

Inter-Agency Network for Education in Emergencies

Terminology of Fragility

Dear INEE Members,

The recent INEE Global Consultation was an opportunity for the Working Group on Education and Fragility to engage with the membership on many issues of education and fragility. During the debate and discussion of the consultation, the group received extensive feedback that the term "fragility" may be problematic, contentious and perhaps counter-productive; some delegates pointed to a need to change the terminology and stop utilizing the term "fragility." In response, the Working Group held a discussion on terminology during its meeting directly following the close of the consultation. The Working Group discussed the issues involved in using the term, advantages and disadvantages, and potential alternative terms.

Our discussions were wide-ranging and reflected the various positions articulated during the Consultation. In the final analysis we were able to categorize our discourse into two major themes, which are summarized below.

1. The terminology of fragility continues to be a major global paradigm within international development, diplomacy and security discourse. The term remains widely used by donors as well as various international organizations and other stakeholders. Many international development partners have found it necessary to use the term "fragile" to differentiate among both funding and implementation modalities.
2. Though the terminology of fragility is often problematic, there is relevance in the concept of fragility which makes the term functional for the current global climate. The concept of fragility focuses on the need for a distinct yet systematic response and intervention and, from the perspective of those concerned with education, on education provision that is transformative.

The Working Group acknowledged that labels such as "fragile state" are not especially useful, but that fragility as a concept, and not a label, still has merit. This applies not only in conflict affected contexts but also in contexts where there is a risk of conflict or other elements of fragility. For these reasons the Working Group has decided to continue to utilize the term "fragility". **Fragility as interpreted by the Working Group implies an investigation into the aspects of education that can mitigate fragility and produce a transformative and positive effect on society. Using fragility as a term opens doors for advocacy and coordination and allows partners, such as INEE and the Working Group, to bring education to the table with agencies engaged in issues of governance, security and economic growth where it might otherwise not be a topic or sector for discussion.**

We recognize that semantics are important and labels are powerful but believe that continued engagement with the terminology of fragility at this point in time could encourage positive results that sway the current phraseology that appears negative to many. The Working Group is hopeful that, during the course of its work, and with contributions from the wider INEE network, knowledge and experience may arise from education that will be useful for the broader community engaged on these issues. Furthermore, the Working Group invites and encourages all of you to foster and further the debate so that we might all gain from improved and well-understood terminology.

Please click [here](#) for more information about INEE's Working Group on Education and Fragility.

The Working Group on Education and Fragility welcomes your feedback. Please send your comments to educationfragility@ineesite.org.

Sincerely,

Kerstin Tebbe, Coordinator for Education and Fragility, and
The INEE Working Group on Education and Fragility:

- Academy for Educational Development (AED), represented by Mary Joy Pigozzi (US)
- Australian Agency for International Development (AusAid), represented by Fabia Shah (Australia)
- CfBT Education Trust, represented by Susy Ndaruhutse with Laura Brannelly (UK)
- CARE International, represented by Ginny Kintz (Timor Leste)
- Canadian International Development Agency (CIDA), represented by Julia Dicum (Canada)
- The Center for International Education at the University of Massachusetts, represented by Jacqueline Mosselson with Nina Papadopoulos (US)
- Center for Universal Education at the Council on Foreign Relations (CFR), represented by Anda Adams (US)
- Netherlands Ministry of Foreign Affairs, represented by Joris van Bommel (The Netherlands)
- Education Development Center (EDC), represented by Cornelia Janke (US)
- The European Commission (EC), represented by Peter de Vries (Belgium)
- Fast Track Initiative (FTI) Secretariat, represented by Robert Prouty with Koli Banik (US)
- Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), represented by Rüdiger Blumör (Germany)
- International Rescue Committee (IRC), represented by Rebecca Winthrop (US)
- Reach Out to Asia (ROTA), Qatar Foundation, represented by Omnia Nour (Qatar)
- Save the Children Alliance, represented by Brenda Haiplik (UK)
- UK Department for International Development (DFID), represented by Sally Gear (UK)
- UNESCO Center at the University of Ulster, represented by Alan Smith (Northern Ireland)
- UNESCO-IIEP, represented by Lyndsay Bird (France)
- UNICEF, represented by Ellen van Kalmthout (US)
- US Agency for International Development (USAID), represented by Yolande Miller-Grandvaux (US)
- The World Bank, represented by Peter Buckland (US) (chair)

Response by Baela R Jamil ITA – SAFED June 4, 2009

Dear WG - INEE on Fragility

Thanks for the very informative piece and all its resources. As we struggle to deal with the unprecedented crises of IDPs and what lies behind this debacle, we are bracing up for tough times and challenges which will enable us to overcome the causes of such a man made (literally) disaster. There are tremendous implications for the education sector.

