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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.

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CONTENTS

List of tables, boxes, case studies and tools

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 intent[2]

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 minimize negative impacts and maximize positive impacts	Actively seek to design interventions to promote peace and reduce the risk of conflict

1 See *Do No Harm: How Aid Can Support Peace – or War* by Mary B. Anderson (1999) which drew on a set of global case studies to show how aid interventions can have (un)intended impacts on conflict dynamics.
2 Adapted from Katie Peters, *The Next Frontier for Disaster Risk Reduction: Tackling disasters in fragile and conflict-affected contexts* (2017)

Recovery and Peacebuilding Assessments (RBPAs) include a conflict analysis of drivers/causes of conflict, so that the recovery strategy can address those drivers directly. For example, the Pakistan Post-Conflict Needs Assessment (PCNA)[3] undertaken in 2010 for Khyber Pakhtunkhwa (KP) and the Federally Administered Tribal Areas (FATA) set out a Crisis Analysis Framework outlining the key drivers and root causes of the crisis in KP and FATA and identifying peacebuilding priorities. The PCNA's aim was to set out a peacebuilding strategy, so that the root causes of conflict could be directly addressed during recovery following violent conflict. In addition, conflict sensitivity was identified as one of three crosscutting principles. The PCNA included some conflict sensitivity risks as strategic-level risks, including how poorly sequenced interventions could fuel crisis drivers, and how inequitable targeting of interventions could be perceived.

Conflict and disasters

Crisis management and response practices distinguish between (natural) disasters and (man-made) conflicts. In recent years, it has become increasingly clear that there are important linkages between the two. In Somalia, drought and conflict, independently and in combination, cause displacement. The 2017 Somalia Drought Impact and Needs Assessment (DINA) showed that these factors are so closely intertwined that it is not always helpful to try and distinguish between them. In an earlier example, during the 2004 Indian Ocean tsunami recovery efforts, the international community insisted on distinguishing between disaster-affected and conflict-affected people. This resulted in different relief distribution between these groups and caused tensions.[4]

In academic circles, it has long been contended that disasters are inherently political. Disaster risk is a combination of hazard, exposure and vulnerability, and violence, conflict or latent tensions can increase vulnerability and fragility.[5] There is evidence that conflict can increase the risk of natural disasters, for example if conflicts inhibit mechanisms for natural resource management, slow-onset disasters such as drought can be exacerbated. There is also some evidence that disasters can exacerbate conflict conditions, for example where displacement following disasters creates tensions with host populations.

But equally, there are examples of where disasters have led – at least in the short term – to a decrease in political tensions or have resulted in community-led self-help efforts that have strengthened social cohesion.[6] In addition, it has become clear that separating disaster and conflict often does not reflect people's realities.[7] The concept of resilience captures the idea that regardless of their origins, shocks and stresses can affect people.

This guidance document draws on these insights, but it does not cover a detailed further study of these linkages. Instead, the focus is on how the PDNA – as an assessment process and its resulting recovery strategy – can ensure it takes into account conflict sensitivity considerations. In other words, this guidance helps experts involved in PDNA processes answer the following questions:

- How can I make sure that the PDNA (the assessment process, resulting assessment and recovery strategy) does not exacerbate existing tensions, inequalities or conflict in the country in question? What are the key conflict sensitivity risks to consider?
- How can I make sure that the PDNA (the assessment process, resulting assessment and recovery strategy) helps strengthen social cohesion and resilience? What are the key conflict sensitivity opportunities?

The 2017 Somalia DINA provides an example of integrating conflict concerns into a PDNA (see Case study 1).

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

Conflict is one of the crosscutting themes in the 2017 Somalia DINA, which sets out the pre-drought conditions related to different, interrelated levels of conflict. The impact assessment notes how the drought exacerbated conflicts over pasturelands and natural resources. Both independently and together, the drought and conflicts led to displacement. The recovery section argues that conflict analysis points to prioritizing the needs identified in terms of displacement and urban development in order to address urban poverty and marginalization, as well as the needs unique to internally displaced persons (IDPs). In other words, the DINA draws on an understanding of the conflict context to help prioritize recovery aspects that respond to the drought in Somalia.

The DINA stresses the need for further efforts, including conflict sensitivity and political economy analysis, to ensure that drought interventions contribute to a reduction – not an exacerbation – of conflict. Distribution/targeting and the transfer of resources are noted as specific conflict sensitivity risks, along with a need to design interventions with a particular focus on the circumstances of marginalized and vulnerable groups (e.g. minority clans, ethnic groups, IDPs, female-headed households and the elderly).

Building on existing approaches

There are overlaps between conflict sensitivity risks and issues related to exclusion, inequality, vulnerability and marginalization. For example, the PDNA Governance Guidance mentions the importance of ensuring that efforts to improve the recovery of governance functions should strengthen the social contract and uphold principles of inclusion and integrity. Meanwhile, the PDNA Culture Guidance notes the importance of safeguarding heritage, as it can give communities a sense of shared identity and can play an important role in promoting dialogue and preventing tensions and conflict. Since culture is a core element of the social fabric of societies, it may also be manipulated to legitimize gender inequality or discrimination of particular groups.

3 Recovery and Peacebuilding Assessments were previously called Post-Conflict Needs Assessments.
4 UNDP, *Disaster-Conflict Interface: Comparative experiences* (2011)
5 Katie Peters, *Accelerating Sendai Framework implementation in Asia: Disaster risk reduction in contexts of violence, conflict and fragility* (2018)
6 Katie Harris, David Keen and Tom Mitchell, *When Disasters and Conflict Collide: Improving links between disaster resilience and conflict prevention*, ODI paper (2013); UNDP, *Disaster-conflict interface: comparative experiences* (2011) and Katie Peters, *Accelerating Sendai Framework implementation in Asia: Disaster risk reduction in contexts of violence, conflict and fragility* (2018).
7 Global Network of Civil Society Organisations for Disaster Reduction, *Views from the Frontline: beyond 2015* (2013)

There are also overlaps with the Building Back Better (BBB) approach, which emphasizes the need to ensure that post-disaster recovery efforts reduce vulnerability to future disasters. BBB focuses on building community resilience to address physical, social, environmental and economic vulnerabilities and shocks.[8] The approach moves beyond the losses of assets in disasters, to focus on the loss of well-being. This means that recovery interventions must integrate measures that can minimize the impact of a disaster by increasing resilience. The concept includes a focus on inclusivity, proposing additional efforts to ensure recovery assistance reaches the poorest, most vulnerable and marginalized populations.[9]

A conflict-sensitive lens often brings a focus on issues related to exclusion, marginalization and inequality. These are among the key grievances that cause tensions between different populations groups, competition over resources, or a lack of trust between populations and Governments. But conflict sensitivity adds another dimension, shedding light on *relationships* and *power dimensions.* It is a systematic approach to analysing such risks. Plus, it adds a focus on opportunities to strengthen social cohesion and resilience more broadly or to support peace processes in specific post-conflict settings. Case study 2 further illustrates the difference between conflict sensitivity and inclusion.

Case study 2: The difference between inclusivity and conflict sensitivity[10]

Following a spike in violence in Mindanao in 2003, the Christian organization World Vision provided emergency assistance to evacuation centres. The targeting of the assistance was inclusive: beneficiaries included Muslims, Christian migrants from Visaya, indigenous Lumads and all local ethnic groups. World Vision also applied a conflict-sensitive lens to the context, which highlighted the divisions and a pervasive lack of understanding between Muslims and Christians. The organization therefore decided to enhance sensitivity for Muslim beneficiaries, for example by excluding pork or pork flavouring from all food distribution items and ensuring that distribution time did not interfere with Muslim prayer times.

