider inequality and demographic trends as a fragility risk multiplier. • Ensure incorporation of the women, peace, and security (WPS) agenda as understood in the United Nations Security Council Resolution (UNSCR) 1325 and related resolutions. • Apply a ‘whole of migration route’ perspective. (internal -, cross-border regional -, cross-border intercontinental migration).
<p>The OECD network and framework for analysing fragility</p> 	<p>Against the backdrop of Denmark’s proactive role in the International Network on Conflict and Fragility (INCAF), the underlying methodology used is derived from the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) that structures fragility analysis and related indicators and data in five spheres: Political, Economic, Societal, Environmental, and Security (PESES).</p> <p>The OECD/DAC fragility and conflict¹ and risk and resilience framework represents a major shift in how fragility is conceptualised. Previous approaches framed fragility as a state’s weak capacity to carry out essential governance functions and to develop mutually constructive relations with its citizens. While formal governance is necessary, the state of governance is not – by itself – sufficient to determine fragility.</p> <p>The OECD framework, therefore, links fragility with a combination of risks and coping capacities rather than focusing primarily on weak governance. The FRRAT consists of a “problem-side analysis” focused on better understanding the underlying stresses and risks that contribute to fragility, and a ‘solution-side analysis’ – the identification of the relevant coping capacities that exist at all layers of society – household, community, sub-national and national – that can contribute to societies’ ability to manage risk and build resilience to shocks, including the ability to absorb, adapt or transform.</p>

¹ ‘bold blue’ text means this is a hyperlink to a website/document , Annex A provides a glossary of terms and concepts

 <p>Matrices</p>	<p>The operational centrepieces of the FRRAT are two matrices that teams can use to workshop and structure the outcome of their analytical work.</p> <ul style="list-style-type: none"> - Matrix 1: Multi-dimensional fragility risk analysis matrix (Section B) that assists teams to structure and capture ‘problem side’ considerations in answer to the following overall questions: <ul style="list-style-type: none"> o What are the main fragility issues and associated risk in each of the PESES fragility dimensions in the context of the country in focus? o What are the derived risks cascading from one dimension of fragility to the other dimensions? - Matrix 2: PESES dimensions and fragility risk and resilience systems considerations (Section C) facilitates teams to combine the ‘problem-focussed’ analysis of fragility risks of Matrix 1 with ‘solution-focused’ considerations of the resilience of social, economic or environmental systems and systems of governance. Said differently, where fragility analysis sheds light on which problems need to be addressed, resilience analysis points towards entry points for engaging on solutions and sets the stage for Danish prioritisation and decisions on engaging and the palette of instruments to use.
<p>Strengths and limitations</p>	<p>The FRRAT is best suited for country-focused analysis. As per the ongoing Doing Development Differently (DDD) process, the corporate goal is that context analysis is relevant for multiple Danish instruments. Annex B presents an instrument-based typology based on the 12 priority countries and countries where the Peace and Stabilisation Fund is engaged. The list also includes an overview of the use of other instruments (Region of Origins, humanitarian aid, security sector actions) in these 22 countries.</p> <p>Type A: countries where the Peace and Stabilisation Fund (PSF) is engaged (10 countries) Type B: priority countries with PSF engagements (7 countries) Type C: priority country (5 countries)</p>
<p>Main FRRAT process steps</p>	<p>The main steps a team would have to take to apply the FRRAT to its specific context analysis needs are as follows</p> <ul style="list-style-type: none"> - Step 1: Populate the Multi-dimensional fragility risk analysis matrix. This would most likely be an iterative process in which an early draft version is workshopped and further developed (Annex F illustrates how this applies to developing Country Strategic Frameworks in priority countries) - Step 2: Populate the Matrix 2: PESES dimensions and fragility risk and resilience systems considerations in a similar fashion. - Step 3: Document the overall prioritisation and design decisions that the analysis gives rise to.
<p>Resource pack</p>	<p>A resource pack of annexes is available to teams under separate cover. The resource pack includes:</p> <p>Annex A: Glossary Annex B: Initial Danish HDP instrument-based country typology Annex C: Explanation of indicators by PESES dimension Annex D: Fragility radar charts by PESES dimension for 12 priority countries Annex E: Kenya sample of the multi-dimensional fragility risk analysis matrix Annex F: Application of the FRRAT and preparation of Country Strategic Frameworks</p>

B. Matrix 1: Multi-dimensional fragility risk analysis matrix

B.1 Populating the fragility risk analysis matrix

What are the main fragility issues and associated risk in each of the PESES fragility dimensions in the context of the country in focus?

- Decide of the process and on preparing a first version of the PESES matrix as a basis for team discussions, facilitated work sessions or workshops (see Box).
- A good way to start is to visit the [OECD States of Fragility country-specific online resources](#) and triangulate with the [Fund for Peace Fragile States online indicators](#) that also includes guiding questions
- While the FRRAT cannot substitute a comprehensive gender analysis, it does provide an opportunity to integrate gendered risks analysis relevant for pursuing the Women Peace and Security (WPS) agenda (also referred to in short-hand as the '1325 agenda' after the landmark UN security council resolution (UNSCR) of 2000). WPS and gender & fragility sites to consult include: [online WPS resource hub of the Women's International League for Peace and Freedom](#); [Georgetown Institute for Women Peace and Security](#); [Gender in fragile and conflict-affected environments](#), [UNWOMEN](#) and [World Bank on GBV and VAWG](#).
- Use the guiding questions in Section C below to write main fragility issues in each domain (shaded in the template below). Where found relevant, teams may want to consider the timeframe of this risk (is it imminent, likely to manifest within the next 5 years or longer-term?)

What are the derived risks cascading from one dimension of fragility to the other dimensions?

Consider the derived risk of main domain risk in each of the remaining domains (see an excerpt of Kenya example below)

Process tip

The FRRAT is intended in part to make efficient use of available secondary sources, but its value also lies in serving as a tool that quickly can capture and structure the often not written down professional insights of MFA and embassy staffs and experts.

The advice therefor is to organise, if need be facilitated, works sessions or workshops that stimulate discussions and exchange of views and to capture the discussion.