Fragility as interpreted by the Working Group implies an investigation into the aspects of education that can mitigate fragility and produce a transformative and positive effect on society; teacher education, curriculum textbooks, classroom transactions and the media. As we sit working with the IDPs in host communities and the camps we realise the task of gathering those transformative tools, engaging with contexts of today and the future simultaneously so that capabilities and insights are generated to avert such a disaster ever again. Easier said than done...

Warm regards to friends and colleagues

About the INEE Working Group on Education and Fragility

http://www.ineesite.org/index.php/post/wg_education_and_fragility/

The INEE Working Group on Education and Fragility serves as an inter-agency mechanism to coordinate diverse initiatives and catalyze collaborative action on education and fragility. The Working Group is comprised of [21 institutions](#) and aims to:

- Strengthen consensus on what works to mitigate state fragility through education while ensuring equitable access for all.
- Support the development of effective quality education programmes in fragile states.
- Promote the development of alternative mechanisms to support education in fragile states in the transition from humanitarian to development assistance.

Please [click here](#) for the Working Group Terms of Reference.

Please click [here](#) for the Note from the Working Group on Education and Fragility Terminology.

Working Group Objectives and Work Plan

The INEE Working Group on Education and Fragility aims to fulfill these goals by achieving the following objectives:

Strengthening the Evidence Base

The INEE Working Group will develop the evidence base for education and fragility by fostering research, particularly by producing country data on the relationship between education and fragility based on a range of country studies and using a newly developed analytical framework of education and fragility. Three major field-based studies – in Cambodia, Haiti and Liberia – will be undertaken in 2009, complemented by additional desk studies on Afghanistan and Bosnia-Herzegovina. The Working Group will also support the development of research studies, including a study on education and governance by the European Commission and an issue paper on capacity development for education systems in situations of fragility.

Informing Decision-Making Processes on Effective Education Funding Modalities in Situations of Fragility

The INEE Working Group will provide new analysis and guidance for assessing and implementing appropriate and effective financing modalities for education in situations of fragility. The Working Group will undertake background analysis on financing modalities, including a series of country desk studies. This analysis will be used as the basis for the development of INEE materials on financing modalities in states affected by fragility to assist governments,

donors, NGOs, UN agencies, and civil society to make informed decisions on education funding modalities. The Working Group will also support the work of the Fast Track Initiative (FTI) Secretariat on the Education Transition Fund.

Advocating for Policy Change

The Working Group will also develop and promote convincing advocacy messages on education and fragility and will particularly advocate among the donor community, developing country governments and agencies for policy commitments to and mobilization of funds for education as a mechanism to mitigate fragility and for effective educational programming in situations of fragility. The Working Group will also undertake ongoing outreach with relevant agencies and organizations to raise the profile of education and fragility and to ensure that issues related to education and fragility are incorporated in upcoming data collection, analysis and reports.

Major Achievements for 2008

INEE Policy Roundtable on Education Finance in States Affected by Fragility

The INEE Working Group on Education and Fragility organized the INEE Policy Roundtable on Education Finance in States Affected by Fragility. The event was held in Brussels on 27-28 October 2008, hosted by the European Commission (EC) and further supported by the Canadian International Development Agency (CIDA) and the UK Department for International Development (DfID). The event brought together approximately 45 technical experts and practitioners from education and other sectors to satisfy the following objectives:

- Review existing and new financing modalities for education in situations of fragility and chronic crises to determine how these modalities can better respond to the challenges faced by the sector, including the most effective mix and phasing of modalities;
- Draw upon experiences and knowledge of financing modalities in other sectors and cross-sectoral linkages between education and other sectors to develop lessons learnt and improvements to financing modalities for education in situations of fragility; and
- Develop advocacy strategies and targeted policy recommendations on the use of different existing and emerging new aid modalities to effectively support the provision of education in situations of fragility.