Conflict-sensitive lens: risks and opportunities

A conflict-sensitive approach builds upon an awareness of key conflict sensitivity risks – the tensions or divisions that interventions should take care not to heighten further. Some examples of such tensions are: disagreement between populations and local government over lack of or poor-quality basic services; tensions between different livelihood groups due to competition over resources; or longstanding latent conflict between different ethnic groups over land disputes. They often capture power dynamics and relate to inequality, exclusion and marginalization of different groups due to characteristics such as religion, ethnicity, gender and age. Such tensions highlight where social cohesion is fragile and can be causes of violent conflict. All societies have differing levels of social cohesion. In conflict-affected areas, tensions have escalated into open conflict, calling for extraordinary measures to halt violence and (re)build agreements between different parties.

A conflict-sensitive approach also includes a focus on the capacities and opportunities for strengthening social cohesion. Such opportunities can be things or factors that reduce tension between groups or people and that strengthen constructive collaboration and resilience. They can be schools; market places; policies that promote diversity in workplaces; the national soccer team playing against another country; or local agreements between farmers and agropastoralists over grazing rights. Conflict sensitivity opportunities can be found in systems, institutions, attitudes, values, symbols and occasions that bridge divisions and tensions, thereby strengthening social cohesion and resilience. In conflict-affected contexts, specific peace processes are developed to halt violence and bridge divisions.

Different methodologies are available to develop a conflict sensitivity lens to set out the key conflict sensitivity risks and opportunities. This guidance document recommends the 'Dividers and Connectors' analytical framework developed by the Do No Harm methodology, set out in tool 1 (see annex A). There are many additional analytical methods available, including conflict analyses methodologies developed by the United Nations, the World Bank and the European Union. Annex D includes more information on some of these additional analytical methods.

The conflict sensitivity lens can draw on a number of relevant existing sources:

- Conflict analyses
- Conflict mapping sources (e.g. the Armed Conflict Location & Event Data Project, ACLED)
- Political economy analyses
- Displacement analyses
- Socio-economic analyses
- Social cohesion analyses
- Peacebuilding analyses
- Rule of law analyses
- Surveys outlining levels and causes of violence
- Surveys outlining perceptions of formal and informal rule of law institutions
- Vulnerability analyses by humanitarian actors

8 GFDRR, *Building Back Better in Post-Disaster Recovery* (undated)
9 GFDRR, *Building Back Better: Achieving resilience through stronger, faster, and more inclusive post-disaster reconstruction* (2018)
10 World Vision, *Conflict sensitivity in emergencies: Learning from the Asia Tsunami Response* (2014)

Since each PDNA context is different, each PDNA should be grounded in a new analysis of conflict sensitivity risks and opportunities. In other words, this guidance cannot prescribe an exact prescriptive list that will automatically make every PDNA conflict-sensitive. This guidance sets out key conflict sensitivity questions, but it is important to emphasize that these are not exhaustive.

Case study 3: Conflict sensitivity and the 2004 tsunami response in Aceh and Sri Lanka[11]

The response to the 2004 tsunami in Aceh, Indonesia had a positive effect on the peace process that was already under way. The scale of the disaster and the response to it created a new "Connecting" factor.

The economic opportunities resulting from the reconstruction boom acted as peace dividends, and the international presence provided an additional incentive and support to the peace process. Some organizations deliberately tried to strengthen these peace factors. For example, the International Organization for Migration (IOM) worked with both former Free Aceh Movement (GAM) members and the local government, which helped build trust between the parties, and between people and government.

By contrast, the response to the impact of the consequences of the 2004 tsunami in Sri Lanka reinforced existing tensions due to a lack of transparency and fairness (perceived and actual). In areas controlled by the Liberation Tigers of Tamil Eelam (LTTE), leadership directed aid through its own aid body, sidelining Government. On the other hand, there were allegations that Government directed aid away from Tamil communities.

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11 UNDP, Disaster-Conflict Interface: Comparative experiences (2011)

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2. THE PDNA AS A CONFLICT-SENSITIVE PROCESS

Team

It is important to consider who the national and international team members on the assessment teams are. Any latent tensions between different population groups must be taken into account when forming the team. For example, where there are latent tensions between majority and minority groups, it will be important to ensure the local PDNA team is not composed solely of members of the majority, as this may create perceptions of possible bias in the team and influence people's willingness to participate in PDNA consultations. Conversely, where tensions exist between different population groups, an inclusive composition of the team can set a positive example and support constructive relations between key stakeholders from different groups. Case study 4 illustrates the role of perceptions in conflict sensitivity.

Case study 4: The importance of perceptions[12]

The question of who provides recovery assistance is an important one from a conflict sensitivity perspective, where perceptions matter as much as facts. The importance of considering 'who we are' when assessing conflict sensitivity risks is exemplified by World Vision's experience in North Maluku, Indonesia. Between 2000 and 2004, World Vision provided an emergency response in North Maluku, where nine months of violence had claimed 3,000 lives, displaced 200,000 people and left the province divided into Muslim and Christian enclaves. Realizing the perceptions that may result from its Christian background, World Vision deliberately chose to enter the province through the provincial capital, where Muslim IDPs had clustered, rather than through Tobelo, where Christian IDPs had clustered near previous World Vision project sites. The organization decided to hire both Christian and Muslim staff and adjusted parts of its emergency response to ensure Christians and Muslims could work together to support reconciliation.

Conflict sensitivity focal point

For PDNAs in conflict-affected contexts, it is recommended that a conflict expert joins the PDNA coordination team full time to act as the conflict sensitivity focal point. If this is not feasible, there are several options for establishing this focal point. What is appropriate and feasible will be different in each circumstance and depend on the time-frame and the disaster context. This focal point may be:

- One of the Sectoral (for example Governance) Leads with a background in conflict sensitivity. This means the conflict sensitivity focal point joins the PDNA team in-country, adding the responsibility for the outputs outlined below to their existing sectoral work.
- An internal conflict sensitivity expert designated by one of the partner agencies, who does not join the PDNA team in-country but liaises with the team on the outputs outlined below.
- An external consultant employed to take on the role of conflict sensitivity focal point.

Outputs for the conflict sensitivity focal point

- Write an outline of the conflict sensitivity lens. This guidance recommends using the Dividers and Connectors Analysis (see tool 1 in annex A).
- Write a presentation on the key conflict sensitivity risks and opportunities in the disaster context to be presented during the PDNA preparation workshop.
- Assist with applying the conflict-sensitive lens to the (cross)-sectoral assessments, including summaries of key conflict sensitivity risks and opportunities.
- Assist with applying the conflict-sensitive lens to the recovery strategy, including summarizing the key conflict sensitivity risks and opportunities in the summary recovery strategy.

Selection of sectors

The selection of the sectors and crosscutting themes to be included in the PDNA is critical and the final decision lies with Government. To integrate a conflict-sensitive approach, key conflict sensitivity risks and opportunities should be considered in the selection process. For example, some sectors may be dominated by particular ethnic groups. It is important to ensure that the sectors and crosscutting issues selected do not exclude vulnerable groups or reinforce existing tensions or grievances.

Coordination

As a lens to be applied to all PDNA sectors, conflict sensitivity should be integrated into all coordination efforts, including any PDNA coordination meetings. It should also be included in any preparatory PDNA workshops and trainings. Depending on the context, the conflict sensitivity focal point should establish linkages with the national humanitarian coordination mechanism, to ensure the PDNA can set the foundations for integrating conflict sensitivity into follow-on recovery strategies and interventions.

Stakeholder consultations

Various PDNA guidance documents recognize that stakeholder consultations are a key part of PDNA processes and are central to ensuring conflict sensitivity. They therefore recommend including different groups of people in the process so that their voices can be heard. Consultations should ensure they capture the voices of vulnerable groups; women and men; the young; the elderly; people living with disabilities; marginalized groups; minority groups; and people of different religions, ethnic backgrounds and/or political affiliations. The conflict sensitivity lens will provide further insights into the different groups that should be included in stakeholder consultations for each different PDNA.

