



**CONFLICT-SENSITIVE APPROACHES TO DEVELOPMENT, HUMANITARIAN
ASSISTANCE & PEACE-BUILDING:**

TOOLS FOR PEACE AND CONFLICT IMPACT ASSESSMENT

**Stakeholders Meeting
29-30 August 2002
Kampala, Uganda**

REPORT

1. General Issues on Peace and Conflict Impact Assessment (PCIA) and Conflict-sensitive Approaches

A number of issues in relation to PCIA were raised throughout the two-day consultative meeting in Uganda, which was attended by representatives from the government, donors, local and international civil society. Namely:

- ❑ PCIA is understood as an instrument to assess the impact of an intervention (humanitarian, development or peace building) on the dynamics of a conflict, and vice versa. In this sense, it is conceived as a comprehensive approach from which to assess other critical crosscutting aspects such as human rights, gender and environment.
- ❑ Most organisations do apply PCIA within the framework of their interventions, without necessarily labelling it as such. In this sense, PCIA cannot be regarded as a new or imported notion.
- ❑ Examples of negative impacts of humanitarian assistance include the development of dependency syndrome among local communities and the strengthening of one group or community in comparison to others.
- ❑ There is a need for a systematic collection of experiences and lessons learnt with the application of PCIA, especially in context of conflict situations, in order to inform further practice.
- ❑ An in-depth understanding of traditional cultures, structures and norms remains key to effective PCIA.
- ❑ Key to sound conflict analysis are an in-depth knowledge of the situation (economic, social, political, etc), an inclusive stakeholders analysis, the development of frameworks for addressing the root-causes of violent conflict (beyond the more immediate conflict manifestations), a co-ordinated approach, strategic planning and good leadership.

2. SPECIFIC COMMENTS ON THE PCIA PROGRAMME

2.1. Target Groups

One key question raised throughout the two-day meeting in Uganda related to the identification of the target groups for the PCIA programme and the related resource manual. In particular, the following concerns were expressed, namely:

- ❑ How could the manual be relevant to such a wide target group as donors, governments, local and international civil society?
- ❑ To what extent the manual aims to target beneficiaries of interventions and communities at the grassroots level?
- ❑ How could the manual be relevant to practitioners working in such fields as development, humanitarian and peace building?

The clarification of audiences within the framework of the PCIA project was thus identified as a key challenge for the further development of the resource manual. In particular, it was recommended that target groups for the PCIA programme be identified within the manual, both in general terms in the Introduction as well as at the level of each chapter.

2.2 Title of the Programme

The current definition of the programme title, based on the notion of PCIA, proved confusing to some of the participants at the meeting in Kampala. In particular, it was felt that what the project

(and for this matter, the resource manual) aimed to offer to practitioners was much more encompassing than mere PCIA tools. In this sense, it was suggested that the current title be re-considered in order to explore more comprehensive key terms, such as conflict-sensitive approaches.

2.3 Language

The language used within the PCIA programme was also identified as a key challenge and, in this sense, will determine the extent to which the resource manual will be effectively used. In this respect, the further specification of the project target audiences may prove key to clarify the above.

In particular, the following concerns were expressed on the subject of the language.

- ❑ The language of the manual, in its current form, was perceived as too academic and technical. In this sense, participants in Kampala called for the use of a simple, accessible and user-friendly language.
- ❑ On the basis of the language used in the outline, many participants felt that the manual was primarily developed for donors. In this sense, it was recommended that, through the use of appropriate language, the manual not only reflects an outwards understanding of PCIA (i.e. looking from outside) but also brings in inwards / inside approaches to these issues.

2.3 Methodology

A number of questions were raised on how the PCIA programme would respond to the reality of Uganda – both from the perspective of its being relevant to Uganda and its building on specific Ugandan experiences on issues of PCIA. In this sense, it was concluded that, in order to ensure the effective use of the manual in Uganda, at least some local experiences and lessons learnt would have to be collected and introduced.

The idea that one main purpose of this project was to map existing conflict-sensitive approaches – and not to try to impose a new tool – was welcomed. In particular, the process of mapping existing tools and approaches at the local level was understood as opening avenues for including Ugandan experiences into the resource manual, as well as increasing the level of ownership.

2.4. Resource Manual Format

Participants felt comfortable with the idea of producing:

- ❑ A resource manual structured in such a way that distinctive chapters and modules can stand on their own.
- ❑ A paper version of the manual.

It was nonetheless emphasised that the manual should remain as short and concise as possible.

The idea of developing a CD-rom version of the resource manual, in addition to the paper version, was fully subscribed. In this context, the following suggestions were made, namely:

- ❑ To include further references and key documents within the framework of the CD-rom, in order to increase access to specific PCIA-related materials.
- ❑ To establish linkages between the manual CD-rom/web-site and key development/humanitarian assistance networks in order to further mainstream conflict-sensitive practice.