Aiming for 'good enough' analysis rooted in staff knowledge is a realistic goal to set.

Kenya xample of how to use the PESES matrix to describe derived risk from one PESES dimension to the other dimensions

	Derived or multiplier effects/risk to resilience in other dimensions				
Fragility dimension	Political	Economic	Societal	Environmental	Security
Environmental		<p>Environmental degradation and Climate Change remain a real and present threat to nature-based economies and Kenya, with over 42% Kenya’s GDP generated from natural resource sectors and over 70% of livelihoods and employment in Kenya dependent on NR sectors</p> <p>The economic cost of floods and droughts is estimated to create a long-term fiscal liability equivalent to 2%-2.8% of GDP each year.</p> <p>Droughts have had the greatest economic impact – on average, a 0.6 percentage point decline in GDP growth is observed in Kenya in years of poor rains.</p>	<p>Resource scarcity becomes a root cause of conflict where groups pursue zero-sum approaches to resource use and management</p> <p>Human activities pose the greatest threat through unsustainable land management practices such as destruction of natural vegetation, over-cultivation, overgrazing and deforestation.</p> <p>land ownership continues to remain in the hands of the older generation and the threat of climate change, and an increasing aging farming population does fundamentally impact on the prospects of the future of agriculture in Kenya</p> <p>Population and income growth and the resulting increase in demand has intensified water demand and stretched water supplies for domestic and production</p>	<p>climate change is expected to bring about increased vulnerability – especially to NR sectors, arising from sea-level rise, greater rainfall variability, higher temperature, and decreased freshwater availability (Turral et al. 2011)</p> <p>Cyclical droughts – intensified and prolonged by climate change and environmental degradation</p> <p>Kenya’s water resources are unevenly distributed and scarce, on average less than 500m3 per capita of renewable freshwater supplies in 2017, and unevenly distributed. The decline is projected to 235 m3 by 2025.</p> <p>Increasing pollution degrades freshwater and climate change is poised to shift water availability patterns, altering water supplies and intensifying floods and drought</p>	<p>Climate change and environmental degradation are becoming principal contributors to conflict and instability in Kenya. Particularly Dadaab and Kakuma (reference to Amaya 2018 study by Danida), which then also has humanitarian consequences</p>

Note: this is a sample only prepared for illustration purpose only the full Kenya base sample matrix is found in Annex E

B.1.1 Matrix 1 template

Use this template to capture risks identified using a combination of secondary sources and work sessions. The matrix can be used in a PowerPoint presentation to facilitate workshop sessions and group work.

	Derived or multiplier effects/risk to resilience in other dimensions				
Fragility dimension	Political	Economic	Societal	Environmental	Security
Political					
Gender dimension					
Economic					
Gender dimension					
Societal					
Gender dimension					
Environmental					
Gender dimension					
Security					
Gender dimension					

C. Guiding questions

C.1 POLITICAL DIMENSIONS OF FRAGILITY

Political fragility is vulnerability to risks inherent in political processes, events or decisions; political inclusiveness (including of elites); and transparency, corruption and society's ability to accommodate change and avoid repression.

Risk factors include regime persistence, state-sponsored violence or political terror, and levels of corruption. Coping capacities that mitigate risks in general terms related to institutions of governance such as elections, judicial and legislative constraints on power, and government accountability. The legal framework for rape and domestic violence is also a vital measure reflecting the responsiveness of the polity to a significant source of fragility.

For the 12 priority countries, Annex D includes details, indicating divergence against the principal risk factors and coping capacities. More detailed profiles for these and other countries are available from the OECD [here](#).

Fragility in the Political Dimension of an Average Fragile Context



Please note: All indicators are facing the same direction - higher values mean worse performance, e.g., greater risks or lower coping capacities. Risk indicators are labeled as (R), while coping capacity indicators are labeled as (C). All values are re-scaled from 0 to 100 to assist interpretation.

Qualitative questions

- a) Are there stable politics in the country with a low risk of regime breakdown and the opportunity for ordered political transition? What are the implications?
- b) What is the level of actual and perceived corruption?
- c) To what extent is this manifested at different layers of society?
- d) Are fundamental rights related to freedom of expression, freedom of association and freedom of press recognised and supported by appropriate legislation?
- e) Are there controls on executive power through an effective and efficient judiciary and parliament free from political influence?
- f) Is there an adequate rule of law that protects citizens and contracts?
- g) What is the independence and quality of sub-national government in the context?

Questions to be answered using quantitative data available

- a) Are there high levels of state sanctioned violence at a national or sub-national level?
- b) What are the rates of political participation in the country? Does this vary from region to region?
- c) Is power highly centralised? Or are there decentralised fiscal and democratic structures in place?

Women Peace and Security Agenda

- a) Are gendered statistics on violence against women available?
- b) Is the importance of the WPS agenda reflected in legislation, institutions, and specific initiatives?
- c) Is there effective political participation and voice on the WPS agenda?
- d) Has the country adopted a National Action Plan on WPS/1325, and does this plan describe the WPS challenges comprehensively in terms of HDP Nexus?

Forced displacement and migration

- a) Is the country a refugee-producing country?
- b) Are refugees likely to come from neighbouring countries? Are there sufficient refugee camps or are refugees integrated into communities?
- c) Violence against Refugees: Are there reports of violence against refugees?
- d) Are there IDPs? How many IDPs are there in relation to population? Are IDPs likely to increase in the near future?
- e) What is the country's migration profile (migration destination, migrants producing, transit country, a source country for Europe-bound migratory flows)?

