



GUIDANCE FOR PDNA IN CONFLICT SITUATIONS



Guidance for PDNA in Conflict Situations

This guide on how to conduct a **PDNA in Conflict Situations** is a joint initiative of the European Union, the World Bank and the United Nations, led by the United Nations Development Programme, in response to the need to conduct disaster assessments in conflict contexts. This initiative is carried out within the scope of the 2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning, which commits the three institutions to harmonizing and coordinating post-crisis response and support recovery in countries. The guide will add to the set of guidelines that the three institutions have developed to support post-disaster needs assessments and recovery planning.

The guide was written by independent consultant Iris Wielders working under the guidance of Krishna Vatsa, Rita Missal and Chiara Mellucci from the UNDP Climate and Disaster Team at the Bureau for Policy and Programme Support (BPPS), UNDP. The guide benefited from peer reviews and detailed comments from the following persons: Sophie Abraham (UNESCO), Anja Bille Baenke (UNDP), Mathias Bak (EU), Giovanni Boccardi (UNESCO), Clement Boutellier (EU), Jos de la Haye (UNDP), Thomas Hockley (Particip), Thomas Lennartz (the WB), Neil Marsland (FAO), Rita Meutia (the WB), Henrik Mungenast (UNDP), Oriane Turot (FAO), Monica Rijal (UNDP), Rahel Steinbach (UN Women), Anna Azaryeva Valente (UNICEF) and Ricardo Zapata-Marti (Particip). A detailed list of individuals consulted in the preparation of the guide is provided at the end of the document.

Finally, we would like to acknowledge the contribution of the European Union and Government of Luxembourg to support the publication of this guide through the projects “Strengthening Capacities for Post-Disaster Needs Assessment and Recovery Preparedness” and “Building Capacities for Resilient Recovery”, both implemented by UNDP.

Rights and permissions

This publication or any parts of it can be reproduced only if proper authorship is clearly indicated and following a written request from the interested party.

CONTENTS

| | |
|---|-----------|
| List of tables, boxes, case studies and tools..... | 3 |
| Introduction..... | 5 |
| 1. Conflict-sensitive Post-Disaster Needs Assessment..... | 6 |
| Table A: The difference between conflict sensitivity and peacebuilding – a continuum of intent..... | 6 |
| Conflict and disasters..... | 7 |
| Case study 1: Conflict in the 2017 Somalia Drought Impact and Needs Assessment..... | 7 |
| Building on existing approaches..... | 7 |
| Case study 2: The difference between inclusivity and conflict sensitivity..... | 8 |
| Conflict-sensitive lens: risks and opportunities..... | 8 |
| Case study 3: Conflict sensitivity and the 2004 tsunami response in Aceh and Sri Lanka..... | 9 |
| 2. The PDNA as a conflict-sensitive process..... | 11 |
| Team..... | 11 |
| Case study 4: The importance of perceptions..... | 11 |
| Conflict sensitivity focal point..... | 11 |
| Outputs for the conflict sensitivity focal point..... | 12 |
| Selection of sectors..... | 12 |
| Coordination..... | 12 |
| Stakeholder consultations..... | 12 |
| Timing..... | 12 |
| Location..... | 12 |
| Communications..... | 14 |
| 3. Assessment of pre-disaster context/baseline information..... | 14 |
| Table B: Key questions for conflict-sensitive baselines..... | 14 |
| 4. Assessment of disaster effects..... | 16 |
| Table C: Key questions for conflict-sensitive disaster effects assessments..... | 16 |
| 5. Assessment of disaster impacts..... | 18 |
| Macro-economic impact..... | 18 |
| Human impact..... | 18 |
| Table D: Key questions for a conflict-sensitive impact assessment..... | 19 |
| 6. Identification of recovery needs..... | 21 |
| Summary of recovery needs..... | 21 |
| Prioritization of sector recovery needs..... | 21 |
| 7. Key sectors and crosscutting issues for a conflict-sensitive PDNA..... | 23 |
| Governance..... | 23 |
| Case study 5: World Vision’s drought assistance in Cambodia..... | 23 |
| Case study 6: 2007 disaster response in Bolivia..... | 23 |
| Box 1: Key conflict sensitivity questions related to governance..... | 23 |
| Gender..... | 23 |
| Box 2: Key conflict sensitivity questions related to gender..... | 24 |
| Disaster Risk Reduction..... | 24 |
| <i>Case study 7: Overcoming social tensions through disaster risk reduction in Central Java.....</i> | <i>24</i> |
| Box 3: Key conflict sensitivity questions related to disaster risk reduction..... | 24 |
| Agriculture, livestock, fisheries and forestry..... | 24 |
| Box 4: Key conflict sensitivity questions related to agriculture, livestock, forestry and fisheries..... | 25 |
| Housing, land and settlements..... | 25 |
| Case study 8: The 2010 Pakistan Floods Damage Assessment..... | 25 |
| Box 5: Key conflict sensitivity questions related to housing, land and settlements..... | 25 |
| Basic services (education, WASH and health)..... | 25 |
| Box 6: Key conflict sensitivity questions related to basic services..... | 26 |
| Internally displaced persons..... | 26 |
| Box 7: Key conflict sensitivity questions related to internally displaced persons..... | 26 |
| 8. Recovery strategy..... | 28 |
| Recovery vision..... | 28 |
| Guiding principles..... | 28 |
| Intended outcomes and expected outputs..... | 28 |
| Table E: Example recovery outcomes adjusted for conflict sensitivity..... | 28 |
| Implementation..... | 29 |
| Annex A: Tool 1 – Dividers and Connectors Analysis..... | 31 |
| Annex B: Tool 2 – Summary of the step-by-step process to integrate conflict sensitivity into a PDNA..... | 33 |
| Annex C: Tool 3 – Checklist for a conflict-sensitive PDNA..... | 34 |
| Annex D: Additional analytical methodologies for conflict sensitivity..... | 36 |
| Annex E: Bibliography..... | 37 |
| Annex F: List of interviews held..... | 40 |