2.5. National Applications and Field-testing

Many questions were raised with respect to the planned process of testing in Uganda. In particular, they include:

- ❑ Definition of testing: there was no single understanding of the notion of 'testing'. Some participants felt that what was being tested was the actual usability of the resource manual and were ready to organise consultations within their own structures in order to test the usefulness, relevance and user-friendliness of the manual. On the other end, the notion of 'testing' was also understood in relation to specific tools and methodologies compiled within the manual.
- ❑ Testing timeframe: participants felt that the definition of the testing timeframe will set the framework for what could realistically be tested. In this sense, it also seemed that the project level was the place to start for testing, especially as sector-wide approaches would require long-term planning.
- ❑ Testing Scope: issues pertaining to the scope of the testing were raised, especially as participants were concerned that the above-envisaged process would not remain manageable.

In this sense, participants in Uganda recommended that principles for the testing phase, based on specific criteria and modalities, be defined in order to further guide the preparation of the testing process. In this respect, the identification of planned processes scheduled to take place at the beginning of 2003 was suggested as a starting point for selecting relevant initiatives for the testing.

2.6. Dissemination Strategy

The dissemination of the resource manual, following its completion next year, was further discussed within the framework of the meeting in Uganda. In particular, participants felt that, in the context of Uganda, extensive use could be made of existing networks and media in order to further promote the resource manual.

The suggestion was also made to organize national launch of the resource manual in Uganda, with the support of the office of the Prime Minister (focal point being the Office of Disaster Preparedness). While this event would bring together a wide range of stakeholders, it would be used as an opportunity to identify potential training with interested parties.

3. SPECIFIC COMMENTS ON THE MANUAL OUTLINE

3.1. Chapter One: Introduction

The participants stressed the importance of the introduction from the perspective of:

- ❑ Setting the conceptual framework of the manual (e.g. definition of PCIA, humanitarian assistance, development assistance, peace-building etc)
- ❑ Defining the different target groups of the Manual
- ❑ Explaining how each target group could use this manual

It was also suggested that an indication of the project process was included into chapter I, in order to give users a sense of the participatory / consultative approach developed within the PCIA project.

3.2. Chapter Two

The current working title of chapter 2 proved confusing to participants in Kampala, especially as the perception remained that the focus was primarily placed upon (violent) conflict situations. In this sense, the message that conflict sensitive practice must be mainstreamed into the whole conflict cycle (including the early stages) was not adequately reflected in chapter 2.

Chapter 2 (and for this matter, the whole PCIA programme) would benefit from being further placed into the debate that is taking place within the fields of humanitarian and development assistance, including on issues of:

- ❑ Development vs. growth;
- ❑ Linkages human rights, poverty, development and conflict
- ❑ Rights-based vs. needs-based approaches.

It was felt that the manual needed to introduce these issues if development and humanitarian practitioners are to be convinced of the relevance of PCIA within their work and if the mainstreaming objective of the PCIA programme is to be realised. Without this, the development of the manual will not promote a dialogue with practitioners working in the field of humanitarian and development assistance, but rather a monologue with peace organisations. In this sense, it was strongly recommended that more representatives from the development and humanitarian communities participate to follow-up consultations on the PCIA programme in Kenya and Uganda.

More specifically, participants in Uganda felt that, at this stage, chapter 2 remains:

- ❑ Too academic and not reflective on local thinking and experiences;
- ❑ Too global in its approach and, in this sense, not inclusive of different (local; regional; international; etc) levels of understanding of PCIA.

In this sense, it was felt that, for instance, linkages with traditional approaches to conflict prevention/resolution and survival strategies in situations of violent conflict should be added in order to enhance the relevance of chapter 2.

3.3 Chapter Three

It was not clear to participants that the various sections of chapter 3 reflected the different steps of a project programming cycle. It was thus suggested that the introduction of a chart explaining the different steps of the programming cycle and its linkages with the proposed modules (at the beginning of chapter 3) would help eliminate the confusion.

It was also indicated that the rationale for chapter 3 needed to be further spelt out within the framework of the resource manual – namely that:

- ❑ The notion of conflict sensitivity is relevant to situations of violent conflict as well as to context of unstable peace, where violent conflict has not yet erupted;
- ❑ Interventions – whether development; humanitarian assistance or peace building – can do harm, thereby introducing the notion of beneficial vs. harmful impacts.

In this sense, participants in Uganda felt that there is a need to further raise awareness among practitioners on the notion of ‘accountability’ for the impact of development, humanitarian or peace building interventions on conflict and peace.

On the module of conflict analysis, it may be useful to further emphasise the notion of situation analysis that must be based on multifaceted and multidisciplinary approach. It was also

suggested that the notion of realistic timeframes be highlighted throughout the various modules of chapter 3.