While inclusivity is an important consideration, consultation processes need to consider the circumstances. For example, sensitivities may mean that it is not always possible to put different groups of people together in the same consultation. If this is the case, separate consultations should be organized. For example, a consultation process in a particular village may touch on land-related conflicts that have been reignited or worsened following the disaster, leading

12 World Vision, *Conflict sensitivity in emergencies: Learning from the Asia Tsunami Response* (2014)

to increased sensitivities. Such consultation processes may also be used to bridge differences and bring different groups together to support consensus building around the PDNA and recovery strategy, thus strengthening social cohesion more broadly.

Timing

It is important to consider whether there are any concurrent events while the PDNA is being developed that could heighten tensions. The electoral cycle, harvest timeframes and religious festivities are some examples of time-bound events that may have an impact on tensions and social cohesion. For example, there may be tensions between different political parties and their supporters prior to or during an electoral process that need to be taken into account when planning the PDNA process.

Location

It is important to analyse which areas have been affected by the disaster and declared as such. If there are political or ethnic tensions, the Government might not recognize some areas that need assistance following the disaster. Additionally, most of the PDNAs include field visits, with locations often partially determined by ease of access and the limited time-frame of the PDNA. However, the conflict-sensitive lens should be applied to the field visit selection process (who does it include or exclude?) and the need to avoid playing into existing inequalities or tensions should be prioritized.

Communications

A transparent PDNA process and clear communications are key to mitigating misperceptions that can be conflict sensitivity risks. Without clear communications, disaster victims may misunderstand the purpose of a PDNA or its field visits. The process could raise unrealistic expectations or leave communities uncertain as to whether their needs and concerns have been heard. Without clarification and transparent, pro-active communications around selection processes for field visits and PDNA team members, perceptions of bias may result.

3. ASSESSMENT OF PRE-DISASTER CONTEXT/BASELINE INFORMATION

Good baseline data contribute to an understanding of the underlying causes of the disaster, which helps make the recovery strategy more focused and efficient. Integrating conflict sensitivity considerations into the different baselines will help ensure the PDNA is inclusive and takes into account risks to, and opportunities for, social cohesion in the disaster-affected area. This will help ensure the ensuing recovery strategy minimizes the risk of doing harm and maximizes opportunities to strengthen social cohesion. Where the PDNA takes place in conflict-affected contexts, conflict sensitivity risks are heightened. At the same time, if there are ongoing peace processes or broader peacebuilding initiatives, these may present clear opportunities for the recovery strategy to assist in reinforcing such processes.

Table B sets out the key questions to be considered when integrating conflict sensitivity into the baseline assessments, along with hypothetical examples. It outlines these key questions according to the four dimensions of the disaster effects considered by the PDNA (see Table B, Column 1). This is where the key conflict sensitivity risks and opportunities that have been identified can be added.

Table B: Key questions for conflict-sensitive baselines

Dimension	Key questions (to be adapted for each PDNA sector)	Examples
Infrastructure and physical assets	How are conflict sensitivity risks and opportunities reflected in the disaster effects on infrastructure and physical assets in PDNA sector X?	For example, if the conflict sensitivity lens identified tensions between different religious groups, then baselines should outline whether this resulted in unfair differences in infrastructure and physical assets, for example in housing and settlement arrangements, living conditions, land ownership and access to community facilities.
Service delivery, production of goods and access to goods and services	How are conflict sensitivity risks and opportunities reflected in the disaster effects on service delivery, production of goods and access to goods and services in PDNA sector X?	For example, if the conflict sensitivity lens identified conflict between marginalized groups and wealthy landowners, then relevant sectoral baselines should outline differences in access to, and control and use of, natural resources and land between these groups. For example, if the conflict sensitivity lens identified tensions between religious groups, then relevant baselines should include details about possible unequal access to health care, education, social-security, water and sanitation and other services.
Governance and decision-making processes	How are conflict sensitivity risks and opportunities reflected in the disaster effects on governance and decision-making processes in PDNA sector X?	For example, if the conflict sensitivity lens identified (perceived) inequality between the majority and minority, then relevant baselines should outline any differences in how these groups are treated in relevant sectoral legal/regulatory frameworks. For example, if there are tensions between different livelihoods groups in the disaster area, then relevant baselines should outline differences in representation between these groups across different levels of government. For example, if the conflict sensitivity lens has identified customary conflict resolution mechanisms as important for social cohesion, then relevant baselines should outline information about these processes.
Risks and vulnerabilities (and opportunities)	**In addition to other risks and vulnerabilities, the conflict sensitivity risks and opportunities that have been identified in response to the key questions above can be added here.**	

4. ASSESSMENT OF DISASTER EFFECTS

This section sets out key questions to ensure that context-specific risks and opportunities with regards to social cohesion can be integrated into the assessment of disaster effects across the different PDNA sectors. No separate conflict sensitivity disaster effects assessment will be prepared.

Instead, the aim is to integrate this lens across the different (cross)-sectoral disaster effects assessments that are being carried out. Table C sets out the key questions to integrate conflict sensitivity into these assessments, along with hypothetical examples.

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

Dimension	Key questions (to be adapted for each PDNA sector)	Examples
Infrastructure and physical assets	How are conflict sensitivity risks and opportunities reflected in infrastructure and physical assets in PDNA sector X? Have the disaster effects on infrastructure and physical assets in PDNA sector X worsened or improved conflict sensitivity risks and opportunities? Have the disaster effects on infrastructure and physical assets in PDNA sector X led to new conflict sensitivity risks and opportunities?	For example, if the conflict sensitivity lens identified tensions between different religious groups, then baselines should outline whether this resulted in unfair differences in infrastructure and physical assets, for example in housing and settlement arrangements, living conditions, land ownership and access to community facilities.
Service delivery, production of goods and access to goods and services	How are conflict sensitivity risks and opportunities reflected in the disaster effects on service delivery, production of goods and access to goods and services in PDNA sector X? Have the disaster effects on service delivery, production of goods and access to goods and services in PDNA sector X worsened or improved conflict sensitivity risks and opportunities? Have the disaster effects on service delivery, production of goods and access to goods and services in PDNA sector X led to new conflict sensitivity risks and opportunities?	For example, if the conflict sensitivity lens identified conflict between marginalized groups and wealthy landowners, then relevant sectoral baselines should outline differences in access to, and control and use of, natural resources and land between these groups. For example, if the conflict sensitivity lens identified tensions between religious groups, then relevant baselines should include details about possible unequal access to health care, education, social-security, water and sanitation and other services.
Governance and decision-making processes	How are conflict sensitivity risks and opportunities reflected in the disaster effects on governance and decision-making processes in PDNA sector X? Have the disaster effects on governance and decision-making processes in PDNA sector X worsened or improved conflict sensitivity risks and opportunities? Have the disaster effects on governance and decision-making processes in PDNA sector X led to new conflict sensitivity risks and opportunities?	For example, if the conflict sensitivity lens identified (perceived) inequality between the majority and minority, then relevant baselines should outline any differences in how these groups are treated in relevant sectoral legal/regulatory frameworks. For example, if the conflict sensitivity lens identified tension between provincial and local levels of government, then relevant disaster effect assessments should outline differences in the disaster effects on these two levels of government. For example, if analysis identified customary conflict resolution mechanisms as important for social cohesion, then relevant disaster effect assessments should outline whether the disaster has worsened or improved such mechanisms.
Risks and vulnerabilities (and opportunities)	**In addition to other risks and vulnerabilities, conflict sensitivity risks and opportunities that have been identified during the baseline assessments (in response to the key questions above) can be added here.**	

5. ASSESSMENT OF DISASTER IMPACTS

The assessment of the impacts of the disaster follows on from the assessment of effects. Disaster impacts are analysed in two ways: macro-economic impact and human impact.

Macro-economic impact

The macro-economic impact assessment analyses how the disaster affects the country's gross domestic product (GDP) and other indicators such as balance of payment, public finances and price fluctuations (inflation). To ensure a conflict-sensitive macro-economic impact assessment, it is important to consider what may remain hidden from a macro-economic point of view. For example, spatially concentrated disasters may not have significant impact at the national macro-economic level, but individual sectors and people may suffer considerable negative impacts nonetheless and require targeted assistance from central Government for their recovery. Individual sectors may be impacted more heavily than others, while some may actually benefit from the aftermath of disaster, for instance the construction sector.