Suggested sources

- Coppedge et al, 2019, "V-Dem [Country-Year/Country-Date] Dataset v9", Varieties of Democracy (V-Dem) Project, University of Gothenburg: Varieties of Democracy Institute; Pemstein et al, 2019, "The V-Dem Measurement Model: Latent Variable Analysis for Cross-National and Cross-Temporal Expert-Coded Data", V-Dem Working Paper No. 21. 4th edition. University of Gothenburg: Varieties of Democracy Institute, www.v-dem.net/en/data/data-version-7-1
- CSP, 2018, "Polity Persistence" Polity IV Project, Center for Systemic Peace, www.systemicpeace.org/inscrdata.html
- Gibney et al, 2018, The Political Terror Scale 1976-2017, The Political Terror Scale, www.politicalterror.org/Data/Download.html
- OECD, 2019, "Restricted Gender Physical integrity Value" Gender, Institutions and Development Database, Organisation for Economic Cooperation and Development, www.genderindex.org/data/

C.2 ECONOMIC DIMENSIONS OF FRAGILITY

Economic fragility is vulnerability to risks stemming from weaknesses in economic foundations and human capital including macroeconomic shocks, unequal growth and high youth unemployment.

Risk factors measured include resource rent dependence; the number of vulnerably employed as a proportion of total employment; government debt; the number of youth not employed or in education or training; aid dependency; GDP growth; and the rate of unemployment. Coping capacity indicators include education levels, government regulatory ability, the extent of remoteness from world markets, and the number of men and women in the labour force. Food security is also important to support the broader economic environment.

For the 12 priority countries, Annex D includes details, indicating divergence against the principal risk factors and coping capacities. More detailed profiles for these and other countries are available from the OECD [here](#).

Fragility in the Economic Dimension of an Average Fragile Context



Please note: All indicators are facing the same direction - higher values mean worse performance, e.g., greater risks or lower coping capacities. Risk indicators are labeled as (R), while coping capacity indicators are labeled as (C). All values are re-scaled from 0 to 100 to assist interpretation.

Qualitative questions

- a) Do the country and/or sub-regions have good access to transport infrastructure, connections to global markets? What are the implications of the current situation for fragility risks?
- b) Do government policies and regulation facilitate national and international private sector investment and financial flows? What are the implications of the current situation for fragility risks?
- c) Do individuals and households have access to safe and resilient livelihoods? What are the implications of the current situation for fragility risks?
- d) To what degree is economic activity diversified? Is there a high dependence on natural resource rents (oil, natural gas, coal, minerals, forestry) as a proportion of GDP? What are the implications of the current situation for fragility risks?

Questions to be answered using quantitative data available

- a) What is the trend of annual GDP growth rates over the past five years?
- b) What is the level and trend of government debt as a proportion of GDP?
- c) Is inequality increasing or decreasing over the corresponding period?
- d) Is the country aid dependent i.e. high net ODA as a percentage of GNI? Is the proportion of humanitarian vs development ODA increasing or reducing?
- e) What is the mean years of schooling for children entering school?
- f) What is the mean level of schooling for adults over 25 years? Are high levels of schooling matched by economic opportunities?
- g) What are labour force participation rates for men and women?
- h) What are overall unemployment rates? What proportion of youth are not in in employment, education, or training? And are there notable differences by age group and/or region?
- i) What are the prevalence rates of undernourishment, average dietary supply adequacy, domestic food price index and domestic food price volatility?
- j) What is the level of domestic revenue mobilisation in the country?

Women Peace and Security Agenda

- a) Is the importance of the WPS agenda reflected in legislation, institutions, and specific initiatives?
- b) Is there effective law and policy in ensuring women's economic inclusion and advancing gender equality?

Forced displacement and migration

- a) Do refugees have the right to work?
- b) What is the size and role and dependency on income from remittances? Are certain segments of society/areas in the country more remittances-dependent?

Suggested sources

- FERDI, 2018, "Remoteness" Economic Vulnerability Index, Fondation Pour Les Études et Recherches Sur le Développement International, www.ferdi.fr/en/node/899#
- ILO, 2019, "Youth NEET rate" ILOSTAT database, The International Labour Organization, <https://ilostat.ilo.org/>
- IMF, 2019, "General government gross debt" World Economic Outlook database, The International Monetary Fund, www.imf.org/external/pubs/ft/weo/2017/01/weodata/download.aspx
- INFORM, 2019, "Aid Dependency" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- INFORM, 2019, "Food Security" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- INFORM, 2019, "Socio-Economic Vulnerability" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- UNDP, 2019, "Gender Inequality Index" Human Development Reports, United Nations Development Programme, <http://hdr.undp.org/en/composite/GII>
- UNDP, 2019, "Human Development Index and its components" Human Development Reports, United Nations Development Programme, <http://hdr.undp.org/en/composite/HDI>
- World Bank, 2019, "GDP per capita (constant 2010 US\$)" World Development Indicators, The World Bank Group, <https://data.worldbank.org/indicator/NY.GDP.PCAP.KD>
- World Bank, 2019, "Regulatory Quality" World Governance Indicators, The World Bank Group, <https://info.worldbank.org/governance/wgi/#home>
- World Bank, 2019, "Total natural resources rents (% of GDP)" World Development Indicators, The World Bank Group, <https://data.worldbank.org/indicator/ny.gdp.totl.rt.zs>
- World Bank, 2019, "Unemployment, total (% of total labor force) (modeled ILO estimate)" ILOSTAT database, The World Bank Group, <https://data.worldbank.org/indicator/SL.UEM.TOTL.ZS>

