Guidelines for conflict-sensitive adaptation to climate change

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1 | Preface

What is this guide for?

This guide outlines how to design and implement an adaptation project in a fragile or conflict-affected context. Fragility is the inability (whether whole or partial) of a state to fulfil its responsibilities as a sovereign entity, including a lack of legitimacy, authority, and capacity. It provides guidance to ensure that an adaptation project does not exacerbate tensions and, ideally, contributes to peace and stability.

Why this guide?

Any adaptation project has an impact, either positive or negative, on political dynamics – especially in countries which are fragile or conflict-affected. If poorly designed or executed a project might unintentionally lead to tensions, even an outbreak of violence. It is therefore imperative that adaptation projects are developed and implemented in a way that they are sensitive to conflictual situations on the ground. Ideally, they should be designed and implemented in a way that they contribute to stabilise the situation and prevent conflicts.

Who is this guide for?

The guide addresses planner and project managers involved in designing and implementing an adaptation project in fragile or conflict-affected contexts. This includes donors, practitioners from central and local governments, non-governmental organisations and other implementing agencies. The guide seeks to sensitise planners and project managers how their interventions could be or have been interacting with conflict in unintentional ways and to stimulate thinking how to prevent negative impacts on conflict dynamics. The secondary audience are planners and project managers in the broader development and peacebuilding community.

What is the scope of this guide?

This guide is of general nature. It is neither prescriptive nor does it provide an in-depth treatment of policy-specific issues and challenges. It does not offer a template that will be applicable to all situations. Each country, region or project area has a unique context and will develop in a unique manner. The strategic questions and process to be followed will therefore differ from case to case. Accordingly, the guide must be tailored to different needs and audiences. The tools and method listed stem primarily from established guidelines and frameworks in the fields of humanitarian assistance, peace-building and development. Practitioners and researcher in these fields pioneered conflict-sensitivity. As such, this guideline seeks to make use of the knowledge that is already there and benefits from available insights.

How should this guide be used?

The guide comprises three major parts: Chapter One provides the overarching conceptual framework. It explains what is meant by 'conflict sensitivity' and illustrates the relevance of the notion for climate change adaptation processes. Building on the conceptual framework, Chapter Two provides detailed, practical step-by-step guidelines on how to integrate conflict sensitivity into the development and implementation of an adaptation project. The chapter is structured along a typical cycle for climate change adaptation projects and comprises four modules **(vulnerability assessment, planning & design, implementation, monitoring and evaluation).** Each module starts with a brief overview of key steps (guidelines) explained in the module and offers guidance on supplementary information and tools provided in the Annex. Chapter Three, the annex, provides supplementary information and tools which support practical implementation of the guidelines. This includes sector-specific sample questions, indicator lists, and resource lists. The Annex also contains documentations of 'good practice'-examples to further inspire the user.

It is important to note, that implementing an adaptation project in a conflict-sensitive way is a complex and challenging undertaking. Fragile and conflict-ridden contexts are characterised by difficult and fast-changing political environments. These conditions may limit the possibility to apply a conflict sensitivity approach. At the same time, even the most careful application of conflict sensitivity instruments does not guarantee success. To accept these limitations and do what is do-able in a challenging context is important. Nevertheless, it is worth striving to adhere to conflict-sensitivity principles. Continuous reflection about the consequences of project activities helps to minimise negative consequences. And mitigating new conflicts may already count as a success in fragile and conflict-affected environments.

2 | Conceptual Framework

Introduction

Climate change is one of the key challenges for both, the developed and the developing countries. With a growing world population, rising demand for food, water and energy and a dwindling natural resource base, climate change will act as "threat multiplier" (High Representative and the European Commission 2008: 2), aggravating resource scarcity and putting stress on ecological, social, or economic systems. The increase in the frequency and severity of extreme weather events caused by climate change such as storms, droughts and floods leads to deaths, injuries, widespread destruction, economic disruption and sudden displacement. Mitigating climate change by reducing greenhouse gas emissions is one way to deal with the adverse consequences; adapting to them is the other option.

Definition: What is adaptation?

Adaptation refers to "adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts. It refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change" (UNFCCC 2018).

National and international adaptation processes

There are several processes as part of the international adaptation process that may benefit from a guide on conflict-sensitive adaptation. First, the National Adaptation Plan (NAP) process was established under the Cancun Adaptation Framework in 2010. The NAP process seeks to reduce vulnerability of developing countries, especially of the Least Developed Countries (LDCs). Participating countries agreed to set up a coherent medium- and long-term strategy to cope with the consequences of climate change. The NAP guidelines calls for enhancing adaptive capacity and mainstreaming adaptation into all sector-specific and general development planning activities. The process is a country-driven and action-orientated process. It is a goal-orientated process and flexible. Based on national circumstances, countries identify the strategy and activities that, according to their vulnerability assessments, respond best to their needs.

The NAP process is complemented by and contributing to the NDC process. In the context of the COP21 in Paris, countries were asked to submit not only their nationally determined contributions (NDCs) to reduce greenhouse gas emissions, but also invited to list their intended adaptation efforts. Most of the developing countries followed the invitation and included an adaptation component in their INDCs. By 2018, 154 NDCs have been submitted of which 115 include adaptation, with 55 specifically referring to the NAPs[1]. With the ratification of the Paris Agreement, countries that included an adaptation component in their NDCs are now considering not only how to implement mitigation efforts but also how to operationalise their NDC adaptation goals. That means, by implication, mitigation and adaption are increasingly integrated. The recognition that mitigation and adaptation needs to be put into practice with regard to each other is surely a major breakthrough.

Challenges and barriers: Adaptation needs and capacities differ

Efforts to adapt to climate change increasingly require scientific expertise, political know-how, appropriate resources and public support. Many countries face significant challenges and barriers to assessing their adaptation needs and developing strategies and tools for adaptation. The international community is seeking to support those countries. To do so, various tools and guidance documents were developed at the sectoral level to facilitate adaption planning and implementation.

Adaptation strategies tend to ignore fragility risks

While the international community provides extensive support and guidance for adaptation frameworks in developing countries, there exists no specific guidance for adaptation programming in fragile and conflict-affected contexts. Considerations of peace and conflict are largely absent. This is problematic insofar as there is robust evidence that most fragile and conflict-affected countries will be highly exposed to the impacts of climate change. Given limited resources and capacities, protracted crises and violence it can be challenging for fragile and conflict-

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[1] All numbers related to NDC have been extracted from the TAAN Navigator, available at http://www.adaptationcommunity.net/nap-ndc/tool-assessing-adaptation-ndcs-taan/ (accessed 3 March 2019)

affected states to fully engage and implement adaptation activities and, thus, to effectively manage vulnerabilities. Also, as adaptation resources and benefits are allocated by international donors it is crucial to recognise that they have an impact on people's livelihoods, asset base and local power dynamics. There exists a risk that these efforts – although well-intended – may overburden the capacities of institutions, aggravate tensions and even trigger violence. At worst, this might lead to a situation where adaption measures themselves created the 'tipping point' for a fragile country to end up in a violent situation.

For potential negative effects of adaptation measures see the Annex.