From a conflict sensitivity perspective, these potential lower-level differences should be disaggregated to ensure that differences in impact between different groups are taken into account where these overlap with identified conflict sensitivity risks and opportunities.

Human impact

Human impact assessments consider the impact of the disaster on five core indicators (see Table D, Column 1) and then look at existing coping strategies in order to emerge with a final human development impact analysis.

The indicator on social inclusion is a key aspect of integrating conflict sensitivity into the human development impact analysis. The analysis that is carried out to underpin a conflict-sensitive approach should uncover key vulnerable, disadvantaged or excluded groups, but it will also include a broader set of conflict sensitivity risks and opportunities.

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

Core indicator	Key questions	Examples
Macro-economic impact	Are there any societal tensions or conflict issues that remain hidden in the macro-economic picture? How are conflict sensitivity risks and opportunities reflected in different breakdowns of the macro-economic picture?	For example, a disaster may impact livestock livelihoods more than other livelihoods. If the livestock sector is dominated by a particular ethnic group and there are tensions between this group and others, then it is important to take this into account. If the livestock group is a minority, then not reflecting the specific impact of the disaster on this group may be perceived as discrimination. On the other hand, if the livestock group dominates Government, then its specific targeting for (additional) assistance may add to existing tensions in other ways For example, has the impact of the disaster brought women from divided communities to the same market place, because no others are available?
Human impact – living conditions, health and education (based on the Multidimensional Poverty Index)	How are conflict sensitivity risks and opportunities reflected in different impacts on living conditions, health and education? Has the disaster impact worsened or improved conflict sensitivity risks and opportunities related to living conditions, health and education? Has the disaster impact created new conflict sensitivity risks and opportunities related to living conditions, health and education?	
Human impact – livelihoods	How are conflict sensitivity risks and opportunities reflected in different impacts on livelihoods? Has the disaster impact worsened or improved conflict sensitivity risks and opportunities related to livelihoods? Has the disaster impact created new conflict sensitivity risks and opportunities related to livelihoods?	
Human impact – food security	How are conflict sensitivity risks and opportunities reflected in different impacts on food security? Has the disaster impact worsened or improved conflict sensitivity risks and opportunities related to food security? Has the disaster impact created new conflict sensitivity risks and opportunities related to food security?	
Human impact – gender equality (see also gender in section 7)	How does the impact differ between women and men? Has the disaster impact worsened or improved conflict sensitivity risks and opportunities related to gender? Has the disaster impact created new conflict sensitivity risks and opportunities related to gender?	
Human impact – social inclusion	How are conflict sensitivity risks and opportunities reflected in the impact on social inclusion/exclusion? Has the disaster impact worsened or improved social inclusion/exclusion? Has the disaster impact created new conflict sensitivity risks and opportunities related to social inclusion/exclusion?	

The impact assessment should incorporate a separate section where key conflict sensitivity risks and opportunities are summarized, based on the responses to the key questions.

6. IDENTIFICATION OF RECOVERY NEEDS

Summary of recovery needs

Recovery needs are summarized according to the four dimensions of disaster effects considered by the PDNA. These needs are about more than simply returning to the pre-disaster situation: they include the principle of Building Back Better (BBB). This means that the needs summary will take into account the additional actions, costs and human resources required to improve quality, modernize technology, integrate disaster risk reduction concerns, and improve access and service delivery.

A conflict-sensitive approach to reconstruction needs will add the costs of integrating specific measures (identified in the assessments of effects and impacts) to ensure that the recovery of infrastructure is adjusted to minimize the potential to undermine social cohesion and maximize opportunities to strengthen resilience. Likewise, for service delivery, production of goods and access to goods and services, additional costs for ensuring that the resumption of service delivery minimizes potential harm and maximizes support for social cohesion will need to be fractured in. For the restoration of governance and decision-making processes, the cost for additional human resources to undertake recovery efforts should include the cost of additional conflict sensitivity expertise to implement the recovery. A conflict-sensitive lens should also be applied to any new human resources for capacity-building that are proposed as part of the recovery. In addition, where the assessments have identified specific governance and decision-making processes that support social cohesion, the recovery needs should include costings for developing and strengthening such mechanisms to further strengthen and support social cohesion. Where peace processes are under way in conflict-affected areas, support to governance and decision-making processes should include a focus on supporting such processes or, at the very least, be aligned with them.

The key risks and opportunities that have been identified will be summarized in the risks and vulnerabilities sections in the recovery needs strategy of each sector/crosscutting issue. Where appropriate, conflict sensitivity risks and opportunities should be integrated and highlighted in the broader risks and vulnerabilities (and opportunities) identified for the recovery strategy as a whole.

Prioritization of sector recovery needs

The most critical recovery needs are accorded priority. However, as prioritization is also a political process, various factors influence sequencing decisions, including: national and local government priorities, technical feasibility (including accessibility), and the availability of resources. Recovery strategies include a sequencing of needs according to the short term, medium term and long term.

The prioritization and sequencing of recovery interventions is an area where the conflict sensitivity lens should be applied to minimize the risk of reinforcing tensions and maximize opportunities to strengthen resilience. Perception is especially important, and with it the need to ensure transparency and clear communication to beneficiaries and non-beneficiary communities regarding how prioritization and sequencing decisions are made. Equally important is the consideration and explanation of who makes the decisions around prioritization, to ensure this does not create perceptions of bias or political agendas. Although addressing the most critical needs is the key priority, it is important to consider conflict sensitivity risks. A needs-based approach can overlap with the prioritization of one particular population group. If there are tensions or conflict between this group and others, then it is important to carefully consider the risks of only or first providing assistance to this group.

It may be the case that the assessments have identified opportunities to strengthen social cohesion that would ordinarily be supported by medium-term or longer-term recovery interventions, but that could be brought forward to help address the risk of reinforcing tensions. Where there are existing issues related to service delivery, or negative perceptions on the legitimacy or effectiveness of Government, quick impact interventions can contribute towards restoring trust in the short term.

7. KEY SECTORS AND CROSSCUTTING ISSUES FOR A CONFLICT-SENSITIVE PDNA

As conflict sensitivity is relevant to all of the PDNA sectors and crosscutting issues (although some may have more risks and opportunities than others), a conflict-sensitive lens should be applied in each of the separate sectoral assessments. This section highlights some of the sectors and crosscutting themes where conflict sensitivity considerations are especially relevant, along with examples and case studies: governance; gender; disaster risk reduction; agriculture, livestock, fisheries and forestry; housing, land and settlements; and basis services (education, water, sanitation and hygiene (WASH) and health). There is also a focus on IDPs as a separate issue that is highly relevant to conflict sensitivity.

Governance

In the aftermath of a disaster, service disruption can lead to key conflict sensitivity risks. If a State's capacity to maintain the rule of law in the disaster area is compromised, this may lead to an increase in violence and conflict. Gaps and weaknesses in the delivery of basic services can impact specific, already marginalized population groups more than others. Disaster impacts may also include an increase in opportunities for corruption and may weaken accountability measures, especially with increased pressure on rapid delivery post-disaster. As stated in the Governance Guidance, it is important to investigate the legitimacy of the government authorities in place, in particular where problems have been identified that weaken the social contract (see Case study 5).

Case study 5: World Vision's drought assistance in Cambodia[13]

Before providing emergency assistance following the 2004 drought in Cambodia, World Vision staff identified conflict between political parties and power abuse through favouritism by village leaders as issues. To try to avoid playing into these dynamics, they held consultations with commune authorities, and Village Relief Distribution Committees were set up, which included representatives of all three main political parties and rich, middle-income and poor families to ensure that the committee that decided on beneficiary selection crossed potential fault lines.