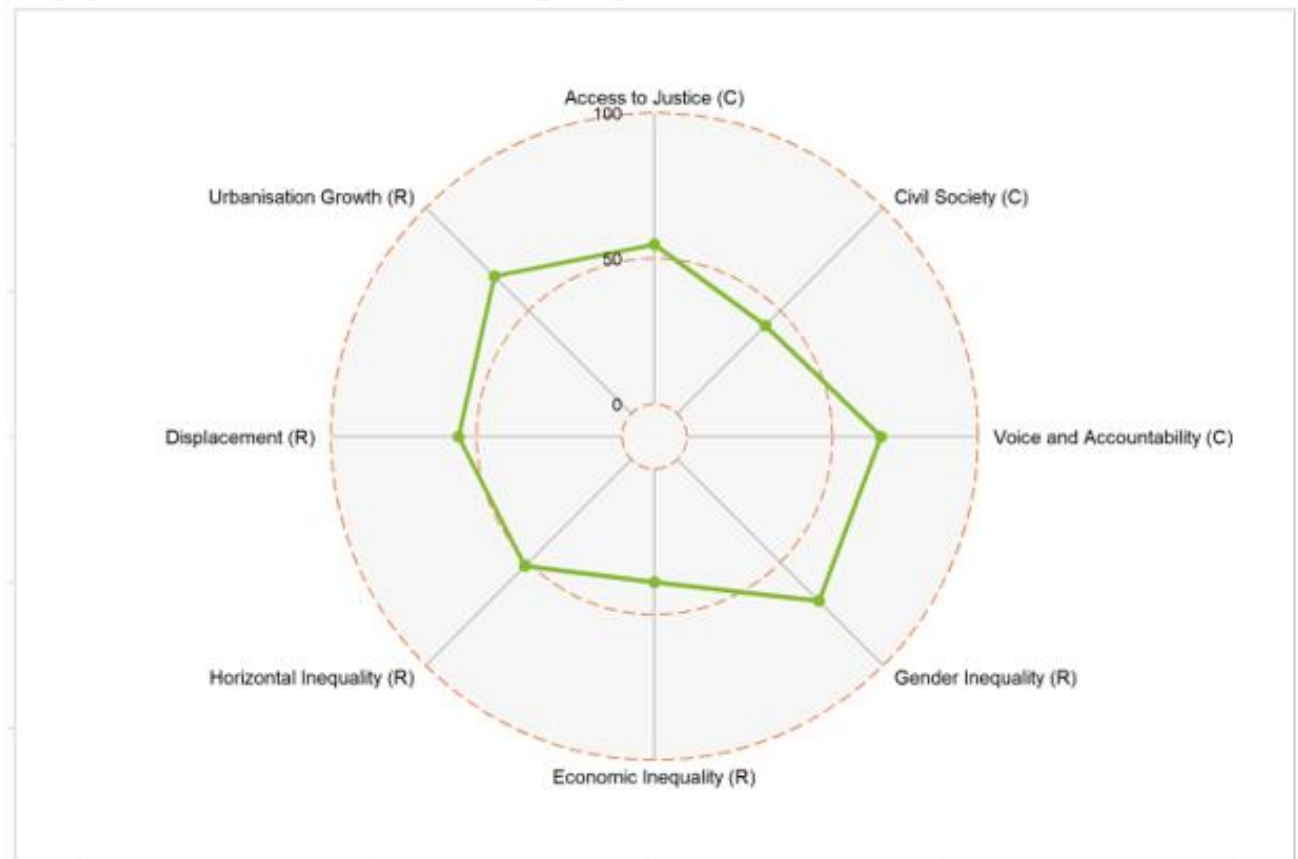
C.3 SOCIETAL DIMENSIONS OF FRAGILITY

Societal fragility is vulnerability to risks affecting societal cohesion that stem from both vertical and horizontal inequalities, including inequality among culturally defined or constructed groups and social cleavages.

Risk indicators include income inequalities (vertical) and social inequalities related to gender, growth in urbanisation and numbers of displaced people. Important societal coping-capacity variables include the robustness of civil society, the extent to which citizens have access to justice to address grievances and a voice, and state-society accountability.

For the 12 priority countries, Annex D includes details, indicating divergence against the principal risk factors and coping capacities. More detailed profiles for these and other countries are available from the OECD [here](#).

Fragility in the Societal Dimension of an Average Fragile Context



Please note: All indicators are facing the same direction - higher values mean worse performance, e.g., greater risks or lower coping capacities. Risk indicators are labeled as (R), while coping capacity indicators are labeled as (C). All values are re-scaled from 0 to 100 to assist interpretation.

Qualitative questions

- a) Is there a sense of strong social cohesion at national, regional and community levels?
- b) Is there adequate access to formal and/or informal justice mechanisms? Are these mechanisms perceived to be impartial and accessible?
- c) Are fundamental rights related to freedom of expression, freedom of association and freedom of press recognised and supported by appropriate legislation?
- d) Are there rules, norms, obligations, reciprocity, and trust embedded in social relations, social structures, and society's institutional arrangements which enables its members to achieve their individual and community objectives?
- e) How do demographic trends/population growth affect fragility across the PESES dimensions?

Questions to be answered using quantitative data available

- a) What are the population growth projections?
- b) Are there high levels of income inequality nationally? And are there significant regional disparities?
- c) Are there high levels of gender inequality nationally? And are there significant regional disparities?
- d) Are there significant numbers of refugees or displaced populations? Are these populations hosted in communities and are there legislative frameworks in place that provide these populations with access to services and livelihoods?
- e) What is the rate and trend related to urban growth? Is urban growth fuelled by a particular age group or ethnic group? Is it regionally balanced within the country?
- f) What are the rates of political participation in the country? Does this vary from region to region?

Women Peace and Security Agenda

- a) Are WPS issues affecting significant segments of society? Which?
- b) Are WPS issues disproportionately affecting certain parts of the country? Why?

Forced displacement and migration

- a) Is there hostility against refugee populations? Are host-refugee tensions addressed or aggravated in the current situation?
- b) Are women affected in forced displacement situations (IDP, refugee, returnee) protected, and participating in developing durable solution options?
- c) What is the gender profile of migrant flows, and what are the associated risks for women and girls (men and boys)?