Adaptation is more than a technical challenge

Adaptation is often treated as a primarily technical challenge. The apolitical character is reflected in vulnerability assessments, the analytical instruments which are used to develop adaptation strategies. Although progress has been made, vulnerability assessments typically lack a discussion of the socio-economic consequences of climate change and its impact on the political order and human security. Information of a country's fragility and conflict history tend to be ignored. There is, however, evidence that climate change in combination with other factors – such as weak governance, scarcity of resources, strong population growth or ethical tensions among others – might create new vulnerabilities and thus generate or exacerbate tension and conflict (see, for instance, Rüttinger et al. 2015). Climate change, for instance, might trigger rural-urban migration and increase competition for increasingly scarce resources in cities. Adaptation measures that ignore climate-related social consequences might be misguided in the sense that they could focus too much on technical than socio-political aspects (e.g. upgrading infrastructure vs strengthening governance and capacities to absorb rural-urban migration). However, as highlighted above, adaptation measures raise political questions as well. Depending how they are designed and implemented, they can also contribute to erode social structures and induce instability within and between states, especially in fragile contexts. Adaptation planning would therefore benefit from a greater consideration of the political implications.

Conflict sensitivity: Taking action on climate and fragility risk

To account for the links between climate change and conflict and mitigate associated risks arising out of adaptation programmes and projects themselves, climate change adaptation measures must move beyond a mere technical understanding of building resilience. They need to carefully balance needs and capacities to address climate change. Adaptation strategies, programmes and projects should be designed in a way that they (a) do not create or exacerbate conflicts and (b), ideally, contribute to peace. In short, they should be 'conflict-sensitive'.

Definition: What is conflict-sensitivity?

Conflict-sensitivity is an approach to policy-making that seeks, at minimum, to avoid causing harm and, at maximum, contribute to peace.
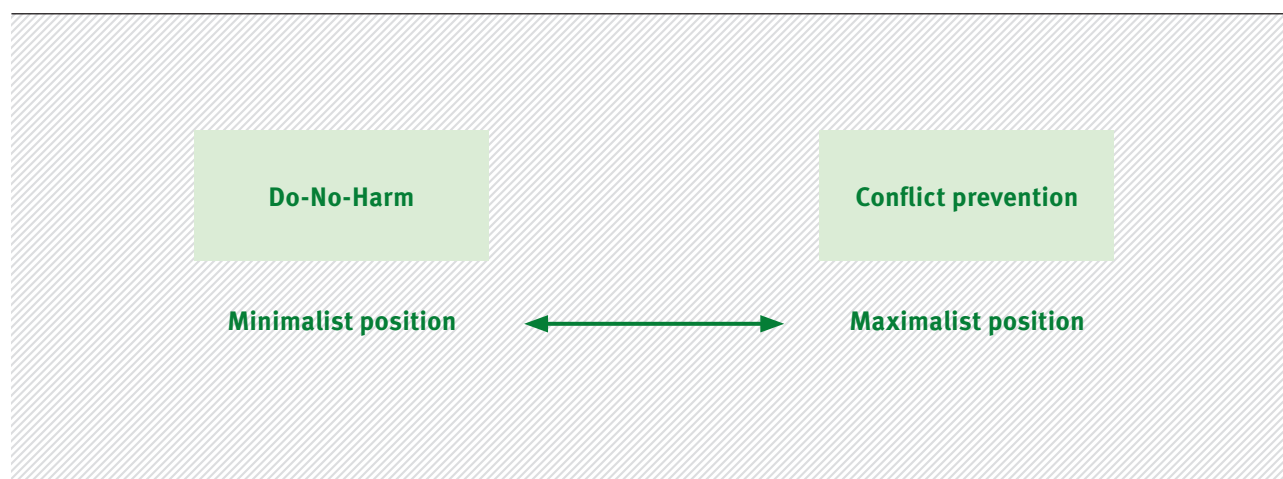
Starting point for conflict sensitivity is the assumption that no policy intervention is neutral. Any policy intervention (e.g. policy/programme/project) has unintended consequences, positive or negative, direct or indirect.

The designation of biodiversity protection area, for instance, while intended as a contribution to adaptation could unintendedly result in a violent conflict, if the government has to forcibly displace a small indigenous group reliant on this land for livelihoods. A conflict-sensitive approach seeks to anticipate and mitigate such negative consequences. To make sure that the planned designation of a protected area does not cause conflict, it would conduct a conflict analysis to detect sources of tension ex-ante and involve, for instance, representatives of that indigenous group in the planning and implementation process.

This brief illustration omits, however, the wide spectrum in ambition of conflict-sensitive approaches. There exists a minimalist and a maximalist position. A minimalist position aims to avoid making negative situations worse ("do no harm"-principle). That is, it seeks to mitigate negative consequences of a planned intervention. A maximalist position, by contrast, aims to contribute to address the causes of conflict. It seeks to contribute to re-conciliation, peacebuilding or conflict prevention.

Figure 1:

The goal of conflict sensitive approaches

Source: authors' own representation

To realise these various ambitions it is crucial that the main factors that drive or could drive conflict are identified before key project activities (e.g. planning, implementation) begin.

3 Developing and implementing a conflict-sensitive adaptation project

This guide outlines how to develop and implement an adaptation project in a conflict-sensitive way. It is structured along the "typical" phases of a climate change adaptation project cycle and comprises four modules.

Each module provides step-by-step guidelines on how to integrate conflict sensitivity. Table 1 provides an overview of the typical project phases and the key activity of the modules.

Table 1:

Conflict sensitivity in the project cycle

Phases	How to integrate conflict sensitivity	
Vulnerability assessment	**Module 1:** Supplement the vulnerability analysis with a conflict analysis to identify conflict factors and risks	
Planning and design	**Module 2:** Conduct a pro-peace analysis to identify opportunities to promote peace and security (if desired)	
Implementation	**Module 3:** Conduct an impact assessment to anticipate possible negative interaction between the project and the conflict context, and revise the project accordingly	
Monitoring and Evaluation	**Module 4:** Track and prevent unintended negative impacts	

Source: authors' own representation

Each module starts with a brief overview of key steps explained in the module and offers guidance on supplementary information and tools provided in the **Annex.**

3.1 Module 1: Vulnerability analysis supplemented by a conflict analysis

What will you learn in this module?

The module will show you how to conduct a conflict analysis.

Key steps:

1. Conduct a basic conflict analysis to identify current conflict factors and risks
2. Determine the scope of you project: do-no-harm OR conflict prevention
3. If conflict prevention, integrate climate risks into the conflict analysis

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Step 1: Conduct a conflict analysis

At the outset of any adaptation initiative is the identification of climate change impacts. This is typically done via a vulnerability analysis. For a conflict-sensitive adaptation project you need to supplement the vulnerability analysis with a conflict analysis. The conflict analysis should be conducted for all projects planned in fragile or conflict-affected states. To find out if you are working in a fragile or conflict-affected state, you may wish to consult popular indices such as, for instance, the Fragile State Index or Freedom House Index.

Goal of a conflict analysis is to gain a thorough understanding of the fragile or conflict-affected situation on the ground. The information helps you to better understand the (f)actors that fuel or re-inforce fragility and conflict and serves as an important source of information for developing and implementing an adaptation project. Table 2 lists key topics and sample questions of a "typical" conflict analysis.

In the **Annex on Module 1** you will find further guidance on how to conduct a conflict analysis and where to obtain the necessary information.