Managing the recovery process can include conflict sensitivity risks if there is a lack of diversity in the staffing of relevant government departments or corruption-related risks. Disasters often result in a loss of identity and/or property documentation, which can have a disproportional impact on already marginalized groups. (Pre)-existing tensions between central and lower levels of Government also need to be taken into account. Recovery strategies and the tendency to centralize recovery assistance should take into account such dynamics, especially in situations where decentralization has been under discussion (see Case study 6). In conflict-affected areas, the legitimacy of Government can be openly contested, increasing conflict sensitivity risks. Where peace processes are under way, these often include changes to governance arrangements that should be taken into account in the recovery strategy.

Case study 6: 2007 disaster response in Bolivia[14]

In Bolivia, the disaster response following the 2007 floods had a negative impact on the tensions between central Government and a number of subnational departments regarding plans for further decentralization and increased departmental autonomy. The decision to create a new central Government unit for all decision-making on the disaster response sidelined departmental authorities and local development plans, which reinforced this tension.

Box 1: Key conflict sensitivity questions related to governance

Are particular groups more affected than others by gaps in basic service provision following the disaster?

What are the views on the legitimacy of government authority? Does this differ between different levels of Government? Are there differences in perceptions between different groups?

Are there corruptions risks related to recovery assistance? Are these linked to (perceptions) of inequality between different groups?

Are there tensions between different levels of Government that should be considered? Are decentralization processes under way?

In conflict-affected areas, is the legitimacy of Government contested? Are there peace processes under way that include discussions on governance arrangements?

Gender[15]

Natural disasters and conflict both impact women and girls disproportionally. Gender inequality heightens their exposure to risk, increases their vulnerability and restricts their capacity. It shapes women's and girls' uneven capacity to anticipate, adapt, and recover from disasters and to contribute effectively to resilience-building and conflict prevention. Gender-specific barriers in prevention, preparedness and response prevent women and girls from acquiring and accessing the means and capacities needed for resilience, which causes higher loss of female lives and livelihoods in disasters and often results in a gendered downward spiral of vulnerability and poverty following disasters and conflict, leaving women and girls disproportionately vulnerable. In addition, the potential and capacities of women and girls remain largely ignored in conventional prevention, preparedness, response and recovery processes.

The loss of homes and livelihoods can have a greater impact on women, especially where they are the sole head of the household. Displacement can also increase the risk of gender-based violence (GBV) due to over-crowded and unsafe living conditions in shelters, evacuation centres and temporary housing, but also in protracted

13 World Vision, *Conflict sensitivity in emergencies: Learning from the Asia Tsunami Response* (2014)
14 UNDP, *Disaster-Conflict Interface: Comparative experiences* (2011)
15 International Federation of Red Cross and Red Crescent Societies, *Unseen, unheard: Gender-based violence in disasters* (2015); UN Women, *Climate change, disasters and gender-*

displacement. Health services can be disrupted and emergency services may lack the necessary privacy arrangements for women, while police services and reporting mechanisms for GBV are often overburdened following a natural disaster. People may adopt negative coping mechanisms, including transitional sex, and women's livelihoods may become disproportionally challenging and insecure. For example, the 2017 Somalia DINA found that women and girls travelled longer distances without protection to find water, food and other resources, increasing their exposure to the risk of GBV and decreasing their income-generating, resilience-building and recovery opportunities. This was particularly the case for IDPs outside formal or informal settlement areas.

There is a lack of research on the gender dimensions of disasters, and significant obstacles to collecting, collating and disseminating data disaggregated by sex and age in the aftermath of disasters. The different impacts of tensions or conflict on women and girls require specific attention, as does the role they can play in conflict resolution and social cohesion after disasters. The conflict sensitivity lens needs to take specific gender concerns into account as there may be specific factors for women, or aspects that play out differently for them.

Box 2: Key conflict sensitivity questions related to gender

How do any of the conflict sensitivity risks or opportunities that have resulted from the PDNA play out differently for men, women, boys and girls? What are the specific conflict sensitivity risks and opportunities for women and girls?

Does the disaster have specific impacts on women and girls that increase their vulnerability to GBV, prolonged or increased poverty, transitional sex or other negative coping mechanisms?

Disaster Risk Reduction[16]

As disaster risk reduction (DRR) is a crosscutting issue in PDNAs, each sector should integrate a conflict-sensitive lens into its DRR measures. However, DRR can be included in the PDNA as a separate chapter that evaluates the performance of the country's disaster management system, including its preparedness and response measures. A conflict-sensitive lens would ensure that preparedness and response measures did not exclude certain marginalized groups, or that risks, and vulnerability maps did not cover certain areas or groups. The DRR assessment should ensure it incorporates an understanding of the sociocultural dynamics of DRR, including links to social exclusion. DRR can help address existing tensions, particularly where these are linked to a scarcity of natural resources: it can introduce techniques to make the use of such resources more efficient and help establish more transparent and participatory ways of managing them (See, for example, Case study 7).

Case study 7: Overcoming social tensions through disaster risk reduction in Central Java[17]

In Central Java, years of recurrent destructive flooding had caused tensions between upstream and downstream villages, with the downstream village blaming the upstream villages for the floods. A local non-governmental organization (NGO) decided to work with both villages to encourage dialogue. Over the course of a year, organizers and community leaders worked together to produce and discuss community risk maps. Meetings between the villages improved awareness of the causes of the floods, relations improved and a flood early warning system was established.

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

Are there any groups or areas that were excluded from preparedness measures such as early warning systems or risks and vulnerability mapping?

Are there any conflict sensitivity opportunities where DRR can help strengthen social cohesion, for example through changes in natural resource management?

Agriculture, livestock, fisheries and forestry

This sector faces some well-known conflict sensitivity risks and opportunities that affect key aspects of many people's livelihoods in disaster-struck areas. In these productive sectors, access can be subject to customary governance or regulatory frameworks, but exact governance arrangements can be unclear and subject to disagreement and disputes. Ethnicity, religion, language, caste and other group characteristics and power dimensions can influence access to natural resources.

Different livelihoods systems can overlap with ethnic differences. There are many countries where farming communities and communities dependent on livestock compete over access to natural resources such as land, grazing areas and water. Such competition can face additional pressure from changes to the environment, which can equally be manipulated for political gain. Furthermore, latent tensions between different livelihoods groups can be manifested by the effects of a disaster. These can result in geographic changes in access to agricultural, livestock, fishery or forestry resources, and may also bring IDPs from a different livelihood system into closer contact or competition with others.

It is important for the PDNA to consider these possible dynamics where the conflict sensitivity lens has found divisions between different livelihoods, or power dynamics resulting in unequal access. If this is the case, the baseline assessment should include disaggregated data for different groups and information about existing disputes, conflicts and power dynamics, including relevant governance arrangements around irrigation systems, grazing rights and natural

based violence in the Pacific (undated); Peters, K, *Accelerating Sendai Framework implementation in Asia: Disaster risk reduction in contexts of violence, conflict and fragility* (ODI report, 2018); Le Masson, V., Sheri Lim, Mirianna Budimir and Jasna Selih Podboj, *Disasters and Violence against Women and Girls: can disasters shake social norms and power relations?* (2016)

16 Good Practice Review, *Chapter 15: Disaster risk reduction, social crisis and conflict* (2018)

17 Cited in Good Practice Review, *Chapter 15: Disaster risk reduction, social crisis and conflict* (2018)

resource management. The effect and impact assessments should pay specific attention to how the disaster has influenced these matters. Finally, the recovery strategy should consider how recovery interventions can ensure they do not reinforce such tensions, but instead strengthen social cohesion.

On the other hand, social networks, kinship relations, ethnic groups, community resources and livelihood-specific organizations such as farmer cooperatives, irrigation committees, trade groups and seed extension groups might have existing capacities for resilience and adaptation when coping with vulnerability. These may include local capacities to overcome disagreement, regulate competition and strengthen social cohesion. If this is the case, the baseline assessment should include detailed data about such systems and structures, while the effect and impact assessments should pay specific attention to how the disaster may have influenced these factors. Finally, the recovery strategy should consider how recovery interventions can ensure they support and help strengthen these capacities to underpin stronger social cohesion.