Suggested sources

- Coppedge et al, 2019, "V-Dem [Country-Year/Country-Date] Dataset v9", Varieties of Democracy (V-Dem) Project, University of Gothenburg: Varieties of Democracy Institute; Pemstein et al, 2019, "The V-Dem Measurement Model: Latent Variable Analysis for Cross-National and Cross-Temporal Expert-Coded Data", V-Dem Working Paper No. 21. 4th edition. University of Gothenburg: Varieties of Democracy Institute www.v-dem.net/en/data/data-version-7-1/
- INFORM, 2019, "Uprooted People" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- UNDP, 2019, "Gender Inequality Index" Human Development Reports, United Nations Development Programme, <http://hdr.undp.org/en/composite/GII>
- UNU-WIDER, 2018, "GINI" World Income Inequality Database (WIID) Version 4, United Nations University World Institute for Development Economics Research, www.wider.unu.edu/database/world-income-inequality-database-wiid34
- World Bank, 2019, "Urban population growth (annual %)" World Development Indicators, The World Bank Group, <https://data.worldbank.org/indicator/SP.URB.GROW>
- World Bank, 2019, "Voice and Accountability" World Governance Indicators, The World Bank Group, <https://info.worldbank.org/governance/wgi/#home>
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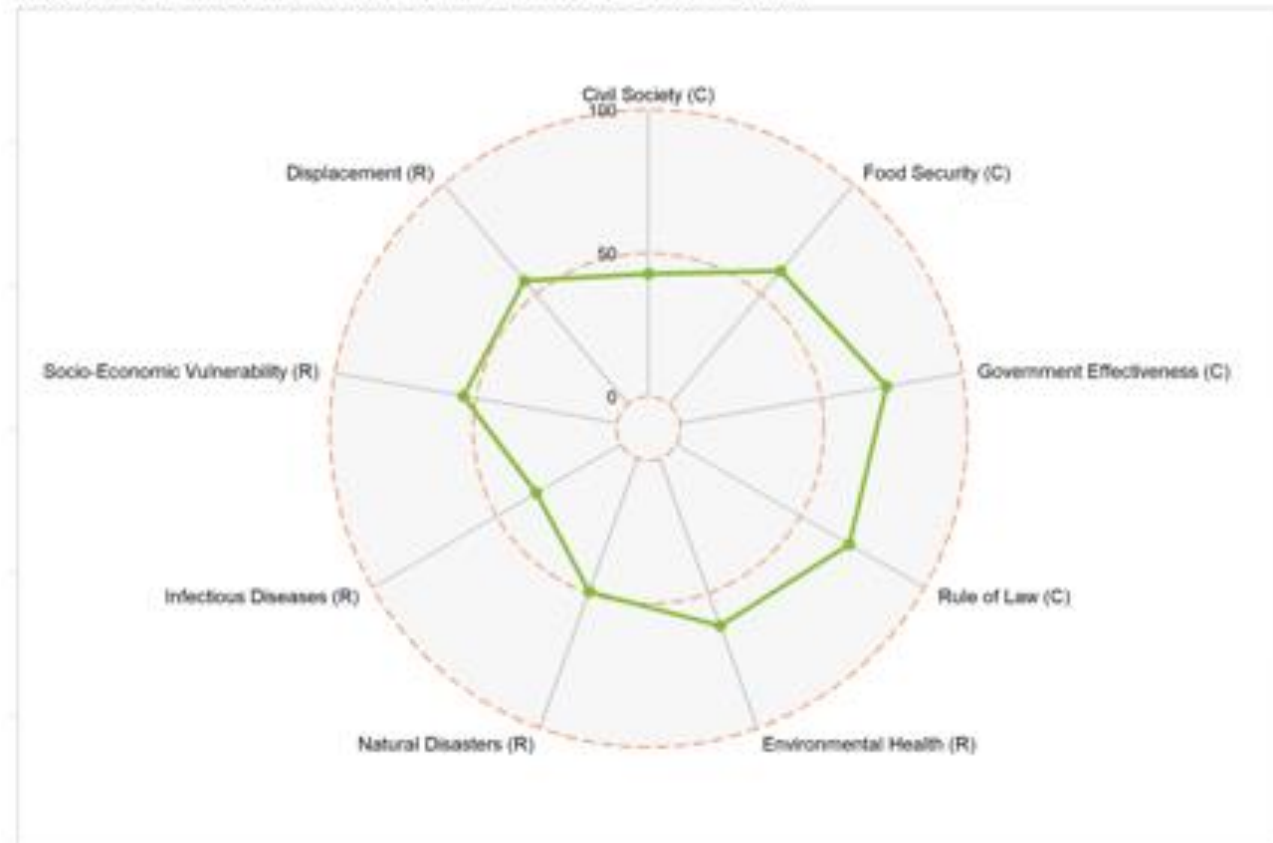
C.4 ENVIRONMENTAL DIMENSIONS OF FRAGILITY

Environmental fragility is vulnerability to environmental, climatic and health risks that affect citizens' lives and livelihoods. Risk factors can be external or internal, including exposure to natural disasters; air, water and sanitation quality; prevalence of infectious disease; number of uprooted people; and vulnerability of household livelihoods. Climate change increases vulnerability to environmental risks in many fragile contexts.

Risks are mitigated by coping capacities in the form of strong civil society, strong rule of law and governance, and food security.

For the 12 priority countries, Annex D includes details, indicating divergence against the principal risk factors and coping capacities. More detailed profiles for these and other countries are available from the OECD [here](#).

Fragility in the Environmental Dimension of an Average Fragile Context



Please note: All indicators are facing the same direction - higher values mean worse performance, e.g., greater risks or lower coping capacities. Risk indicators are labeled as (R), while coping capacity indicators are labeled as (C). All values are re-scaled from 0 to 100 to assist interpretation.

Qualitative questions

- a) Do communities have access to adequate WASH facilities? Are there other significant environmental hazards including air pollution, soil erosion, poor water quality etc?
- b) Are there effective environmental protection laws in place? Is the regulatory environment independent of political influence?
- c) Are there rules, norms, obligations, reciprocity, and trust embedded in social relations, social structures, and society's institutional arrangements which enables its members to achieve their individual and community objectives?
- d) Are there areas with competing livelihood systems (pastoralist, farmers, types of fisheries)

Questions to be answered using quantitative data available

- a) What is the population's exposure to infectious diseases? Is there sub-national variation in the population's exposure or risk?
- b) Are there regions of the country prone to significant natural hazards? (flood, drought, cyclone, wildfire, earthquake, volcanic risk etc.)
- c) What are the prevalence rates of undernourishment, average dietary supply adequacy?

Women Peace and Security Agenda

- a) Are there parts of the country where violent conflict related fragility risks to women and climate change related risks are converging?
- b) What is the compounded gendered effect on women and girls in such situations/sub-national regions/urban areas?

Forced displacement and migration

- a) Do climate variability and climate change constitute a fragility risk multiplier contributing to in-country and cross-border migration?