Please [click here](#) for more information about the 2008 INEE Policy Roundtable.

In preparation to the Policy Roundtable, the INEE Working Group commissioned CfBT Education Trust to carry out a Framing Paper on Education Finance in States Affected by Fragility focusing on the current state of education financing in terms both of official development assistance and humanitarian funding; the effectiveness of existing modalities for financing education based on their contribution to the DAC Principles for Good Engagement in Fragile

States and Situations; and the potential effectiveness of new and innovative models for financing education in situations of fragility.

Please click [here](#) for the INEE Framing Paper on Education Finance in States Affected by Fragility

Support to the Fast Track Initiative

The INEE Working Group on Education and Fragility assisted the process of reviewing the FTI Progressive Framework and developed a resource package to complement it which includes resources and tools relating to education and fragility. The resource package is meant to support roll-out of the Progressive Framework by assisting country-level planners in the development of quality education sector plans in fragile contexts.

Annotated List of Research Questions on Education and Fragility

The INEE Working Group developed an Annotated List of Research Questions on Education and Fragility which is a tool for mapping research in the field of education and fragility and identifying research gaps where the evidence base can be strengthened. The Annotated List is meant to be the starting point of an inclusive list of research questions on issues related to education and fragility that targets gaps in research by identifying key questions for which research is currently undertaken or could be undertaken. The Annotated List will also serve as the basis for the analytic framework of education and fragility being developed by the group to facilitate future research and situational analyses.

Please click [here](#) for the draft Annotated List of Research Questions on Education and Fragility.

Synthesis Paper on Education and Fragility

The INEE Working Group undertook development of a synthesis paper to clarify the concepts and contexts of education and fragility. The paper explores the bidirectional relationship between education and fragility, highlights the current conceptual frameworks on fragility and their relevance and application for education, and places education and fragility within the broader INEE framework of education in emergencies. The final synthesis paper is forthcoming.

Advocacy and Outreach

The INEE Working Group raised the profile of education and fragility with key audiences through advocacy and outreach. The Working Group has undertaken outreach both within the education community – such as Education For All (EFA) and the Global Monitoring Report (GMR) – and with cross-sectoral linkages such as the OECD—DAC Fragile States Group and the Health and Fragile States Network.

Education and Fragility Desktop Study

Shaping the Focus of the Working Group: CERG Desktop Study on Education and Fragility

http://www.ineesite.org/index.php/post/cerg_study/

In early 2008, the Inter-Agency Network for Education in Emergencies (INEE) commissioned a team of researchers from Oxford University's Conflict and Education Research Group (CERG) to carry out a desktop study that would investigate the effects of education on fragility. The central question asked was: *How can provision of quality education mitigate fragility and contribute to peace building, peace dividends, state building, the resilience of institutions and state stabilization?*

Drawing on quantitative and qualitative data, the research confirmed that education does have the potential to mitigate fragility. Specific findings from the research include:

- State educational provision is a necessary condition for overcoming fragility.
- Education can enhance stability by contributing to social cohesion.
- Secondary education is an effective contribution to overcoming state fragility.
- Education can measurably reduce the risk of civil unrest and violent conflict.
- The perception of inadequate educational service often becomes a grievance that exacerbates state fragility.
- Education systems can be a prime site of corruption and a suitable place to establish transparency.
- Political manipulation of educational provision and content may increase state fragility.
- Education is highly desired by populations affected by state fragility.
- Peace education can have positive effects on students' attitudes.

The desk study confirmed that while education can mitigate fragility, considerable gaps in research and understandings of the effect of education on fragility remain; there is a need for increased empirical evidence on which to develop effective education strategies and programming. Based on the findings of this research, the Oxford CERG team put forth a number of recommendations including:

Ensure more, deepened and diversified research on education and fragility

- Encourage the collection of reliable education data, including for contexts of fragility other than conflict and with a widened geographical scope.
- Seek evidence on the long-term micro-level effects of education on fragility.

- Lobby for the inclusion of an education component into research on fragility conducted by third parties and for building research into large-scale interventions in fragile (particularly post-conflict) contexts.