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

Are there any tensions or conflicts between different livelihood groups?

How has the disaster impacted existing competition or tensions between different livelihood groups?

Are there ambiguities or tensions between customary and regulatory governance frameworks related to natural resource management?

Are there any aspects of natural resource management that strengthen social cohesion? How can the disaster recovery strategy support or strengthen such capacities?

Housing, land and settlements

Issues related to housing, land and settlements appear in most PDNAs, with this sector covering sensitive, political issues and often problems around unequal access due to discrimination and/or power dynamics. Land management systems vary across different countries but may suffer from weak and/or corrupt implementation of statutory systems, while customary forms of land management continue to carry importance in many areas. In many places, there is a lack of clarity around ownership of and access to housing, land and settlements, making this sector vulnerable to disagreements, disputes, power dynamics or violent conflict.

Where issues related to land, housing and settlements have been identified, the PDNA needs to take these dynamics into account. The baseline assessment should incorporate relevant details on how regulations in this sector may have overlapped with inter-group tensions or inequality before the disaster. Pre-existing land disputes should also be noted. In terms of effects, disasters often result in the loss of land ownership or property-related documentation. For the impact assessment, it is important to consider how the disaster may have altered the conflict sensitivity risks related to land, housing and settlements. Could new land conflicts arise due to geographic alterations? For example, IDPs could cause tensions related to land and space for housing and settlements, while they may also be vulnerable to losing the land, house or settlement they abandoned to occupation by others.

The recovery strategy should take care that rehabilitation and reconstruction is not manipulated to enforce new realities for vulnerable groups or to push particular agendas that do not have inclusive support or that marginalize particular groups. For example, it is easy and perhaps tempting to begin reconstructing those houses where there is clarity around ownership, but this may leave a large sector of more vulnerable, informal (squatter) settlements relegated to a secondary priority status.

Case study 8: The 2010 Pakistan Floods Damage Assessment

The 2010 Pakistan Floods Damage Assessment emphasized the sensitivities and potential risks related to reconstruction where it requires land acquisition by the State. It warned against hasty decisions around forced clearances of settlements in the flood path, in particular because of the potential impact on the most vulnerable population groups, including the landless, ethnic and religious minorities, Afghan refugees and IDPs from conflict-affected areas. The assessment emphasized the need to base such decisions on consultative planning processes, as well as to ensure appropriate compensation and grievance redress mechanisms. Transparency and extensive public information campaigns were identified as an important aspect of mitigating the potential to do harm. The assessment included an involuntary resettlement screening checklist on social and gender-related aspects as an annex.

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

Are there ambiguities or tensions between customary and regulatory governance frameworks related to housing, land and settlements?

Are there inequalities between different groups with regards to access to housing, land and settlements?

How has the disaster impacted conflict sensitivity risks related to housing, land and settlements? Are there new land conflicts that could arise due to geographic alterations?

Basic services (education, WASH and health)

Inter-group differences related to religion, ethnicity, cultural practices, caste, gender and age can manifest in unequal access to basic services. This can, in turn, lead to further marginalization of vulnerable groups. If the context/conflict analysis found inter-group tensions, it is important that the PDNAs and recovery strategies for the basic services sector apply the conflict sensitivity lens to education, health services and WASH, in particular access to drinking water. It is important to take into consideration that the water sector can also include transboundary issues.

This means that the baseline assessment for the education, health and WASH services should include information about equal access to such services between different groups. Access can be hampered by geographic location, cultural practices, discrimination, tensions

or violent conflict. Conversely, schools, water points or health clinics can function as neutral spaces, as places where people from different backgrounds or cultures come together. The effect and impact assessment therefore needs to take a detailed look at how the disaster may have changed such factors. The recovery strategy should investigate how it can ensure that basic services are rehabilitated in a way that does not re-institute discriminatory practices or reinforce existing tensions or other constraints to equal access. For schools and health services, this includes paying attention to location, but also curriculum content, health practices and staffing. For water, it needs to incorporate an understanding of the short- and longer-term projections of how water could lead to conflict in the future, and include mitigation measures.

Basic services can be a strong connecting factor. Where access to basic services between different groups has been identified as a contested issue, identifying how Building Back Better can help strengthen local capacities for peace is an important consideration for PDNAs. Here too it is not only the location that enables accessibility and the strengthening of social cohesion; the education curriculum can be adjusted to include tolerance or peace education. Meanwhile, the provision of basic services can help restore trust in Government where this was weak prior to a disaster. If a new location for basic services is deemed effective in supporting social cohesion, it is important to check that the new location and land management arrangements are not contested.

Box 6: Key conflict sensitivity questions related to basic services

Are there inequalities between different groups with regards to access to basic services?

How has the disaster impacted conflict sensitivity risks with regards to basic services? Has it created new risks since access for certain groups has changed compared to others?

Has the disaster impact created new opportunities for basic services to be rebuilt in such a way that they help strengthen social cohesion?

Internally displaced persons

Most PDNAs deal with the movement of people in the aftermath of disaster, when they might be placed in evacuation shelters or camps or find temporary housing. There are multiple linkages between IDPs and tensions/conflict that warrant specific attention. For instance, IDP camps or temporary shelters may increase the risk of violence, including GBV. This may be due to crowded conditions and other stressors, but displacement can also result in different population groups being brought together. If the conflict sensitivity lens shows tensions between these groups, these should be considered in the recovery strategy. Displacement can also cause or heighten tensions between IDPs and host communities.

In Somalia in 2017,[18] drought and conflict-related factors combined to accelerate the rate of internal displacement, resulting in further *ad hoc* IDP settlements on the outskirts of cities. Because they lack security of tenure, IDPs are highly vulnerable to forced eviction and yet do not have permission to build more permanent types of shelter. IDPs are most likely to be excluded social and ethnic groups in Somalia, including minorities. After becoming (often protracted) IDPs, they are subject to further discrimination based on their community of origin, livelihood grouping and other characteristics, impacting on their ability to access basic services and employment/livelihood opportunities.

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

Has the disaster brought IDPs/refugees to new areas where this could cause tensions?

18 *Somalia Drought Impact and Needs Assessment Vol I and II* (2017)

8. RECOVERY STRATEGY

Recovery vision

The post-disaster recovery vision is developed jointly during a stakeholder consultation process, which is important to ensure a broad consensus underpins the recovery strategy. The vision provides overall direction for the recovery strategy and aligns with longer-term development aspirations as set out in national development plans and poverty reduction strategies.

To ensure the recovery vision is conflict-sensitive, it is important to include the conflict sensitivity risks and opportunities that have been identified in the assessment processes into the discussions. The recovery vision should include statements on how to mitigate these key risks and maximize opportunities to strengthen resilience and social cohesion during the recovery. The recovery framework should be aligned with existing humanitarian response plans to avoid duplications and competition over resources and create synergies between ongoing humanitarian activities and recovery from a development perspective.

If a PDNA takes place in a conflict-affected area, it will be important to align the recovery strategy with existing peacemaking or peacebuilding efforts. The recovery strategy should take care not to undermine dialogue efforts or agreements that have been reached. At the same time, recovery efforts may include opportunities to further strengthen ongoing peace processes or peacebuilding activities.

Guiding principles

Guiding principles are set out to enhance effectiveness, increase transparency and promote coordination among stakeholders. A broad set of conflict sensitivity principles for post-disaster recovery is set out below. The guiding principles for each PDNA should include these conflict sensitivity principles where appropriate. Recovery assistance is more likely to be conflict-sensitive when it:

- Is based on a detailed understanding of the local context
- Incorporates a robust risks/opportunity analysis, including potential conflict sensitivity risks and opportunities
- Is built on participatory approaches
- Is informed by priorities set by local communities
- Considers facts as well as perceptions
- Is accountable to beneficiaries
- Is grounded in strong coordination between different providers of assistance
- Is flexible and able to adapt to changing contexts

Intended outcomes and expected outputs

Conflict sensitivity considerations can be articulated in the intended outcomes statements of the recovery strategy. The table below sets out example outcomes for a recovery strategy, along with examples of adjustments to integrate conflict sensitivity.