3.4. Chapter Four

The meeting highlighted the extreme relevance of issues pertaining to sectoral and sector-wide approaches in the context of Uganda, as donor policy is moving away from a project level perspective to a sector-wide approach, except in the field of humanitarian assistance. In this sense, while the most important area of donor intervention focuses on sector-wide and sectoral approaches, there is little inclusion of PCIA issues into the above debate and processes.

It was thus felt that chapter 4 would prove key to further mainstream these issues within the government and the donor community in Uganda. In this context, it was also highlighted that the next consultative group meeting attended by the government and the donor community is scheduled to meet in December, while this may prove an interesting entry point for an introduction of PCIA issues.

The inclusion of issues pertaining to sector-wide approaches in the resource manual was also welcomed from the perspective of civil society. The danger with increasing donor support for sector-wide approaches indeed is a potential strengthening of the role of government and weakening of civil society. In this sense, further emphasis on sector-wide approaches may help:

- ❑ Diffuse the belief among NGOs that most interventions still are done at the project level;
- ❑ Provide NGOs with an understanding of sector-wide approaches and opportunities to mainstream conflict-sensitive practice within the above processes.

More specifically, the recommendation was made that chapter 4 would include some background information of how and where policy is being made and applied in various institutions, in order to improve its overall relevance. Participants were also interested in knowing how different sectors would be selected for the purpose of chapter 4 and whether security sector would be regarded as a relevant sector.

3.5. Chapter Five

The relevance of chapter 5 was also fully subscribed by participants in Uganda, as it was felt that institutional capacity-building (e.g. government, civil society, etc) was the main avenue to bring about accountability on a number of issues, including the wider impact of interventions on peace and conflict.

In addition, many participants welcomed the introduction of chapter 5 in the resource manual, as this is where they see the element of sustainability in trying to mainstream conflict sensitive approaches in development, humanitarian and peace-building work. In this respect, the need for a clear stakeholders analysis focused on identifying the various levels for institutional capacity-building among civil society and government was clearly highlighted.

4. CONCLUSIONS

The two-day consultative meeting in Uganda proved a valuable discussion and sharing of experiences on the issues of conflict-sensitive practice. In particular, representatives from the donor community, the government and civil society who attended the meeting positively welcomed the PCIA programme, as well as their involvement at such early stages of the resource manual development.

Along with the input produced within the stakeholders meeting in Kenya, comments and suggestions collected throughout the Ugandan consultations will now inform the further development of the PCIA project, with a view to ensuring its relevance to local realities.

**PEACE AND CONFLICT IMPACT ASSESSMENT
STAKEHOLDERS MEETING
29-30 AUGUST 2002**

**KAMPALA - UGANDA
Hotel Equatoria
29-30 AUGUST 2002**

AGENDA

Thursday 29 August 2002

Targeted audience: governments, local and international NGOs
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| 8:30 – 9:00 | Registration |
| 9:00 – 9:15 | Welcome Address |
| 9:15 – 9:30 | Objectives of the Meeting & Proposed Agenda for the Day |
| 9:30 – 10:30 | Conflict Sensitive Approaches to Development and Humanitarian Assistance: A Conceptual Background

This session will provide an introduction to the field of PCIA and explore the need to integrate conflict sensitive approaches in order to create conducive environments for development assistance. |
| 10:30 – 11:00 | Coffee Break |
| 11:00 – 12:00 | Overview of the PCIA Project: An Introduction to Its Rationale and Main Components |
| 12:00 – 13:30 | Lunch |
| 13: 30 – 15: 00 | Roundtable Discussion: “Mapping the Field”

Participants will be invited to present on-going conflict sensitive initiatives and tools, with a view to discussing how the PCIA programme can complement these approaches, as well as what real needs and issues around PCIA are in the context of Uganda. |
| 15:00 – 15:30 | Coffee Break |
| 15: 30 – 17:00 | Overview of Resource Manual
❖ Initial Comments |
| 17:00- 17: 15 | Conclusions and Close |

Friday 30 August 2002

Targeted audience: governments, local and international NGOs <i>and donor agencies</i>
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8:30 – 9:00	Registration
9:00 – 9:15	Welcome Address
9:15 – 10:00	Recap of Key Issues of Day One & Proposed Programme for Day Two
10:00 – 10:30	Coffee Break
10:30 – 12:00	Presentation and Detailed Overview of the Resource Manual
12:00 – 13:30	Lunch
13: 30 – 15: 00	Further Discussion and Detailed Feedback on the Resource Manual
15:00 – 15:30	Coffee Break
15:30 – 17:00	National Applications ❖ Discussion and Feedback
17:00- 17:30	Conclusions and Next Steps

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STAKEHOLDERS MEETING
29-30 AUGUST 2002**

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Hotel Equatoria
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