Table 2:

Key questions for a conflict analysis

Topic	Question to address
Conflict profile	**What is the political, economic, socio-cultural context?** • What are the emergent political, economic, ecological and social issues? • What specific conflict-prone/affected areas can be situated within this context? • Is there a history of conflict?
Conflict causes	**What are the structural sources of the conflict?** • What issues can be considered as proximate causes of conflict? • What triggers can contribute to the outbreak/further escalation of conflict?
Conflict actors	**Who are the main actors?** • What are their main interests, goals, positions, capacities and relationships? • What actors can be identified as (potential) spoilers of peace? Why? What are their incentives?
Conflict dynamics	**What are the current conflict trends?** • What are windows of opportunity? • What scenarios can be developed from the analysis of the conflict profile, causes and actors?

Source: adapted from Conflict Sensitivity Consortium 2012: 4-5

Step 2: Determine the scope of your project

Having explored the conflictual situation on the ground, you should then define the scope of your project: Do-no-harm (minimalist position) or the prevention of future (climate-induced) conflicts (maximalist position). If you want to do more than do-no-harm and address future conflict risks, continue with step three. Otherwise, continue with Module 3.

Step 3 (if applicable): Integrate climate risks into the conflict analysis

If you want to develop an adaptation project that also aims to prevent possible climate-induced conflicts review the conflict analysis and consider how climate change might affect the fragile or conflictual situation on the ground in the future.

The way to do so is to review the previous conflict analysis (profile, causes, actors, dynamics) in light of a "theory of change". The "theory of change" entails a number of hypotheses why and how climate change could affect or even trigger a conflict in the future. There exists numerous ways how climate change could affect or even trigger a conflict. Hypotheses that are commonly referred to in the literature are:[2]

- **Direct resource competition.** Climate change results in greater relative scarcity or abundance of a specific natural resource. These constraints can induce competition which can produce new tensions, particularly if resource management institutions to resolve disputes are seen as illegitimate and weak.

- **Increased grievances over relative deprivation.** Climate change-induced resource scarcity may affect relative prosperity between groups. People who depend on natural resources for their livelihoods will find their lives endangered as climate change reduces grazing land and dries up water sources. This may lead to impoverishment and food insecurity, and increase human suffering.

- **Increase in extreme weather events.** Climate change contributes to or intensifies natural disasters, such as floods or droughts, which can have severe socio-economic consequences such as sudden displacement, migration, economic disruption etc.

These hypotheses are a useful starting point. However, while all three hypotheses assume adverse consequences, it is important to keep in mind that the impacts of climate change are not necessarily in all cases negative even though the sum of all impacts might be. For instance, climate change might also fuel the growth of a particular natural resource in certain areas. Also, climate impacts will be highly localised. They might vary from country to country and within the country. From a methodological perspective, it makes therefore sense to develop your own hypotheses based on available projections of climate change in the area. Table 3 illustrates sample questions how to review the conflict analysis.

Further resources and conflict analysis tools

Conflict Sensitivity Consortium (2012): How-to guide to conflict sensitivity

DFID (2012): Conflict Sensitivity Screening Tool

GIZ (2007): Practitioner's guide: Conflict sensitivity and risk management strategy

SIDA (2006): Manual for conflict analysis

Wallace, M. (2015): From principles to practice: A user's guide to do no harm

USAID (2015): Climate change and conflict - An annex to the USAID climate-resilient development framework

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[2] See, for example, USAID 2015: xi.

Table 3:

Illustrative questions to review the conflict analysis

Topic	Question to address
Conflict profile	**How will climate change alter the political, economic and socio-cultural context?** • Are higher temperatures likely to increase competition and conflict in areas with a narrow resource base? • Are more frequent extreme weather events (e.g. droughts, flooding, heat waves) likely to contribute to aggravate long-simmering tensions between various groups (e.g. farmers vs pastoralists) about increasingly scarce resources? Could they lead to social unrest, even conflict? If so, how?
Conflict causes	**Are there sources of tensions between groups that could be exacerbated because of climate change?** • Could climate change impact agricultural production and food markets, leading to volatile food prices? How would this impact marginalised populations such as ingenious communities? Urban/rural populations? • Could changing precipitation patterns lead to improved agricultural production in some areas? • Will climate change negatively impact state legitimacy due to reductions in natural-resource based livelihoods and increased reliance on informal or illicit livelihoods? • Could sea-level rise lead to displaced people, conflicts of land tenure and property rights?
Conflict actors	**How will climate change impact the key actors interests, resources and strategies?** • Are there groups that are or will be disproportionally affected by climate change? How? • Are there groups that will benefit from climate-induced changes? Who is likely to lose out? • How will patterns of relative benefit and deprivation impact the relations between various groups? Could new alliances be formed? • What is the capacity of marginalised groups such as indigenous communities to respond to climate change risks? Are they prepared for changes in need or in need for service delivery?
Conflict dynamics	**How will climate change impact societal patterns and institutional performances?** • Is climate variability likely to give rise to migration (e.g. rural – urban migration)? If so, how well prepared are institutions at the points of departure and arrival to manage population migration induced by climate change? • How might the socio-economic consequences of climate change impact local government functions, the delivery of services, local infrastructure? • How sufficient are funding resources and governance capacities to help vulnerable people to address climate change?

Source: authors' own representation

3.2 Module 2: Planning and design supplemented by a pro-peace analysis

What will you learn in this module?

The module will show you how to develop a project that contributes to positively influence conflict dynamics.

Key steps:

1. Conduct pro-peace analysis

2. Identify opportunities to secure peace and security into the conflict analysis

Step 1: Conduct a pro-peace analysis

The planning and design stage refers to the practice of identifying options to adapt to climate change and identify and evaluating them in terms of criteria such as availability, benefits, costs, effectiveness, efficiency and feasibility. If you want to develop an adaptation project that offers additional synergies by contributing to promote peace and security, the previous conflict analysis should be supplemented by a "pro-peace analysis".[3]

Purpose of a "pro-peace analysis" is to get a thorough understanding of the connectors and local capacities for peace. The goal is to identify issues and actors promoting collaboration, cooperation or non-violent competition and uncover structures and mechanisms for conflict resolution and peacebuilding. This information helps you to develop options of action to positively influence the conflict dynamics. Table 4 lists key topics and sample questions that may inform the "pro-peace" analysis:

Table 4:

Key topics and questions of a pro-peace analysis

Topic	Question to address
Needs for peaceful development	**What are the region's/country's/sector's needs to reduce or overcome the sources of conflict/fragility?** • What needs to happen to make peace/stability a reality in the coming years? To improve technology? To strengthen governance?
Connectors and local capacities for peace	**What issues connect people?** • What issues bring people together? Which (f)actors support social cohesion? • What actors seek collaboration and promote peace? What do they do with and to each other that demonstrates connection? What decreases tension between these (sub-)groups? • Which institutions, approaches and capacities already exist for conflict resolution and peacebuilding?
Opportunities for action to positively contribute to peace and security	**Are there any specific needs to which the programme/project could contribute?** • How could such a contribution look like? Which concrete actions/activities would be conducive to support peace and security? • Which concrete outputs would have to be delivered to meet identified needs?

Source: authors' own representation

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[3] We use the more simplified term "pro-peace analysis" to refer to an "Analysis of connectors and local capacities for peace". The "Analysis of connectors and local capacities for peace" is an own analytical step in the seven-step Do-No-Harm framework (see exemplarily CDA 2004: 3 or Wallace 2015:117). Often this type of analysis is also integrated in Peace and Conflict Impact Assessment (PCIA) frameworks (see, for instance, the PCIA framework originally developed by Kenneth Bush 1998). For a consolidated list of various PCIA frameworks see also the website of Peacebuild: http://peacebuild.ca/en/pcia-assessing-impacts/pcia-bibliography (accessed 3 March 2019).