Suggested sources

- Coppedge et al, 2019, "V-Dem [Country-Year/Country-Date] Dataset v9", Varieties of Democracy (V-Dem) Project, University of Gothenburg: Varieties of Democracy Institute; Pemstein et al, 2019, "The V-Dem Measurement Model: Latent Variable Analysis for Cross-National and Cross-Temporal Expert-Coded Data", V-Dem Working Paper No. 21. 4th edition. University of Gothenburg: Varieties of Democracy Institute, www.v-dem.net/en/data/data-version-7-1
- Global Burden of Disease Collaborative Network, 2018, Global Burden of Disease Study 2017 (GBD 2017) Reference Life Table. Seattle, United States: Institute for Health Metrics and Evaluation (IHME), <http://ghdx.healthdata.org/gbd-2016>
- INFORM, 2019, "Food Security" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- INFORM, 2019, "Natural Disasters Risk" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- INFORM, 2019, "Socio-Economic Vulnerability" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- INFORM, 2019, "Uprooted People" Global Risk Index, INFORM, www.inform-index.org/Results/Global
- World Bank, 2019, "Government Effectiveness" World Governance Indicators, The World Bank Group, <https://info.worldbank.org/governance/wgi/#home>
- World Bank, 2019, "Rule of Law" World Governance Indicators, The World Bank Group, <https://info.worldbank.org/governance/wgi/#home>
- Yale, 2019, Environmental Performance Index, Yale Centre for International Earth Science Information Network, <https://epi.envirocenter.yale.edu>

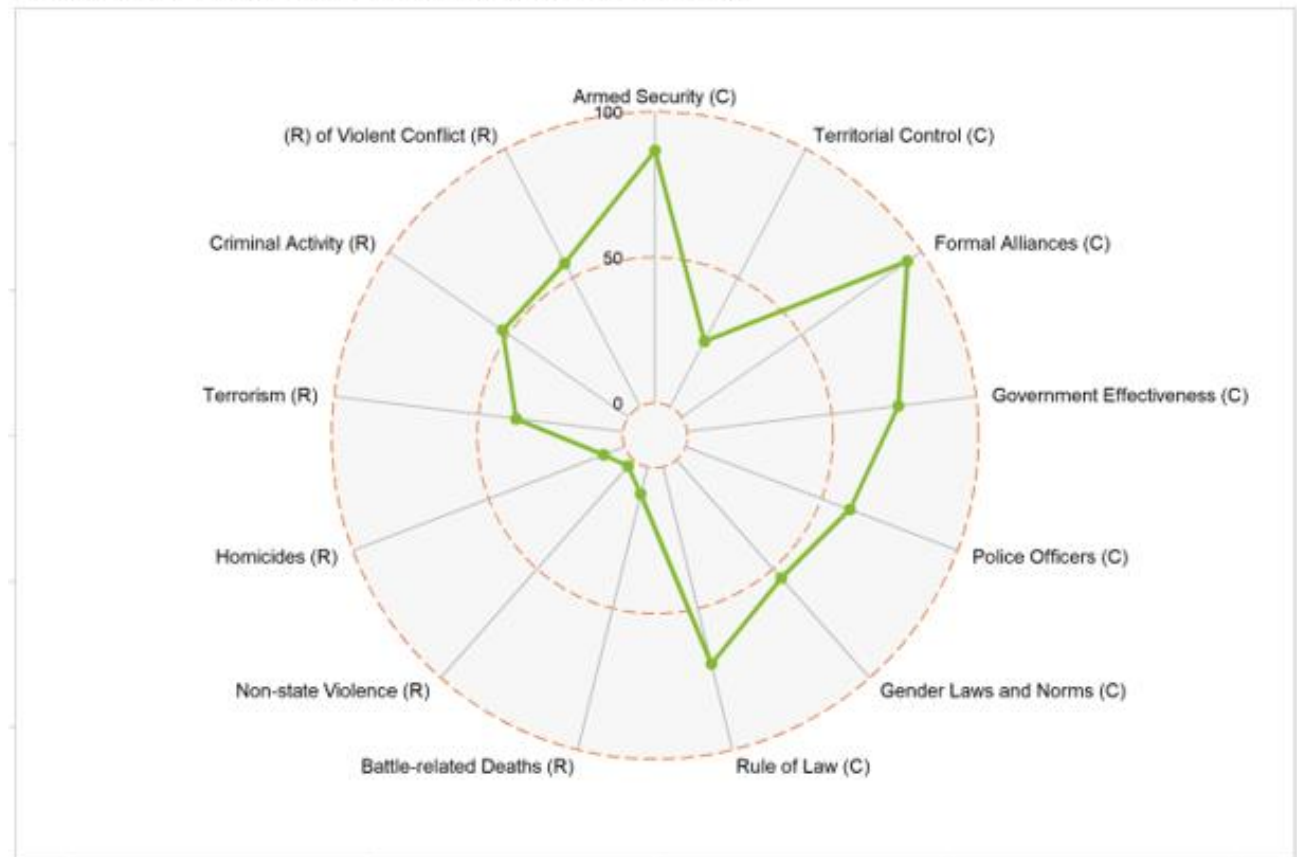
C.5 SECURITY DIMENSIONS OF FRAGILITY

Security fragility is the vulnerability of overall security to violence and crime, including both political and social violence.

Risks are measured by the homicide rate, level of violent organised crime, number of deaths from non-state actors or terrorism, number of battle deaths from conventional warfare, and levels of domestic violence. Indicators of coping capacity include the number of police and armed security officers as a proportion of population, the presence of the rule of law, the extent to which the state has control over territory, and the presence of formal alliances associated with lower interstate conflict.

For the 12 priority countries, Annex D includes details, indicating divergence against the principal risk factors and coping capacities. More detailed profiles for these and other countries are available from the OECD [here](#).

Fragility in the Security Dimension of an Average Fragile Context



Please note: All indicators are facing the same direction - higher values mean worse performance, e.g., greater risks or lower coping capacities. Risk indicators are labeled as (R), while coping capacity indicators are labeled as (C). All values are re-scaled from 0 to 100 to assist interpretation.