Focus on youth by pushing beyond primary education

- Put a strong emphasis on strategies for post-primary education, including vocational training and secondary education. Universal primary education alone is not enough to alleviate fragility; nearly all the channels through which education can be found to mitigate fragility require higher levels of schooling.

Continue to work on integrating education with other sectors

- Enhance cross-sectoral linkages by integrating education with other sectors as educational interventions and investments cannot work in isolation at either the individual or macro-level.

Actively shape the discourse on education and fragility among donors

- Continue to make the case for a normative, rights-based approach that does not solely demand quantitative empirical evidence as a basis for best practice.
- Balance advocacy with realistic expectations regarding education's ability to reduce fragility.

[Please see here for the final version of the CERG desktop study on the effects of education on fragility.](#)

[Please see here for the list of relevant ongoing research developed by CERG.](#)

[Please see here for the updated list of key resources provided by CERG.](#)

Education and Fragility Key Resources

http://www.ineesite.org/index.php/post/key_resources_api1/

INEE is collecting briefs, studies, research, and reports regarding the conceptual thinking around fragility and particularly around the link between education and fragility.

Please see below for a selection of key resource, or to download the full list click [here](#).

Education and Fragile States:

[Education aid in fragile states: Delivering it Effectively](#) (SPIRU, 2007)

[Education in Fragile States: Capturing Lessons and Identifying Good Practice](#) (DAC Fragile States Group, 2006)

[Capacity Development for Education for All: Putting Policy into Practice](#) (Federal Ministry for Economic Cooperation and Development, 2007)

[Progressive Framework for FTI Support to Education in Fragile States](#) (FTI, 2007)

[Report on Workshop on the Fast Track Initiative in Fragile States](#) (FTI, 2007)

[Last in Line, Last in School: How donors are failing children in conflict-affected fragile states](#) (International Save the Children Alliance, 2007)

[Learning to deliver education in Fragile States](#) (Greeley and Rose)

[Policy Roundtable on Education in Emergencies, Fragile States and Reconstruction: Addressing Challenges and Exploring Alternatives](#) (INEE, CIDA, UNICEF, 2006)

(Website) [Education For All-Fast Track Initiative](#) (FTI)

[Afghanistan's hidden war](#) (BBC, 2006)

[The Two Faces of Education in Ethnic Conflict](#) (UNICEF, 2000)

[Education for All: Nepal](#) (International Alert, 2006)

[Never again: educational reconstruction in Rwanda](#) (IIEP, 2003)

[Education and Fragility: An Assessment Tool](#) (USAID, 2006)

[Education Under Attack](#) (O'Malley, UNESCO, 2007)

Aid in Fragile States:

[From aid effectiveness to development effectiveness: strategy and policy coherence in fragile states](#) (Overseas Development Institute)

[Aid Allocation and Fragile States](#) (McGillivray, 2005)

[Development Effectiveness in Fragile States: Spillovers and Turnarounds](#) (Chauvet and Collier, 2004)

[Why we need to work more effectively in fragile states](#) (DFID, 2005)

[Policy Brief: Service Delivery in Fragile States](#) (OECD, 2007)

[Aid Instruments in Fragile States](#) (DFID, 2005)

[Making Aid Work in Fragile States](#) (World Bank, 2004)

[The Forgotten States: Aid Volumes and Volatility in Difficult Partnership Countries \(1992-2002\)-Summary Paper for DAC Learning and Advisory Process on Difficult Partnerships](#) (OECD-DAC,2005)

[The Challenge of Linking Aid and Peacebuilding](#) (International Alert, 1999)

[Synthesis Paper on Good Practice: The Challenge for Donors](#) (FSG, 2006)

General Fragile States:

[Policy Brief:State Building in Fragile States](#) (OECD, 2006)

[Harmonisation and Alignment in Fragile States](#) (OECD-ODI, 2005)

[Principles for Good International Engagement in Fragile States & Situations](#) (OECD, 2007)

[Fragile States: Defining Difficult Environments for Poverty Reducation](#) (PRDE, 2004)

[Donors and the 'Fragile States' Agenda: A Survey of Current Thinking and Practice](#) (ODI, 2006)