Step 2: Identify opportunities to promote peace and security

Once the opportunities for promoting peace and security are identified, develop concrete project ideas that are focused on supporting the needs for peace and security. There are, of course, numerous projects that can be undertaken to address core conflict factors and peace-building needs. The ideas will be highly context and sector-specific.

The following table is an indicative list of ideas that project managers can use to reduce conflict risks related to water scarcity. The proposals are largely informed by the water sector strategy of the German Ministry for Economic Cooperation and Development (BMZ 2017).

In the **Annex on Module 2** you will find further sector-specific examples.

Table 5:

Key topics and questions of a pro-peace analysis in the water context

Topic	Short-term project goals	Long-term project goals
Improve technology, public awareness and water management	• 'Do more with less' and introduce efficient irrigation, technologies drought resistant crops, etc. • Conduct a public awareness campaign to encourage water conservation and recycling and reduce demand for water • Increase water harvesting (catchment dams, rain-water tanks, etc.)	• Improve water catchment areas by improving river basin management • Broaden the access to water by reducing leakages and increasing recycling efforts • Invest in water infrastructure to widen access to water, reduce leakage and increase recycling
Strengthen water governance	• Review and revise legal framework for water management • Collect baseline data for water access and availability • Conduct an Environmental Impact Assessments (EIAs) for all major public and private water projects	• Support capacity development at national and local levels to address inequitable access to water for marginalised groups • Conduct trainings and capacity building on integrated water resources management • Develop mechanisms for better coordination between water management institutions
Increase public participation, transparency and accountability in water management	• Support dialogue mechanisms around water management between different user groups • Provide capacity building to enable stakeholders to become more involved in decision-making	• Encourage community-level management of water resources and provide training for management committees • Provide financial support to improve the flow of information to stakeholders
Improve dispute settlement measures	• Support dialogue mechanisms around water management between different user groups • Provide capacity building to enable stakeholders to become more involved in decision-making	• Provide capacity building for more rapid, equitable resolution of water disputes in traditional and modern institutions
Engage in a broader dialogue over transboundary water resources	• Review traditional and modern dispute settlement mechanisms to identify overlaps • Clarify water rights at local and regional level	• Support (financially and politically) the development of regional transboundary commissions • Encourage a shift in perception from sharing water (zero-sum) to sharing wider suite of benefits from water use (potential innovative, win-win scenarios)

Source: authors' own representation

3.3 Module 3: Implementation supplemented by an impact assessment

Step 1: Anticipate, assess and evaluate the impact of a project

Being conflict-sensitive implies that a project is designed in a way, that it does not adversely create or exacerbate conflict ('do-no-harm'). To find out, if this is the case you need to anticipate, assess end evaluate the impact of the conflict on the proposed project and vice versa – the impact of the project on the conflict.

It is a two-way assessment that uses the insights from the previous (peace and conflict) analysis to review the project design by identifying and assessing (a) the positive and negative impacts the conflict could have on the project and (b) the positive and negative impacts the project could have on the conflict.

The result of this impact assessment is a short report that contains a number of (potentially competing) hypotheses including the causal mechanisms about how the proposed intervention may connect to an outcome, and recommendations for making the intervention conflict-sensitive. Table 6 proposes an analytical procedure and lists guiding questions. Due to data constraints the information base may require to reach beyond a mere desk research and, for example, to conduct interviews with relevant stakeholders.

Step 2: Revise project to minimise risks and maximise opportunities (if necessary)

The next step is to integrate the findings from your analysis into project. The key task is to review all parameters of the intended programme/project (the goal, design and implementation strategy) in light of the analytical findings.

Translating analytical findings into practical revisions of a project's key parameters (What? Who? Where? When? How?) is a challenge. It requires intensive reflections and consultations within the project team but also with partners and other stakeholders. By implication, sufficient time and resources must be dedicated for this revision.

The guiding principle for the revision is thereby to minimise risk and to maximise opportunities. There are numerous ways how to minimise risk and maximise opportunities. There are no boundaries. Consider, for instance, to involve different or additional actors for implementation; discuss to relocate the implementation of some key activities or review procurement policy. If applicable, you might also consider to creating some added value, e.g. create access to markets, launch a road-building initiative, improve access to health care for the local population (see Module 2)

In the **Annex on Modul 3** you will find a practical example how a conflict analysis informed a project revision.

Table 6:

Key topics and sample questions of an impact assessment

Topic	Activity	Guiding question
Effect of the conflict on the initiative	Describe negative and positive ways in which the conflict context could impact the project	What and how may conflict factors affect the project?
Effect of the initiative on the conflict	Describe negative and positive ways in which the project could impact the conflict context	What risks and opportunities do exists? How might the project create conflict or build peace?
Contribution assessment	Assess strengths and weaknesses of the claims; find or build evidence indicator	Which links of the result chains are strong and weak?
Risk mitigation and peace promotion strategies	Identify and recommend ways how to mitigate risks and promote peace	How could the project be re-designed to avoid having negative impacts and to maximise positive impacts?

Source: authors' own representation

Further information on impact assessments

Bush, K. (1998): A measure for peace: peace and conflict impact assessments (PCIA) of development projects in conflict zones

Bush, K. (2009): Aid for peace: A handbook for applying peace & conflict impact assessment (PCIA) to Peace III projects

Friedrich-Ebert Foundation (2007): Peace and conflict impact assessment: methodological guidelines

Journal of Peacebuilding and Development (2014): Volume 9:1. Special Issue on PCIA

3.4 Module 4: Monitoring and evaluation of conflict sensitiveness

What will you learn in this module?

This module shows you how to integrate conflict sensitivity into a Monitoring and Evaluation (M&E) framework.
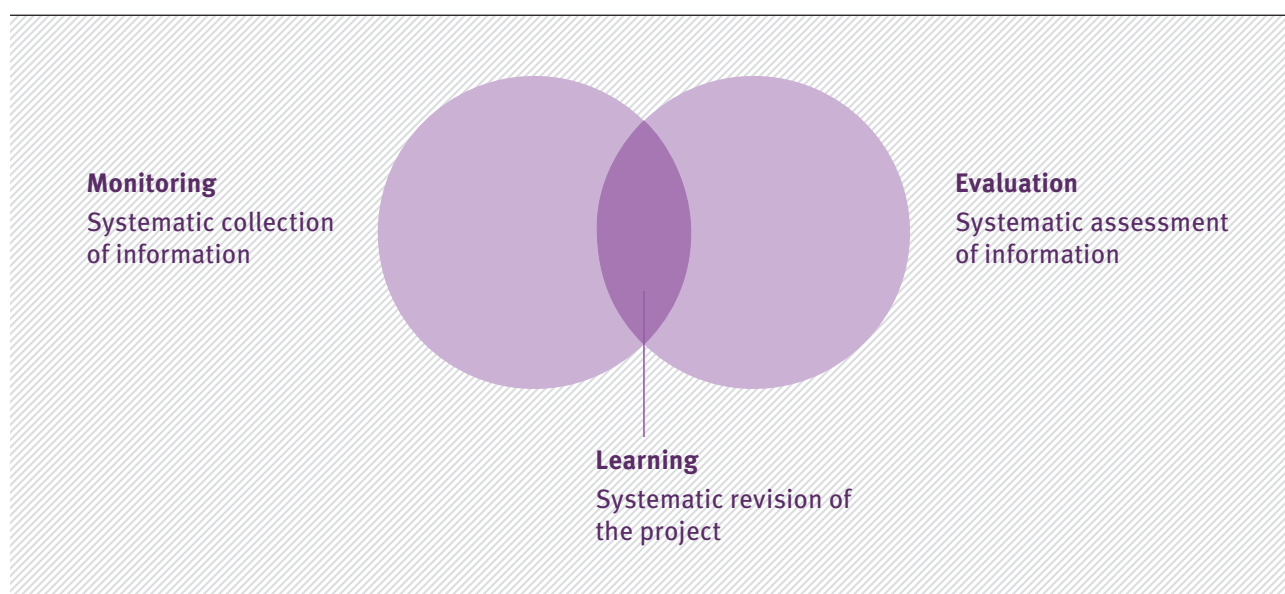
Key steps:

1. Develop evaluation criteria and operationalise evaluation criteria
2. Gather and analyse data
3. Revise the project, to minimise risks and maximise opportunities (if necessary)

Step 1: Develop and operationalise evaluation criteria

Monitoring and Evaluation (M&E) is the 'reality check' of an adaptation project. The core of monitoring and evaluating conflict sensitivity is to track and prevent the negative impacts of the project on the conflict context and of the conflict context on the project. M&E conflict sensitivity should be understood as a continuous monitoring and rigorous evaluation of a project's process and impact. It means checking that certain processes are in place to enable conflict sensitivity (e.g. conflict analysis; implementation of risk mitigation strategy) as well as uncovering conflict-escalating activities that affect the project or arise out of the project. If there are possible negative effects, the project should be revised accordingly.

Figure 2:

Monitoring and Evaluating Conflict Sensitivity

Monitoring
Systematic collection of information

Evaluation
Systematic assessment of information

Learning
Systematic revision of the project

Source: authors' own representation

There exist numerous evaluation designs. The right design depends largely on the specific context and project. On a more general level, three criteria seem to be particularly helpful to evaluate the conflict sensitivity of a project:[4] Relevance, Impact and Effectiveness.

Relevance criterion refers to considerations regarding the implementation process. It captures the degree to which a project's implementation has been responsive to the local context and its changing conflict dynamics.

If the project is tailored to the local context (for instance, with the aid of a conflict analysis), then it enables relevance. The Impact criterion refers to the wider results of the project, intended or unintended, positive or negative. The Effectiveness criterion with regard to conflict sensitivity refers to considerations whether a project has successfully mitigated conflict-related risks and/or contributed to promote peace and security. Table 7 summarises these ideal-typical M&E criteria.

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[4] For this approach see Goldwyn, Chigas 2013

Table 7:

Sample evaluation criteria and key questions

M&E criteria	Key question
Relevance	Is the project responsive to the conflict context and vice versa?
Impact	What are effects, intended or unintended, on tensions, vulnerabilities, grievances, connectors and capacities for peace?
	What is the context and role of local actors?
	How have power relations and control over distribution of resources changed?
	What is the role of participation, transparency, accountability?
	How have gender relations been affected?
	Has staffing and interagency coordination been improved?
Effectiveness	Are conflict mitigation measures effective in managing conflict?

Source: adapted from Goldwyn, Chigas 2013: 15

Step 2: Gather and analyse the data

There are a number of ways to operationalise the criteria and thus tools to identify and measure a project's relevance, impact and effectiveness. They include indicators, interviews, and qualitative assessments. A list of relevant indicators and methods is provided in the Annex.

Step 3: Revise the project to minimise risk and maximise opportunities

For this step see again Module 3, step 2.

Further resources and conflict analysis tools

Conflict Sensitivity Consortium (2012): How to guide to conflict sensitivity

GIZ (2014): Kontext- und konfliktsensibles Wirkungsmonitoring

Goldwyn, R.; Chigas, D. (2013): Monitoring and evaluating conflict sensitivity: methodological challenges and practical solutions

OECD (2012): Evaluating peacebuilding activities in settings of conflict and fragility: Improving learning for results

Safer World (2004): Conflict-sensitive monitoring and evaluation

USAID (2004): Conflict-sensitive programming through monitoring and evaluation

Additional reading

DME for Peace (http://dmeforpeace.org/): An exchange platform of practitioners and academics that share best and emerging practices on how to design, evaluate and monitor peacebuilding programmes.

4 Annex: Toolkit for conflict-sensitive adaptation

4.1 Module 1: Tools for problem diagnosis and needs assessment

4.1.1 Negative impacts of project on a fragile or conflict-ridden context

The way how a project might contribute to fuel or even trigger a conflict might not be clear from the outset. The following table provides with an idea how a project might exacerbate a conflict:

Table 8:

List of potential impacts and examples of conflict (in)sensitive planning

Effects of Actions	Definitions	Conflict insensitive examples	Conflict sensitive examples
Distribution Effect	Distributing resources, information, services, water etc. along the lines of an existing tension or division	e.g. providing support only to IDPs or refugees and overlooking host community	Recognising that host community vulnerability has increased with IDP/refugee presence and supporting host community as well
Legitimisation Effects	Giving legitimacy to a group or leader by working with them	e.g. using a beneficiary list from a tribal or political leader or security forces rather than having transparent and neutral selection criteria	Cross checking distribution lists from different leaders to assure equal representation
Market Effects	Changing local markets with an influx of outside resources	e.g. providing resources from outside the region can alter market prices, value change and labour patterns	Using or building local markets to benefit from resource and labour demands of IDPs and refugees
Substitution Effects	Replacing existing functioning systems or structures	e.g. providing trucked water to an area where services are present but weak, rather than strengthening government capacity	Working with community water and sanitation authorities to improve basic services to benefit IDPs as well as host community
Theft/ Diversion	Fuelling the conflict or division with stolen or diverted resources	e.g. portions of distributions/ resources are provided to security staff or tribal members as "repayment" for assistance	Maintaining clear distribution policies, including tracking or resources, complaints mechanisms, and resource inventories

Source: UNDP 2016: 3

4.1.2 How to conduct a conflict analysis

Conducting a conflict analysis involves various steps and, ideally, local actors. Ideally, it involves not just desk research but field studies and interviews with local actors. A comprehensive conflict analysis is therefore a time and resource consuming process for which programme/project planners should calculate about 6-12 weeks. The next section provides practical guidance on how to conduct an "ideal-typical" conflict analysis (modified from SIDA 2006:9).

Main steps in a conflict analysis

1. Contact the relevant regional/thematic officer (e.g. country/regional programme manager) in your organisation to get a preliminary idea of the conflict situation in the country/region

2. Reach out to other agencies and international organisations for more specific information and analyses (in particular recently concluded or planned conflict analyses) regarding the conflict situation

3. Gather and analyse relevant knowledge and material that is pertinent to compile the report (e.g. research relevant websites, databases, key documents)

4. Consult with suitable experts who have relevant expertise on the specific country/region/developments/dimensions to fill gaps and verify gained insights;

5. To include all relevant perspectives, conduct fields trips to meet representatives of various local stakeholders (e.g. local authorities, conflict actors, local experts, donors, other implementing agencies? entities?); conduct interviews and/or enable an open dialogue to gather information or reflect on insights

6. Write reports and discuss report findings with programme/project staff, and relevant stakeholders; Take care that various perspectives are integrated

7. Once the analysis is compiled, identify risks and opportunities and develop concrete recommendations for the successful operation of the programme/project and hold a concluding meeting to discuss integration of issues

4.1.3 Resource list to conduct a conflict analysis

As a first step to gather the necessary information you need for the conflict analysis numerous sources, from primary to secondary sources are useful. The following table lists a number of organisations and databases that could be useful to compile the analysis. The specific issues relating to conflict can be found at the links listed below.