Qualitative questions

- a) What is the level of violent criminal activity and to what extent does this impact on the legitimacy of the state to provide safety, order and enforce the rule of law?
- b) Is there an adequate rule of law that protects citizens and contracts? Is this applied equally to different groups and regions throughout the country?
- c) What are public perceptions of government effectiveness including the quality of services and independence?
- d) To what extent does the government have reach and control over its own territory, relative to other non-state groups?

Questions to be answered using quantitative data available

- a) Are homicides rates higher than regional and global averages?
- b) What is the per capita rate of deaths by non-state actors? IS there significant sub-national variation?
- c) Have there been any major or recurrent terrorist attacks in the past five years?
- d) Are there battle related deaths due to internal or external conflict?
- e) Are the numbers of police and armed security officers per 100,000 above or below global and regional averages?
- f) Is there state control over all territory, including the provision of government services i.e. health, education, justice, taxation etc?
- g) Is the country a member of trans-national security arrangements or other regional economic, political or security alliances?

Questions to be answered using quantitative data available

- a) What is the population's exposure to infectious diseases? Is there sub-national variation in the population's exposure or risk?
- b) Are there regions of the country prone to significant natural hazards? (flood, drought, cyclone, wildfire, earthquake, volcanic risk etc.)
- c) What are the prevalence rates of undernourishment, average dietary supply adequacy?

Women Peace and Security Agenda

- a) What is the reputation of the police and military related to
- b) Are military and civilian security institutions(police) engaged on the WPS and GBV agendas and action plans?

Forced displacement and migration

- a) Is safety provided to IDP and refugee populations?
- b) Is there effective control on cross-border flows of people?
- c) Are corruption and complicity of security actors in human smuggling contributing irregular migration? Are irrular migrants/asylumseekers safe in detention/custody of security actors?

Suggested sources

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D. Matrix 2: PESES dimensions and fragility risk and resilience systems considerations

- The PESES fragility risks identified in Matrix 1 provide a shared understanding of the main risks (conflict, natural disasters, disease, economic shocks etc.) and will be used to summarise ‘problem-side’ issues in the left hand column (column A) of Matrix 2.
- The OECD has developed the [risk and resilience system assessment](#) (RSA) framework on which this section draws. The RSA assists teams to identify and articulate existing **capacities to cope with the fragility risks identified** and discuss the gap between the severity and likelihood of the risk and coping capacities.
- Coping capacities exist at all **layers of society – household, community, sub-national and national** – and can contribute to societies’ ability to manage risk and build resilience to shocks, including the ability to absorb, adapt or transform. Typically designing programmatic engagements includes considering which layers of society to have in focus, where relevant.
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Process tip:

Matrix 1 would be part of any FRRRA informed context analysis- Teams can decide to which extent their task includes the additional focus on resilience in Matrix 2

Experience shows that in practice team discussions often will concurrently cover ‘fragility risks’ as well as ‘coping capacities’ because ‘problems’ and ‘solutions’ are two sides of a coin. So use both Matrices can be a time-efficient way to capture information.

This is especially the case when existing Danish (sector) engagements in a country already focus on strengthening (coping) capacities – for example on agriculture and food security in

D.1 Quick overview: considering risks and resilience

What to consider as part of “problem-side analysis” that is focused on fragility risks and “solution-side analysis’ focussed on resilience.

As overall guidance and familiarisation, the matrix below includes generic descriptions of fragility and resilience considerations for each PESES dimension.

	A “problem-side analysis” that is focused on fragility risks	B “solution-side analysis’ focussed on resilience.
Dimension	Fragility considerations	Resilience systems considerations
Political	Political fragility is vulnerability to risks inherent in political processes, events or decisions; political inclusiveness (including of elites); and transparency, corruption and society’s ability to accommodate change and avoid repression. Risk factors include regime persistence, state-sponsored violence or political terror, and levels of corruption.	Coping capacities that mitigate risks broadly relate to institutions of governance such as elections, judicial and legislative constraints on power, government accountability, and levels of political participation. Strengthening these capacities might involve a range of actions such as improving transparency and accountability in

	A “problem-side analysis” that is focused on fragility risks	B “solution-side analysis’ focussed on resilience.
Dimension	Fragility considerations	Resilience systems considerations
		community decision-making: support community organisations to participate in local power structures; voter education; improving democratic culture and the dialogue between political parties; or improving election transparency.
Economic	Economic fragility is vulnerability to risks stemming from weaknesses in economic foundations and human capital including macroeconomic shocks, unequal growth and high youth unemployment. Risk factors measured include resource rent dependence; the number of vulnerably employed as a proportion of total employment; government debt; the number of youth not employed or in education or training; aid dependency; GDP growth; and the rate of unemployment.	Economic coping capacity may include education levels, government regulatory ability, the extent of remoteness from world markets, and the number of men and women in the labour force. Food security is also important to support the broader economic environment. Strengthening these capacities could include improving access to markets; extending access to credit to stimulate income generation; improving social protection systems to protect livelihoods; addressing labour market exclusion; or building the capacity of public financial management.
Societal	Societal fragility is vulnerability to risks affecting societal cohesion that stem from both vertical and horizontal inequalities, including inequality among culturally defined or constructed groups and social cleavages. Risk indicators include income inequalities (vertical) and social inequalities related to gender, growth in urbanisation and numbers of displaced people.	Important societal coping-capacities include the robustness of civil society, the extent to which citizens have access to justice to address grievances and a voice, and state-society accountability. Building on these capacities might involve the strengthening of formal and/or informal justice systems; promoting and reinforcing the role of women and other marginalised groups in leadership positions; and improving local service delivery to reinforce citizen-state trust and legitimacy.
Environmental	Environmental fragility is vulnerability to environmental, climatic and health risks that affect citizens’ lives and livelihoods. Risk factors can be external or internal, including exposure to natural disasters; air, water and sanitation quality; prevalence of infectious disease; number of uprooted people; and vulnerability of household livelihoods. Climate change increases vulnerability to environmental risks in many fragile contexts.	Risks are mitigated by coping capacities in the form of strong civil society, strong rule of law and governance, and food security and may also involve activities that focus on land reform to ensure appropriate planning and synergies with different land users; agricultural diversification; decentralisation of health care systems; public health education, vaccination and sanitation programming
Security	Security fragility is the vulnerability of overall security to violence and crime, including both political and social violence. Risks are measured by the homicide rate, level of violent organised crime, number of deaths from non-state actors or terrorism, number of battle deaths from conventional warfare, and levels of domestic violence.	Indicators of coping capacity include the number of police and armed security officers as a proportion of population, the presence of the rule of law, the extent to which the state has control over territory, and the presence of formal alliances associated with lower interstate conflict. Strengthening coping capacities may include programmes that for instance improve human rights awareness amongst security actors; supporting gender equality legislation; strengthening state reach, legitimacy and territorial control; improving the underlying drivers of violence and crime including exclusion and inequality.