[Conducting Conflict Assessments: Guidance Notes](#) (DFID, 2002)

[The DAC Guidelines: Helping Prevent Violent Conflict](#) (OECD, 2001)

[Mainstreaming Conflict Prevention-Reconciliation](#) (OECD, 2005)

[Mainstreaming Conflict Prevention: Engaging with Civil Society](#) (OECD, 2005)

[Engaging Civil Society Organizations in Conflict-Affected and Fragile States: Three African Country Case Studies](#)
(World Bank, 2005)

Country-Specific Case Studies

[Angola: Life-Skills for Adolescents](#) (CCF, 2005)

[Northern Uganda and Sierra Leone: "Will you listen?" Young voices from conflict zones](#) (Women's Commission, Global Youth Action Network, UNICEF, UNFPA, 2007; 92 countries including Women's Commission research in Northern Uganda and Sierra Leone)

[Northern Uganda: Listening to Youth: The Experiences of Young People in Northern Uganda](#) (Women's Commission, 2007)

UN Special Rapporteur on the Right to Education 2008 Report

Background

The UN Special Rapporteur on the Right to Education, Mr. Vernor Muñoz, released his 2008 general report on the right to education in June 2008. Mr. Muñoz focused this year's report on education in emergencies, as he identified this as a particular source of concern that affects large groups of people. The Special Rapporteur wrote this Report through a consultative process where contributions were accepted in questionnaire form from a wide range of individuals, including INEE members and member organizations. A summary of the responses sent to the Special Rapporteur is given in the Report.

The Report

The Report introduces issues related to education in emergencies and assesses the consequences that emergencies have on education. Emergencies are defined as situations that arise out of armed conflict or natural disaster. The Report examines recent trends that have affected education in emergencies, as well as the legal and political frameworks that drive international response to emergencies. The Special Rapporteur has provided clarification of the key players and their responsibilities, and has outlined the priorities of "actor" agencies and donors. Subsequent sections deal with the affected populations and the curriculum.

A number of general recommendations and specific recommendations to States, donors, intergovernmental organizations and civil society organizations are made in this Report. Please [click here](#) for the General Recommendations made by the Special Rapporteur.

The Special Rapporteur's Report and INEE

The Special Rapporteur has placed strong emphasis on the Inter-Agency Network for Education in Emergencies and the INEE Minimum Standards, and has made specific recommendations for their use by donors, NGOs, intergovernmental bodies, and the IASC Education Cluster.

[Click here](#) for a document that highlights the recommendations of the Special Rapporteur specifically related to INEE.

Download the Full Report in [English here](#) and in [Spanish here](#).

Please [click here](#) for previous reports

General Recommendations

The Special Rapporteur urges the international community to commit more wholeheartedly to the implementation of the right to education in emergencies and recommends as a first step that this right should be recognized by States, donors, multilateral agencies and organizations as an integral part of the humanitarian response to conflicts and natural disasters.

He also recommends the following measures to guarantee the immediate priority of this right:

(a) Greater emphasis should be placed on guaranteeing the right to education during emergency situations, whereas currently attention is focused on post-conflict situations;

(b) More action should be taken to put an end to impunity for persons and armed groups, including regular armies, who attack schools, students and teachers;

(c) There is need for further research into the effectiveness of some of the measures prompted by the increase in violence against schools, teachers and students, such as armed responses in defence of communities and the promotion of resistance;

(d) The Special Rapporteur acknowledges with satisfaction the increased interest in the allocation and effectiveness of assistance in emergency situations. However, he believes that greater attention should be paid to assigning more resources, specifically to fragile States;

(e) There should be prompt attention to the consequences of emergency situations for girls and female adolescents, and strategic measures developed to give physical and emotional protection in order to ensure that they go to school;

(f) There should be more thorough research into specific programmes for young people and adolescents, including the needs of persons with disabilities;

(g) Greater attention should be paid to understanding and the development of education for peace;

(h) There should be a shift away from the current emphasis on quantifiable, but often inaccurate, figures on school enrolment and dropout rates, for example, and greater use of qualitative methodologies which will make it possible to determine the degree of psychosocial care during emergencies.

http://www.ineesite.org/index.php/post/un_special_rapporteur_on_the_right_to_education_2008_report/