Table 9:

Resources list as a first step to conduct a conflict analysis

Organisation/Database	Website
Chatham House	https://www.chathamhouse.org/
Clingendael (Netherlands Institute of International Relations)	http://www.clingendael.nl/
Conciliation Resources (Conflict database)	http://www.c-r.org
Development Assistance Committee (DAC)	http://www.oecd.org/dac/
Department of Peace and Conflict Research, Uppsala University	http://www.pcr.uu.se/research/UCDP/
Donortracker (Analysis of donor funding trends and strategic priorities)	https://donortracker.org/
Uppsala Conflict Data Program (Conflict Database)	http://ucdp.uu.se/?id=1
Economic Atlas (Harvard University) (Database on trade flows)	http://atlas.cid.harvard.edu/
European Platform for Conflict Prevention and Transformation	http://www.euconflict.org/
Food and Agriculture Organisation (FAO) (Database on food and agricultural statistics)	http://www.fao.org/statistics/en/
FrieEnt (German Working Group on Peace and Development)	https://www.frient.de/en/
German Institute for International and Security Affairs (SWP)	https://www.swp-berlin.org/en/
German Institute for Global and Area Studies (GIGA)	https://www.giga-hamburg.de/en
Globe of Economic Complexity Atlas (Harvard University) (Visualisations on economic linkages)	http://globe.cid.harvard.edu/
Institute for Peace Research and Security Policy (IFSH) at the University of Hamburg	https://ifsh.de/en/
International Monetary Fund (IMF) (Database on economic statistics)	https://www.imf.org/en/Data
International Monetary Fund (IMF), Article 4 Consultations (Economic Country reports)	https://www.imf.org/external/np/sec/aiv/index.aspx?listby=c
International Monetary Fund (IMF), World Economic Outlook (Global economy reports)	http://www.imf.org/external/ns/cs.aspx?id=28
International Alert	http://www.international-alert.org//
International Crisis Group (ICG)	https://www.crisisgroup.org/
International Development Research Centre (IDRC), Canada	http://www.idrc.ca/
Institute for Development Studies, University of Sussex, UK	https://www.ids.ac.uk/
OECD Aid Database (Database on official development assistance)	http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/
Peace Research Institute Frankfurt (PRIF)	https://www.hsfk.de/en/no_cache/
Reliefweb	http://www.reliefweb.int/
Saferworld	http://www.saferworld.co.uk/
UN Development Index (Database on development indicators)	http://hdr.undp.org/en/data
UN COMTRADE (Database on international trade indicators)	http://hdr.undp.org/en/data
World Bank Development Indicators	http://data.worldbank.org/data-catalog/world-development-indicators

Source: authors' own representation (all links were last accessed in August 2019)

4.2 Module 2: Tools for planning and designing

4.2.1 Sample questions for conflict sensitivity in selected sectors

The following sample questions are designed to provide inspiration for conflict assessment for programmes and projects in the water and land sector.

Table 10:

Sample questions for conflict sensitivity of the water sector

Topic	Key question
Water conflict profile	• Are there any water conflicts or manifestations of water conflict? • How does this water conflict manifest? What are key issues? • Where can this water conflict be situated geographically? What are affected key regions? • Are there pre-existing water conflicts or manifestations thereof? **If you want to prevent future conflicts consider also:** • How will the distribution, quality, quantity of water change as a result of climate change? What are the impacts on various user groups? How could the impact affect the existing conflict/trigger a future conflict? • How will other stress factors (such as population growth, growing industry needs, urbanisation) affect water availability and distribution?
Water conflict cause	• Why does water lead to conflict? • Which traditional and modern institutions govern the access to water? How are conflicting needs addressed? Is there a conflict-resolution mechanism? • Which factors lead to insufficient, unequal or privileged access to water? Are there governance problems? How do they impact water access? Do water management institutions favour some groups over others? If so, why and how? Formal or informal (e.g. through corruption)? **If you want to prevent future conflicts consider also:** • Are there sources of tensions that could be exacerbated or addressed because of climate change (e.g. through changing precipitation patterns/rising sea-level)? • Are existing institutions adequately prepared to solve future water-related conflicts?
Water conflict actors	• Who is using water for what? • How dependent are users on water for their livelihoods/lifestyle? • How do different users perceive the impact of less water on their livelihoods/lifestyles? • What alternative access to water do they have, if any? • What cultural significance does water hold for its users (both men and women)? **If you want to prevent future conflicts consider also:** • What are the impacts of climate change on various groups? • Which group is likely to benefit from climate change (if any), who will lose out? Why? • Could declining water availability and quality in some areas induce migration (e.g. rural-urban migration)? How will this affect water supply in destination areas?
Water conflict dynamics	• What are current conflict trends? Are the prices of water too high? Do water institutions lack sufficient technical, financial and human resources to provide water for all? • Is there a conflict resolution mechanism? Is this mechanism perceived as legitimate? Is it sufficiently resourced and effective? **If you want to prevent future conflicts consider also:** • Which group is likely to benefit from water shortage (if any), who will lose out? How might water shortage alter the role of government support schemes? If water is subsidised, is this scheme put on a financially sustainable path?

Source: authors' own representation

Table 11:

Sample questions for conflict assessment of the land sector

Topic	Key question
Land conflict profile	• Are there any land disputes or manifestations of land conflict? What sorts of disputes exist? • How do these disputes manifest? What are key issues of the dispute? • Where are these disputes located? Are these disputes at the local, regional, national level? • Is there a history of land disputes? **If you want to prevent future conflicts consider also:** • How may climate change alter land use patterns? How will climate change alter soil quality? What will be direct and indirect effects? • How will the climate-induced degradation of land (through erosion, desertification, salination of soil) affect land disputes? • Which regions will be particular affected by soil degeneration? Who owns this land? How will climate change affect the future use of soil?
Land conflict causes	• Why are the disputes about land? • Which traditional and modern institutions govern the allocation and use of land? Is there clarity among landholders as to their rights over land? Do existing laws recognise the land rights of less powerful actors? • How are conflicting needs addressed? Is there a conflict-resolution mechanism? Are rights equitable between men and women? What distinctions exist among social groups (ethnic, tribal, generational etc)? **If you want to prevent future conflicts consider also:** • How have land use pattern been changing over time? How might climate change affect these patterns? • Are there sources of tensions that could be exacerbated or addressed because of climate change? • Are existing institutions financially and technically adequately prepared to address future land-related disputes (e.g. due to shortage of fertile land)?
Land conflict actors	• Who is using land for what? How is the relationship between those groups? • What symbolic and/or socio-economic importance does land hold for its users, both men and women? **If you want to prevent future conflicts consider also:** • What is the capacity of small land owners to respond to climate change risks? Are they prepared for changes or in need of service delivery? • How will patterns of relative benefit and deprivation of climate change (e.g. soil degeneration) impact the relation between various groups?
Land conflict dynamics	• What are current conflict trends? Is the demand for land changing? What land tenure and access rights exist and how are they determined? Is there clarity among landholders as to their rights over land? • How does land management interact with wider conflicts and problems the area or region is experiencing? **If you want to prevent future conflicts consider also:** • What is the capacity of institutions that govern the allocation and use of land? Is it well equipped to address climate-related risks? • Will smallholder migrate from rural and urban areas? How will this affect the relation between various groups? How sufficient are resources and governance capacities in cities to address rural-urban migration?