Table E: Example recovery outcomes adjusted for conflict sensitivity[19]

Example outcome	Example adjusted for conflict sensitivity
Increased attendance rate of boys and girls in schools	Increased attendance rate of boys and girls in schools, ensuring equal access to school for group x and group y
Immunization completed for target population	Immunization completed, ensuring the target population includes marginalized community x
Reconstruction of physical infrastructure undertaken based on land-use plans developed, taking into consideration natural hazards and impacts	... and based on extensive community stakeholder consultations and participatory approaches

19 This table is based on the example table in the *PDNA Guidelines Volume A*, p. 40.

Implementation

The management and coordination involved in implementing recovery interventions provide a key opportunity to incorporate additional measures to strengthen conflict-sensitive approaches going forward, including:

- Introducing a **policy** to integrate conflict sensitivity guidelines into all recovery programming. Some of the key conflict sensitivity risks and opportunities that have been identified in the PDNA can be included.
- Ensuring the **management arrangements** for implementing the recovery strategy are conflict-sensitive. An approach to staffing that embraces diversity will be important, as well as additional attention to transparency where tensions or sensitivities exist.
- **Capacity-building** for relevant government authorities, civil society organizations and communities, to enable detailed conflict sensitivity considerations to be mainstreamed into recovery planning
- **Technical backstopping** for key government authorities to assist with integrating further conflict sensitivity considerations into more detailed recovery programmes
- Setting the integration of conflict sensitivity into recovery interventions as a **priority in accessing funding** and monitoring **the adherence to conflict sensitivity principles**, to ensure that funding for reconstruction is dependent on conflict sensitivity considerations being integrated
- Developing conflict sensitivity **indicators** for recovery planning and monitoring frameworks. Encouraging the adaptation and integration of these conflict sensitivity indicators into recovery programmes' results frameworks.
- Developing **accountability measures** related to conflict sensitivity for recovery programming for inclusion in reporting templates between implementing partners and donors
- Mobilizing resources and providing technical backstopping to establish **grievance/feedback mechanisms** regarding the implementation of recovery interventions

The recovery implementation framework includes a section on key assumptions and constraints. This section should include the key conflict sensitivity risks and opportunities from the risks and vulnerabilities section in the recovery needs strategy, in order to add to the understanding of key assumptions and constraints and to deepen the contextual grounding and 'customization' of the recovery strategy to each local context.

ANNEX A: TOOL 1 – DIVIDERS AND CONNECTORS ANALYSIS

This guidance recommends the Dividers and Connectors Analysis (DCA) as the key tool for analysing conflict sensitivity risks and opportunities (the conflict sensitivity lens). Its two categories offer a simplified way of outlining tensions and factors that underpin resilience and peace. It can be applied in broader contexts (not just in conflict-affected regions or countries) and has a track record of providing a practical and comprehensive mapping of social dynamics.[20]

A DCA analyses context according to two simple categories: dividers and connectors.[21] In every context, there are issues, factors and elements in society that are the source of tensions and divisions between people. At the same time, every context has issues, factors and elements that connect people and serve as local capacities for peace.

Dividers and connectors can be found and analysed at different levels of society. For the PDNA, the DCA should include key national-level dividers and connectors because disaster recovery assistance involves national-level coordination. More detailed dividers and connectors for the disaster area can be added to the analysis. Where field visits are planned for interviews, focus groups discussions or household surveys, a more detailed DCA should be added for specific field visit locations.

The conflict sensitivity lens should not aim for an exhaustive list of dividers and connectors. It is important to prioritize the most significant ones, to ensure the analysis becomes a practical tool.

Sources

For the purpose of the PDNA, the conflict sensitivity focal point draws up a Dividers and Connectors Framework (DCF) based on a desk review. Some of the sources that can be used to identify key dividers and connectors in a context are:

- Conflict analyses
- Conflict mapping sources (e.g. the Armed Conflict Location & Event Data Project, ACLED)
- Political economy analyses
- Displacement analyses
- Socio-economic analyses
- Social cohesion analyses
- Peacebuilding analyses
- Rule of law analyses
- Surveys outlining levels and causes of violence
- Surveys outlining perceptions of formal and informal rule of law institutions
- Vulnerability analyses by humanitarian actors

Key questions

To unlock dividers and connectors from these and other sources, ask the following key questions:

- What are current threats and support to peace and stability?
- What can cause tensions to escalate in this situation?
- What are the most serious factors causing tensions? Have these been getting better or worse?
- What brings people together? Where do people meet? What do people do together? Have these factors been getting better or worse?

Sets of categories

Dividers and connectors can be identified using different sets of categories to analyse a context. Two common sets of categories are set out in the table below:

S.A.V.E.S.	P.E.S.T.L.E.
Systems and institutions	Political
Attitudes and actions	Economic
Values and interests	Social
Experiences	Technological
Symbols and occasions	Legal
	Environmental

20 See CDA, *From Principle to Practice: A User's Guide to Do No Harm* (2015)
21 This explanation of how to do a Dividers and Connectors Framework draws on CDA, *From Principle to Practice: A User's Guide to Do No Harm* (2015)

Geographic areas/levels of society

A DCF can be prepared for different societal levels or geographic areas: village, district, province, nation, region. For the purpose of the PDNA, the DCF starts with key national-level dividers and connectors. It then investigates whether there are any specific dividers and connectors for the disaster area that should be added. It is important to include potential dividers between the disaster area and the national level. Finally, when the field visit locations are being decided, it is important to check how the dividers and connectors that have been identified play out at these local levels. and to check for any additional dividers and connectors at these local levels if possible.

Additional notes

- Connectors are not the opposite of dividers and cannot simply be created to address dividers. For example, if a river is seen as a dividing factor between different groups, one cannot simply create a bridge and automatically assume this will help as a connector.

- It is often more difficult to find connectors than dividers. This is not because they are fewer, but because dividers tend to be more visible. In a conflict-affected context, much of the attention goes to dividers first. Also, connectors are often less visible because they often concern ordinary aspects of 'normal life'.

- The same things are not always dividers or connectors. For example, in one area, a market place may encourage people to meet, while in another area, a market place may segregate different groups. It is important to be as specific as possible.

- The DCF should not aim for an exhaustive list of dividers and connectors. It is important to prioritize the most significant ones, to ensure the DCF becomes a practical tool.

Further resources

CDA (2015). *From Principle to Practice: A User's Guide to Do No Harm* Available at https://www.cdacollaborative.org/publication/from-principle-to-practice-a-users-guide-to-do-no-harm/

http://www.conflictsensitivity.org

ANNEX B: TOOL 2 – SUMMARY OF THE STEP-BY-STEP PROCESS TO INTEGRATE CONFLICT SENSITIVITY INTO A PDNA

Conflict sensitivity lens	Develop a basic conflict sensitivity lens.
PDNA process	Designate a conflict sensitivity focal point. Apply the conflict-sensitive lens to the team, staffing, stakeholder consultations, timing, location (including field visit selection), sector selection and communication strategy of the PDNA process.
PDNA baseline assessments	Using the key questions from Table B, the conflict sensitivity lens is applied to each (crosscutting) sector.
	The risks and vulnerabilities sections add the conflict sensitivity risks and opportunities that have been identified.
PDNA disaster effects assessment	Using the key questions from Table C, the conflict-sensitive lens is applied to each cross-sector.
	The risks and vulnerabilities sections add the conflict sensitivity risks and opportunities that have been identified.
PDNA disaster impact assessment	Using the key questions from Table D, the conflict-sensitive lens is applied.
	An additional conflict sensitivity risks and opportunities section summarizes the conflict sensitivity risks and opportunities that have been identified.
PDNA identification of needs	The recovery needs section incorporates a costing of specific measures to mitigate conflict sensitivity risks and maximize identified opportunities from the disaster effect and impact assessments.
	The recovery needs sections add the conflict sensitivity risks and opportunities that have been identified in the different sectors/ crosscutting issues, along with their mitigation measures.
PDNA recovery strategy	The recovery vision, principles, prioritization, expected outcomes and implementation incorporate conflict sensitivity considerations.