D.2 Resilience principles and guiding questions on resilience systems analyses

To discuss the resilience issues and populate column B of Matrix 2 (see sections D1 and D3), teams can be use as guidance for their discussion the following general principles of resilience: preparedness, responsiveness, connectivity, learning and innovation, self-organisation, diversity and redundancy, inclusion, social cohesion and thresholds.

What is does 'system' refer to?

A unit of society (e.g. individual, household, a group of people with common characteristics, community, nation), of ecology (e.g. a forest) or a physical entity (e.g. an urban infrastructure network).

Resilience principles	Possible guiding questions
Preparedness: the knowledge and capacities to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions	<ul style="list-style-type: none"> • Does the system have access to relevant, accurate and timely information on risk? • What are the perceptions of risk of stakeholders? • Are risk assessments and contingency/preparedness plans carried out? Are simulation exercises done? • Are early warning, alert and response systems and resources in place, do they cover the major risks? Are they linked to lower and higher society layers?
Responsiveness: reacting quickly and positively in the event and aftermath of a crisis	<ul style="list-style-type: none"> • Have different types of shocks been adequately managed in the past? What role did local people and organisations play compared to national and international actors? • Do local people and stakeholders have their own emergency plans and resources, beyond those of the state? • What mechanisms are in place to assure decision-making around crises is understood and accountable when there are shortfalls in action?
Connectivity: the degree of connection or separation between people, places, and things. The nature and strength of the interactions between system components	<ul style="list-style-type: none"> • Do programming measures address the cause and effect of stresses and shocks of the risk landscape? • Are measures linked between different layers of society and do they responsibly deal with trade-offs? • Is policy and programming on risk and resilience coherent between major sectors and are stakeholders' actions linked?
Learning and innovation: the acquisition of knowledge or skills leading to a change in collective awareness, resulting in new norms, ideologies, and institutions	<ul style="list-style-type: none"> • How is local knowledge on managing risk and building resilience collected, shared and used? • What are the formal and informal means that people and groups use for learning, and applying knowledge? • How is scientific information on shocks and trends, and external experience on risk management and building resilience used by local stakeholders? • How do stakeholders experiment with livelihoods, are they formally supported to do this? • How do stakeholders use science and technology?
Self-organisation: the capacity to form formal or informal networks, institutions, organisations or other social collectives independently from the state or other central authority	<ul style="list-style-type: none"> • What has been the capacity of local actors to manage shocks in the past, before or outside of actions from government or other formal structures? • What is the extent of freedom or obstacles for local organisations to exist and function? • How do formal and informal structures for coordination and decision-making exist and relate to each other? Does this change within, and between, different layers of society?

Resilience principles	Possible guiding questions
	<ul style="list-style-type: none"> • Are the main drivers for change and feedback loops of systems understood, are they positively managed by formal and informal stakeholders?
<p>Diversity and redundancy: having many different forms, types or ideas and excess capacity and back-up systems which enable the maintenance of core functionality in the event of disturbances</p>	<ul style="list-style-type: none"> • Are there multiple formal bodies and mechanisms, coordinated behind a common risk management and resilience-building structure and processes? • Do people or groups have access to different forms of functional or social relationships? • Are there back-up systems for critical infrastructure and public services; is there access to multiple sources for basic living means (e.g. WASH, food, shelter, health, energy, and protection/safety)? • Are there measures in place for managing all major risks; are these complementary and coordinated with each other?
<p>Inclusion: representation of diverse stakeholders in in decision-making processes</p>	<ul style="list-style-type: none"> • Were different groups represented and able to participate in elections at different layers in society? • How have different stakeholders (particularly vulnerable or minority groups) participated in planning and major decision-making processes? • How do women participate in power and decision-making structures/bodies? • How does formal and informal action on risk and resilience integrate the participation and understanding of the vulnerability and capacities of different groups?
<p>Social cohesion: shared values and communities of interpretation, reducing disparities in wealth and income, and generally enabling people to have a sense that they are engaged in a common enterprise</p>	<ul style="list-style-type: none"> • How equitable are policies, strategies and actions that govern different groups and the access of people to their means of living (e.g. allocation of public resources and services)? Are rules and regulations just, are they enforced? • Are there common value systems and tolerance of differing beliefs and attitudes amongst groups and people? • How is conflict managed between people groups and people? • Are there common and positive visions of the future with the active participation towards these across different stakeholders?
<p>Thresholds: acceptable levels of well-being, clearly defined access to rights and sustainable limits to common resources</p>	<ul style="list-style-type: none"> • Are common resources clearly defined and understood in terms of their sustainable functioning? • Are there rules and regulations based on this understanding, and are these enforced, that maintain a balance between user access and replenishment of the resource? • Are basic standards for well-being, dignity and choice applied and respected in the actions by all stakeholders? Do all stakeholders understand these, and their rights to these?

D.3 Matrix 2 template

	A “problem-side analysis” that is focused on fragility risks	B “solution-side analysis” focussed on resilience.
Dimension	Fragility considerations	Resilience systems considerations
Political	Insert main points from Matrix 1	Capture RSA analysis/discussions here
Economic	Insert main points from Matrix 1	Capture RSA analysis/discussions here
Societal	Insert main points from Matrix 1	Capture RSA analysis/discussions here
Environmental	Insert main points from Matrix 1	Capture RSA analysis/discussions here
Security	Insert main points from Matrix 1	Capture RSA analysis/discussions here