List of tables, boxes, case studies and tools

Table A: The difference between conflict sensitivity and peacebuilding – a continuum of intent

Table B: Key questions for conflict-sensitive baselines

Table C: Key questions for conflict-sensitive disaster effects assessments

Table D: Key questions for a conflict-sensitive impact assessment

Table E: Example recovery outcomes adjusted for conflict sensitivity

Case study 1 : Conflict in the 2017 Somalia Drought Impact and Needs Assessment

Case study 2: The difference between inclusivity and conflict sensitivity

Case study 3: Conflict sensitivity and the 2004 tsunami response in Aceh and Sri Lanka

Case study 4: The importance of perceptions

Case study 5: World Vision's drought assistance in Cambodia

Case study 6: 2007 disaster response in Bolivia

Case study 7: Overcoming social tensions through disaster risk reduction in Central Java

Case study 8: The 2010 Pakistan Floods Damage Assessment

Box 1: Key conflict sensitivity questions related to governance

Box 2: Key conflict sensitivity questions related to gender

Box 3: Key conflict sensitivity questions related to disaster risk reduction

Box 4: Key conflict sensitivity questions related to agriculture, livestock, forestry and fisheries

Box 5: Key conflict sensitivity questions related to housing, land and settlements

Box 6: Key conflict sensitivity questions related to basic services

Box 7: Key conflict sensitivity questions related to internally displaced persons

Tool 1 (see annex A): Dividers and Connectors Analysis

Tool 2 (see annex B): Summary of the step-by-step process to integrate conflict sensitivity into a PDNA

Tool 3 (see annex C): Checklist for a conflict-sensitive PDNA



INTRODUCTION

Post-Disaster Needs Assessment (PDNA) guidelines have been developed to support practitioners who plan and conduct PDNAs. These guidelines consist of two volumes: Volume A provides a general overview of the PDNA concepts, process and procedures, while Volume B contains a set of guidelines for the different sectors and crosscutting issues that can potentially be covered by a PDNA, depending on the context and the scale of the disaster.

Volume A outlines conflict sensitivity as one of the core principles of the PDNA: *“adopt a conflict-sensitive approach and ensure that the assessment does not exacerbate existing tensions, and that the recovery strategy takes into account the potential disaster-related conflicts.”*

A conflict-sensitive approach adapts the PDNA to conflict-affected contexts and responds to the growing awareness of the linkages between conflicts and disasters. It helps ground the PDNA and its resulting recovery strategy in the local context and consider existing tensions or conflict issues. Recent renewed attention for the importance of conflict prevention emphasizes the need to address tensions, divisions and inequality in societies before they escalate into violent conflicts – making conflict sensitivity important for all PDNAs, not just those that are conducted in conflict-affected areas.

As conflict sensitivity is a lens that must be applied throughout the PDNA process, this conflict sensitivity guidance provides the national and international experts who conduct PDNAs with practical advice on how to integrate a conflict-sensitive approach into the five key steps of the PDNA. These experts need to understand that the PDNA should be aware of underlying social tensions and conflict issues and that a recovery programme should mitigate these issues.

Context

When disasters occur in a situation where resources are scarce, there is the potential for conflict. These conflicts could arise over assets or livelihood opportunities, such as the lands lost or degraded by a disaster. The PDNA may indicate the potential conflict situations in different sectors.

When disasters happen in a country with an existing conflict, the situation may be aggravated by tensions over disaster relief and recovery. Certain groups or communities may seek greater access to relief from Government and other sources, which could lead to perceived exclusion or discrimination. The PDNA therefore needs to consider the possibility of a conflict worsening in the aftermath of a disaster.

In drought situations, for example, there is considerable pressure on access to water and food. Access to natural resources becomes highly contested, which can lead to conflicts. The PDNA should be informed of social tensions arising from competing claims over these resources. In certain situations, where food security is being assessed, it is important to find out how people access these resources.

The PDNA needs to be sensitive to any pre-existing social, ethnic or religious divisions within the society and suggest policies and measures that mitigate their effects through recovery, rather than aggravating them. The distribution of humanitarian assistance to people affected by a disaster is generally a significant source of conflict, with certain groups often feeling excluded along the lines

of religion, sect, caste and tribe. The PDNA should therefore look at the immediate response and identify any issues related to the distribution of relief assistance.