4.2.2 Opportunities for peace: Peace-building in the water sector

The following table lists various ideas how an adaptation project can contribute to peace and security and prevent grievances from escalating into violent conflict

Table 12:

Opportunities for peace

Problem	Opportunities	Means
Poverty and economic inequality	Address economic inequalities of marginalised groups	Job creation for marginalised youth Improving socio-economic opportunities for marginalised ethnic minorities
Poor governance and weak state institutions	Democracy, rule of law and respect for human rights (including minority rights)	Institutions capable of managing change and resolving disputes, such as ombudsman and independent judiciary
Absence of cross-cutting social and civil society organisations	Development of a vibrant and democratic civil society with cross-cutting interdependence	Support to civil society organisations promoting a multitude of cross-cutting identity markers (commerce, politics, human rights, culture)
Environmental insecurity (resource-based conflicts)	Sustainable use of natural resources	Support to reform of systems of land rights Diversification of economy or support of state control of natural resources
Gender inequality	Women's active participation in peace processes	Capacity building for women's networks
Incompatible interests	Understanding of counterparts' positions, power-sharing and co-operation and adherence to international law	Supporting independent and pluralistic media Supporting democracy through power sharing and participatory processes Supporting civil society/NGOs/Mediation/Reconciliation/Peace education/Information about rights
Fear/Distrust	Reducing fear/building trust	Facilitating dialogue, reconciliation and confidence building measures

Source: based on SIDA 2006:17

4.3 Module 3: Tools for implementation

4.3.1 How to integrate conflict sensitivity into a project

Table 13 provides a practical example how conflict-sensitivity has been weaved into a project.

Table 13:

Integrating conflict sensitivity into a project

Project design question	Initial project design	Possible impact of project on context and context on project	Conflict sensitivity adjustment/ re-design	Indicators
What?	Livelihood and income-generating activities	Opportunity: using livelihood and income-generating activities to bring Samburu and Pokot communities closer together, thereby increasing scope and effectiveness of activities for the targeted areas	Inclusion of some specific activities with both livelihood and peace-building objectives, for example, creating a market to be access, used and overseen by both Pokot and Samburu communities (involving the Turkana progressively where possible) and a road building initiative between Samburu and Pokot	Proportion of youth undertaking alternative livelihood options to cattle raiding. Decreased incidents of inter-community raids leading to violence. Proportion of project participants in Pokot and Samburu communities perceiving the project as benefitting both communities equitably
Who?	Mainly Samburu project participants. Implementing team: Diocese of Maralal	Risk: project seen as benefitting one group over another and reinforcing existing divisions that contribute to violence	Broadening of participation in project to Pokot communities (in key activities). Training on conflict sensitivity for staff, partners and some representatives from both communities	
Where?	Key project areas predominantly Samburu or more easily accessible by Samburu	Risk: project seen as benefitting one group over another and reinforcing existing divisions that contribute to violence. Security concerns for project staff travelling to non-Samburu areas	Relocate the implementation of the key activities to areas more accessible for the Pokot, prepare in advance and monitor security level for staff travelling to new areas	
How?	Standard procurement policy not taking into account conflict context	Risk: procuring good mostly from one community and from same segment of that community, reinforcing divisions	Reviewing procurement policy to include consideration of balance of procurement, and ensuring transparent communication of criteria and selection process to both Samburu and Pokot	

Source: Conflict Sensitivity Consortium 2012: 10

4.3.2 Experiences from the field: Enabling conditions for conflict-sensitivity

This section highlights 'enabling factors' that come into play when conflict sensitivity is put into practice during the implementation. It also illuminates the social interactions in key relationships. The section highlights the importance of capacity building, feedback mechanisms and a participatory approach.

Capacity building: If necessary, create a training programme

To implement a project in a conflict sensitive way requires, first of all, awareness of conflict sensitivity principles. Project staff, partners and donors need to understand that the project or the project team's action can contribute to conflict. The project manager (PM) needs to explain the importance of conflict sensitivity to staff, donors and other stakeholders.

The induction workshop offers thereby an ideal platform. Including an introduction to conflict sensitivity in the induction workshop schedule will help to ensure that new project staff, partners and donors are made aware of conflict sensitivity and how it relates to the specific role they will play. The goal is to generate a commitment across project stakeholders for conflict sensitivity.

If this topic is new to the group or if knowledge thereof varies tremendously, it might be necessary to build capacity and arrange a specific training for staff and/or stakeholders. The training could also be integrated into the training programme that was already planned. The training goal is to ensure that at least all staff members develop or reinforce their conflict sensitivity competencies so that all are on the same page to fulfil their expected roles in the project. If necessary, negotiate an extra budget line with the donor.

Feedback: allow for a safe space and be accountable

The capacity training needs to be reinforced by institutionalised learning processes that facilitate and encourage reflection on practical experiences on the ground ("feedback rounds"). As highlighted in the previous section on M&E, the goal of these feedback rounds is to capture unintended consequences. The feedback rounds should not only be limited to the project team and related stakeholders. They should involve target beneficiaries and other local actors, especially vulnerable and marginalised groups. Consultations undertaken excluding such actor groups (or others) may risk triggering additional tensions.

The feedback rounds should be designed to allow for a safe space. Key is to enable an open, critical discussion. The possibility to speak openly and frankly about sensitive issues is critical for a conflict sensitive approach. This requires trust. Trust is usually gained through frequent social interactions. Accordingly, establish a regular feedback channel for the project. Have regular meetings (for instance, at a monthly basis) with project staff as well as with target beneficiaries to discuss project activities and their consequences. Be as transparent as possible to ensure accountability. Also, make clear that all views and complaints are justified. Express a serious commitment that project-related disputes will be addressed.

However, make no false promises and point out that no project is ever perfect. Allow for a two-way feedback mechanism, if people wish so as the information is too sensitive to be shared with others. Take notes of the feedback received and use it as a reference source for project decision-making or even project revision.

Participatory approach: Integrate local partners and pay attention to their role

Many agencies work through local partners and with target beneficiaries. Experiences indicate that such a participatory approach is crucial to ensure not only local ownership but successful implementation. Local partners and target beneficiaries must not be passive participants but key actors in driving the agenda, discussions and outcomes. Take them seriously. Unlock their knowledge, experience and perspectives. Involve them actively in all stages of the project cycle – ideally already at the design stage.

In programmes that take a participatory approach more seriously, international actors act merely as facilitator: they coordinate programme activities but do not drive them and let the programme evolve organically. They use a "light touch" to initiate a process and focus on creating change without direct intervention.

During the process of partner selection it is important for international actors to recognise your own position and the position of your partner in the fragile or conflict-ridden context. People may perceive you and your partner to belong to a certain side. You and your partner likely have certain biases or political affiliations. Consider that your partner or the partner of your partner may contribute to the conflict by oppressing certain groups. They are not interest-free actors. When selecting a partner, try to maximise impartiality. Also, consider your partner's capacities. If conflict sensitivity is new to your partner, build conflict sensitivity capacity of your partner.

If you work with a government, keep in mind that also a government is not a neutral actor. In fact, your target group might perceive the government as an opponent or even enemy. If so, consider involving lower-level government actors.