ANNEX C: TOOL 3 – CHECKLIST FOR A CONFLICT-SENSITIVE PDNA

Analysis (conflict sensitivity lens)

Has a basic conflict sensitivity lens, based on the Dividers and Connectors Analysis and/or other methodology, been developed?

Have key conflict sensitivity risks and opportunities been presented at the PDNA preparations workshop?

Conflict-sensitive PDNA process

Has conflict sensitivity been integrated into PDNA coordination and sectoral teams?

Has conflict sensitivity been considered in the sector selection?

Has the conflict-sensitive lens been applied to the planning of stakeholder consultations?

Have potential conflict-sensitive aspects of the timing of the PDNA been considered?

Has the potential conflict sensitivity of the location of the field visits been considered?

Have the PDNA process and plans been clearly communicated to mitigate any misperceptions that could pose risks from a conflict sensitivity perspective?

Conflict sensitivity in the PDNA baseline

Have the key questions for conflict-sensitive baselines been considered in all (cross) sectors?

Do all baselines include a section on risks and vulnerabilities where potential conflict sensitivity risks – and opportunities – are added?

Conflict sensitivity in the PDNA disaster effect assessments

Have the key questions for conflict-sensitive disaster effect assessments been considered in all (cross) sectors?

Do all disaster effect assessments include a section on risks and vulnerabilities where potential conflict sensitivity risks – and opportunities – are added?

Conflict sensitivity in the PDNA disaster impact assessment

Have the key questions for the conflict-sensitive disaster impact assessment been considered?

Have the following sectors and issues received additional attention with regards to conflict sensitivity: governance; gender; DRR; agriculture, livestock, fisheries and forestry; housing, land and settlements; basic services; IDPs?

Conflict sensitivity in the PDNA identification of needs

Has the recovery needs section of the recovery strategy incorporated the **costs** associated with integrating specific measures to mitigate the identified conflict sensitivity risks and strengthen the identified conflict sensitivity opportunities?

Does the risk and vulnerability section of the recovery needs section **summarize the key conflict sensitivity risks and opportunities** that have been identified in the PDNA?

Conflict sensitivity in the PDNA recovery strategy

Has the process of drafting the recovery **vision** included discussion of the conflict sensitivity risks and opportunities that have been identified, along with measures to mitigate and utilize them?

Do the guiding principles of the recovery strategy include as many of the conflict sensitivity **principles** as is appropriate?

Has the **prioritization** of sector recovery needs taken into account the conflict sensitivity risks and opportunities that have been identified?

Do the **expected outputs and intended outcomes** articulate the identified conflict sensitivity considerations?

Does the implementation section of the recovery strategy recommend a conflict sensitivity **policy** for all recovery programming?

Does the implementation section of the recovery strategy include measures to ensure the **management arrangements** for implementing the recovery strategy are conflict-sensitive?

Does the implementation section of the recovery strategy include **capacity-building** in the mainstreaming of conflict sensitivity considerations?

Does the implementation section of the recovery strategy include **technical backstopping** for key government authorities to assist with integrating further conflict sensitivity considerations into recovery programming?

Has the integration of conflict sensitivity into recovery interventions been made a priority **to access recovery funding**?

Does the implementation section of the recovery strategy recommend developing conflict sensitivity **indicators** for recovery planning frameworks?

Does the implementation section of the recovery strategy recommend developing **accountability measures** related to conflict sensitivity for inclusion in reporting templates of recovery interventions?

Does the implementation section of the recovery strategy recommend mobilizing resources to establish **grievance/feedback mechanisms** regarding the implementation of recovery interventions?

ANNEX D: ADDITIONAL ANALYTICAL METHODOLOGIES FOR CONFLICT SENSITIVITY

Conflict analysis

Conflict analyses have been developed to assist development in conflict-affected contexts. Although different methodologies exist, most analyses cover three key aspects: factors/causes; stakeholders/actors; and dynamics/drivers of conflict. Many conflict analyses also include a focus on capacities for peace. Conflict analyses provide an in-depth look at how different conflict actors and causes combine into dynamics. They are the recommended methodology for Recovery and Peacebuilding Assessments and are used to focus development interventions on tackling the causes of conflict and to help strengthen capacities for peace.

Further resources:

- United Nations/World Bank/European Union (2017). *Joint Recovery and Peacebuilding Assessments: A Practical Note to Assessment and Planning*
- United Nations (2016). *United Nations Conflict Analysis Practice Note*, version 13 May 2016
- United Nations Development Group, UNDG (2016). *Conducting a Conflict and Development Analysis*

Political economy analysis

Political economy analyses were developed to provide insights into political and economic dynamics, particularly in fragile and conflict-affected states. In addition to conventional governance assessments, they offer a systematic way of analysing dynamics of power, accountability and responsiveness. Political economy analyses focus on the relationship, distribution, incentives and contestation of power between groups and individuals. In doing so, they aim to help development assistance actors think and work more politically, and lead to more realistic expectations of what is achievable.

Further resources:

- United Nations Development Programme, UNDP (2012), *Institutional and Context Analysis – Guidance Note*
- McLoughlin, C (2014). *Political Economy Analysis: Topic Guide* (2nd Ed.) Birmingham, UK: GSDRC, University of Birmingham

Vulnerability and capacity analyses

Vulnerability analyses focus on identifying the nature of threats and hazards facing communities. These can be amended to include a specific focus on those issues related to conflict sensitivity. For example, conflict sensitivity was integrated into ActionAid's Participatory Vulnerability Tool through the identification of gaps and areas to be reinforced from a conflict analysis point of view.

Further resources:

- Conflict Sensitivity Consortium (2012). *How to Guide to Conflict Sensitivity*

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GFDRR, World Bank Group, EU, UN. *PDNA Guidelines Volume B: Culture*

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2017 PDNA Malawi: Floods

2015 RBPA North-east Nigeria Volume 1

2015 PDNA Vanuatu: Cyclone Pam

2015 PDNA Nepal: Earthquake

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2010 PDNA Haiti: Earthquake

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2010 Pakistan Floods: Preliminary Needs Assessment

2009 Palestinian National Early Recovery and Reconstruction Plan for Gaza

2008 PDNA Yemen: Tropical Storm and Floods

ANNEX F: LIST OF INTERVIEWS HELD

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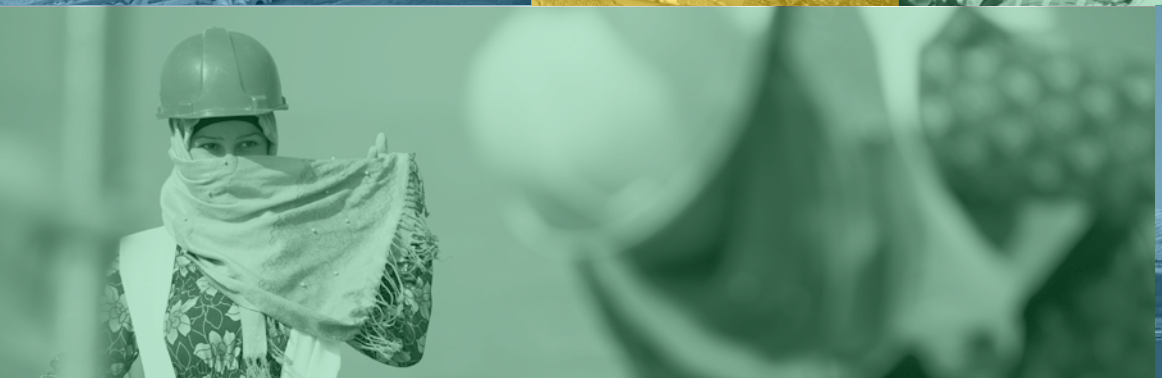


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