Recovery provides an opportunity for disaster-affected people to access resources, and a recovery policy that does not discriminate between different groups or communities is an essential condition of conflict sensitivity. Recovery assistance should be provided to people based on their recovery needs, without any bias or discrimination. The PDNA could ensure this by emphasizing a fair, equitable assistance policy.

While the PDNA needs to consider any divisive issues in communities, it should not become an exercise in conflict analysis, or present solutions for resolving conflicts: such an exercise would be beyond its scope. It should be concerned with only those issues that can aggravate conflicts and should recommend feasible options for their mitigation.

Nor should PDNAs suggest a recovery strategy that calls for radical solutions or restructuring. Such a PDNA could evoke social or political opposition, and its immediate purpose could be undermined. Instead, PDNAs should provide feasible solutions that government agencies could implement on the ground within a reasonable time-frame.

PDNAs must strike the right balance between inclusion, equity and fairness on the one hand and a feasible recovery strategy on the other. Although they should not gloss over social tensions, they should not be a case of social or political overreach.

Structure of the guide

Section 1 of this guide explains the basics of the concept of conflict sensitivity, and how to develop a conflict sensitivity lens. Section 2 sets out key conflict sensitivity considerations for the Terms of Reference that are drawn up for each PDNA. Sections 3, 4, 5, 6 and 8 systematically cover the basic PDNA steps (baseline assessment; assessment of disaster effects; assessment of disaster impact; identification of recovery needs and the recovery strategy) to outline key conflict sensitivity considerations with examples. Meanwhile, section 7 highlights the key sectors and crosscutting issues that constitute a high risk from a conflict sensitivity perspective. This document also sets out a series of key questions to consider for each of these sectors.

The annexes include a set of practical tools to further assist PDNA practitioners with integrating conflict sensitivity: tool 1 (annex A) sets out a Dividers/Connectors Analysis as the recommended analytical methodology for a conflict sensitivity lens; tool 2 (annex B) summarizes the step-by-step process for integrating conflict sensitivity into the PDNA; tool 3 (annex C) lists key questions to check whether conflict sensitivity has been integrated. Annex D sets out further methodologies that can help develop a conflict sensitivity lens. Annexes E and F contain the bibliography and a list of the people that were interviewed to develop this guidance.

1. CONFLICT-SENSITIVE POST-DISASTER NEEDS ASSESSMENT

Conflict sensitivity is about the *unintended* and *indirect* potential impacts of interventions upon conflict dynamics. It is based on the understanding, grounded in research,¹ that all interventions become part of the context in which they operate. Interventions do not just impact as intended through their programming objectives, but also through the ways in which they work: from how beneficiaries are selected to their procurement practices, for example. *Unintended impacts* can have negative effects on already fragile social cohesion, yet with conflict-sensitive insights, interventions can help strengthen peace processes and social cohesion more broadly.

The term 'conflict sensitivity' often leads to confusion. To many practitioners, it sounds like they are being asked to address conflict issues. This leads to misunderstandings that conflict sensitivity only matters in (post-) conflict contexts and it is asking everyone to start 'doing something' about conflict. In fact, conflict sensitivity is applicable in all contexts and does not require all interventions to directly address drivers or causes of conflict.

Conflict sensitivity involves the following steps:

1. Understanding existing tensions/conflict in the context
2. Understanding the (potential) intended and unintended impacts of the intervention upon tensions/conflict
3. Recommendations and adjustments to minimize negative impacts and maximize positive impacts

Although it has been developed for conflict-affected contexts, conflict sensitivity is also an important part of the drive to work on broader conflict-prevention goals. In some contexts, latent tensions manifest in discrimination and inequality. Resilience and social cohesion and a focus on inclusivity and equality are important capacities for peace everywhere. How to avoid exacerbating inequality and exclusion, and enhance social cohesion and resilience, is important in all contexts, including post-disaster ones. Conflict sensitivity contributes towards making planned interventions more effective by giving them a more robust contextual grounding. A conflict sensitivity lens highlights risks and opportunities to help make the PDNA process, the assessment itself and the resulting recovery strategy more effective by being better adapted to the local context.

A conflict-sensitive approach results in the identification of risk and opportunities to ensure intervention strategies do not worsen existing (latent) tensions, but rather help strengthen social cohesion if possible. Peacebuilding interventions go one step further by aiming to address drivers of conflict. Table A further illustrates this distinction between conflict sensitivity and peacebuilding.

Table A: The difference between conflict sensitivity and peacebuilding – a continuum of intent²

| Not conflict-sensitive | Conflict-sensitive | Peacebuilding |
|---|---|--|
| No (intentional) engagement based on understanding of tensions/conflict | Indirect engagement with tensions/conflict, based on deeper contextual understanding | Direct, pro-active engagement to address drivers of conflict |
| Risk of unintentionally exacerbating tensions or drivers of conflict | Understand the context, and the interaction (intended and unintended) of the intervention and the context, seeking to | Actively seek to design interventions to promote peace and reduce the risk of conflict |

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_11780