For the conflict analysis involve local actors and as many perspectives as possible. A conflict analysis requires an adequate understanding of the different actors and their goals, interests, capacities and relationships, as well as sensitivity to the causes of conflict identified in the analysis, such as marginalisation of certain groups, or inadequate participation of local actors in central decision-making. Undertaking consultations that exclude certain actors or give too much weight to others can lead to increased tensions and skewed perspectives. Integrate these voices that are not frequently heard. To identify these draw on information provided by your initial conflict analysis. This can help ensure that key groups are not overlooked or marginalised.

Flexibility: Adopt a facilitative role and embrace a flexible, open-ended programme design

Adaptation programmes in the development context are usually externally-driven. This comes with legitimacy problems and might, at worst, endanger the sustainability of a programme. To increase in-put legitimacy, promote and secure local ownership it is crucial to turn to strong participatory design methods. Ideally act as "facilitator" and not as instructor. Provide guidance, coordinate programme activities and create enabling conditions (e.g. provide advice when and where necessary) but do not govern the process in a top-down fashion. Instead, use a "light touch" to steer programmes directly or initiate a process (e.g. by bringing people together). Focus on stimulating change without direct intervention. This allows for more local ownership and increases the sustainability of a programme.

Experiences indicate that embracing a flexible approach is useful in politically highly volatile environments such as fragile or conflict-affected contexts. To let things develop and evolve in a more organic manner requires a long-term engagement, sufficient resources and the willingness to give up default design. While giving up default design may not be useful for every context it can be useful for politically highly volatile environments. Embracing flexibility implies also flexibility towards the anticipated timeframes for results to be achieved. It must be acknowledged that progress does not happen in a linear way, setbacks must be accepted. A flexible, long-term approach offers substantial co-benefits as it usually promotes trust.

Papua New Guinea: The YUS Indigenous Forest Reserve

A good practice example for a participatory, organically grown project is the YUS Indigenous Forest Reserve project. Located in the Yopno-Uruwa-Som (YUS) region on the Huon peninsula of Papua New Guinea (PNG), the project YUS Indigenous Forest Reserve was primarily aimed at creating the first official protected area of PNG to save the tree kangaroo from extinction and preserve biodiversity. A national, top-down delineation of the conservation area was neither desirable nor possible due to the multitude of local landowners – 90 % of land in the YUS region is owned privately by local smallholders. The project therefore involved local authorities and indigenous communities to participate in the overall project design and implementation process. Intensive and extensive consultations were conducted, allowing the project to evolve organically. Major activities included an "indigenous mapping" workshop with community and government representatives to delineate an area for the reserve. In this workshop local, small landowners could voice their concerns and actively take part in land allocation decisions. In the end, the communities reached a consensus and unanimously agreed to allocate land. Thanks to the early participation of government representatives, the government of Papua New Guinea officially recognised the YUS conservation area in 2009. Although not its original intention, the project had a positive effect on social cohesion by bringing together various stakeholders and increasing communication.

4.4 Module 4: Tools for monitoring and evaluation

4.4.1 Indicators

Indicators are frequently used tools to identify changes in the conflict and possible interactions between the project and the conflict context. Indicators have their own benefits. They provide quickly and fairly easily digestible information. As such, they are very effective instruments. But they are only one tool among many others and not necessarily the best one. Indicators are developed a priori and therefore not suitable to capture unanticipated consequences. Also, indicators do neither speak for themselves. They do little to explain the cause-effect relationships on the ground.

In other words: indicators are not a substitute for in-depth qualitative assessments. Other methods such as interviews, checklists, feedback rounds, etc. should be used to complement monitoring and evaluation.

There exists various types of indicators to monitor and evaluate the interrelationship between the project and the conflict, namely 'conflict indicators', 'interaction indicators' and 'implementation indicators' (see Goldwayn, Chigas 2013). The 'conflict indicators' reveal changes in the conflict context and, thus, provide information on how the conflict evolves (e.g. capture number of violent incidents); 'Interaction indicators', by contrast, reveal how the programme/project affects the conflict context (e.g. capture beneficiaries and non-beneficiaries). 'Implementation indicators' provide information on the extent to which the programme is achieving its intended objective.

It is important to note that indicators could and should be used at different levels. The rule of thumb is, the more they provide disaggregated data the better. Disaggregated data (e.g. population data according to ethnic/religious/sex/other characteristics) can provide information on distributional impacts of an activity. Distributional data is of more use for strategy revision.

Table 14:

Sample indicators and measurement instruments for monitoring conflict-sensitivity at the project/programme level

Lines of inquiry	Indicators	Measurement instrument
Monitoring the conflict		
What is the level of tension/hostility between Samburu and Pokot over access to land and livelihoods?	% of incidents of violence between Samburu and Pokot Incidence of cattle raiding and # of cattle stolen % who report tension with other group in target area	Survey/Interview Survey/Interview Survey
Monitoring implementation		
Are there increasing opportunities for youth employment?	% of youth participating in project % of youth receiving/completing vocational training % of youth who find sustainable employment	Project documents Project documents Project documents
Is youth unemployment decreasing?	% of youth 18-30 unemployed	Survey
Effects of conflict context on project		
Is there increasing trust between communities participating in livelihood and income generation projects?	Number of incidents of violence between Samburu and Pokot (as above) Perceptions of trust between communities participating in joint livelihood and income generating activities	Survey/Interview Survey
To what extent is the project perceived to benefit one group over another (and reinforcing lines of division)?	% of Samburu and Pokot perceiving the project as benefitting both communities Disaggregated by group, and by beneficiary/non beneficiary groups	Survey
Is project procurement favouring one group over another?	% of Samburu and Pokot perceiving the project procurement as benefitting both communities Disaggregated by group, and by beneficiary/non beneficiary groups	Survey

Source: Goldwyn, Chigas 2013: 31-32

4.4.2 Checklists

A checklist involves a regular review of a set of questions. A checklist is similar to indicators and is ideally used to complement information that is not provided by indicators. In line with indicators, the questions could address issues such as the conflict evolvement, the interaction between the conflict and programme/project – including the impact of the programme/project on the conflict, or implementation specific issues.

It makes sense to develop generic questions and then refine them throughout the implementation process as new insights are gained. They should also reflect on the levels of participation, transparency and accountability applied throughout the project. Questions can be formulated in a more open-ended or closed manner (yes/no answers). There are no restrictions how the information to address the questions is gathered and in which form they are reported (e.g. online-tool).

Table 15:

Sample checklist for known flashpoints

Known flashpoints	Possible questions
Targeting	• Do targeting criteria coincide with lines of division of specific ethnic, economic, religious or political grouping? • What tensions exist concerning targeting? • Do people understand and accept targeting criteria? • Are targeting criteria being appropriately applied?
Location	• Do the geographic boundaries of our project coincide with lines of division? • Are there perceptions of bias in aid distribution?
Land ownership	• Are there ways our programming has become enmeshed in conflict over land claims? • Are the control over and access to resources affected?
Decision making	• Did those involved in decision making represent the communities? • Has power been shared in decision making, or have certain actors dominated decision making?
Challenging cultural norms	• What cultural norms are being challenged by the intervention? • Who supports these changes and who opposes them? • What is the role of (in-)formal institutions and what is their influence on a project?
Staff and partners	• Who are our staff and partners? • Do we/they represent any particular group in the conflict? • What are the perceptions of our staff and partners? • What level of inter-agency coordination exists?
Procurement	• Who are we procuring from? • Do they represent any particular group in the conflict? • How is our procurement affecting the local economy? • How is this affecting the conflict?

Source: adapted from Goldwyn, Chigas, 2013: 35

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