



**CONFLICT-SENSITIVE APPROACHES TO DEVELOPMENT, HUMANITARIAN  
ASSISTANCE & PEACE-BUILDING:  
TOOLS FOR PEACE AND CONFLICT IMPACT ASSESSMENT**

**Stakeholders Meeting  
26-27 August 2002  
Nairobi, Kenya**

**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 Kenya, which was attended by representatives from the government, donor agencies and civil society. Namely:

- ❑ Most organisations present at the consultation in Kenya 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.
- ❑ There was nonetheless some concern among participants that PCIA was just another cross-cutting issue, adding to the plethora of approaches (gender, environment, HIV/AIDS, etc) which most organisations have to pay attention to within the framework of their interventions.
- ❑ Examples of negative impacts of humanitarian assistance include the tensions which may develop between refugee populations and host communities, as a result of the delivery of humanitarian assistance which is perceived as treating certain groups better than others.
- ❑ Systematically applying PCIA to situations of emergency was perceived as a challenge by many participants, in view of the limited timeframe for response.
- ❑ Key to conflict analysis is an understanding of the local contexts in which organisations are operating as and existing traditional mechanisms and structures, well as an inclusive stakeholders analysis.

## **2. SPECIFIC COMMENTS ON THE PCIA PROJECT**

### **2.1. Target Groups**

There was much discussion about the audiences being targeted by the PCIA program. In particular, the following questions were raised during the discussion. Namely:

- ❑ Is the demand for the PCIA project primarily donor-driven?
- ❑ Are donors, governments, local and international civil society the primary targets for the PCIA project?
- ❑ To what extent are community-based organisations and communities at the grassroots level target audiences for the PCIA program and, for this matter, the resource manual?
- ❑ Are development, humanitarian assistance and peace-building the primary fields covered by the PCIA project?

The clarification of target audiences and the related balancing of their respective needs and interests were thus identified as key issues for the successful completion of the PCIA program. There was nonetheless an understanding among participants that community-based organisations and communities may not be the primary audience at this stage of the project development, although these could still be recipients of the resource manual, through indirect dissemination, awareness-raising and training supported by organisations closely associated to the PCIA project.

More specifically, participants suggested that the added-value and user-friendliness of the resource manual would be enhanced, should there be a reference to specific target groups, at the beginning of each chapter / module. The above should nonetheless be combined with a general acknowledgement that the resource manual, as a whole, remains relevant to all target audiences.

## **2.2 Language**

Language was also identified as a key issue for the successful completion of the resource manual. In particular, it was felt that this aspect was clearly interlinked with the clarification of the project target audiences, as language will have to be adapted to the different needs and characteristics of the above groups. For instance, at this stage, on the basis of the language used in the manual outline, many participants felt that the resource manual was primarily being developed for donor agencies.

In particular, the following recommendations were made in relation to language:

- The language used in the resource manual should not be too technical and academic;
- Extensive use of plain, accessible and simple language and style should be made of within the framework of the resource manual.
- There was a tendency to refer to terms associated to conflict (e.g. conflict sensitive, conflict affected), as compared to peace, in the manual outline, so that it was not clear to many participants how peace was being catered for within the framework of the manual.

## **2.3. Title**

The current formulation of the project title, based on the notion of PCIA, proved confusing to some of the participants at the meeting in Kenya. In particular, it was felt that 'peace' and 'conflict' are not opposites, in the sense that conflicts (if not violent conflicts) are not necessarily negative and the presence of conflicts does not exclude peace.

## **2.4 Methodology**

The research methodology of the PCIA project was much discussed within the framework of the Kenya consultation. In particular, a number of questions were raised in order to clarify:

- How the project will ensure that local experiences and practices are being assessed and represented within the framework of the resource manual;
- To what extent the experts recruited for the development of the resource manual will be linked to the realities of the field;
- How the project will ensure that the resource manual remains relevant to the local realities and the needs of the practitioners being targeted by the PCIA programme.

In particular, it was concluded that, through a process of research, at least some local PCIA experiences and lessons learnt would need to be collected and introduced in the resource manual, in order to guarantee the effective use of the final product and some level of ownership to the PCIA project in Kenya and Uganda.

In addition, participants recommended that mechanisms that ensure further information, consultation and input from development, humanitarian and peace-building practitioners in Kenya and Uganda be established.

## **2.5. National Applications and Field-testing**

Many points were raised in relation to the organisation of the field-testing process in both Kenya and Uganda. In particular, they include:

- The need for sufficient timeframe to undertake the field-testing, in order to cater for different levels (project vs. sectoral approaches, etc) and types of field-testing (conflict analysis vs. institutional capacity-building, etc).

- The need to engage with organisations early on, in order to discuss possible avenues for co-operation, as well as to identify potential additional capacity that may be required within their structures to undertake the field-testing (resources, time, etc).
- The need for political will within organisations to undertake the above process.
- The need to design a process of field-testing which remain manageable.

In this sense, participants felt that the most effective entry points for the further design of the field-testing were the organisations present to the meeting in Kenya, which are already receptive to issues linked to PCIA.

## **2.6. Awareness-raising and Capacity-building**

Participants in Kenya were keen to know to what extent awareness-raising and capacity-building activities formed part of the project objectives within the framework of national application processes in Kenya and Uganda, following the finalisation of the resource manual.

While it was acknowledged that the field-testing would partly fulfil the above objectives, participants felt that there was a need for proper training on the conflict sensitive tools, methodologies and frameworks collected within the framework of the resource manual. In this sense, it was contented that the organisation of awareness-raising / training activities (starting with a training of trainers workshop) would prove key to an effective dissemination strategy of the resource manual in Kenya, Uganda and beyond.

## **3. SPECIFIC COMMENTS ON THE MANUAL OUTLINE**

### **3.1. Chapter One: Introduction**

Participants stressed the following issues from the perspective of developing of the introduction of the resource manual. Namely:

- Defining the conceptual framework of the resource manual (through the introduction of key terms such as conflict, violent conflict, etc);
- Defining the different target groups of the manual;
- Explaining how each target group could use this manual – i.e. that, in view of its multidisciplinary nature, the whole resource manual can be used by all audiences, while specific chapters / modules may be more directly relevant to the needs and interests of certain groups.

### **3.2. Chapter Two**

Participants in Kenya felt that, in its current form, chapter 2 was:

- Too global in its approach and, in this sense, not reflective of differing levels (local; regional; international; etc) of understanding of issues pertaining to peace-building, conflict prevention and sensitivity.
- Too donor-oriented, in the sense that it sets the context for the resource manual from the perspective of a single actor and is limited to aid aspects.
- As a result, too ‘unipolar’.

In order to address some of the above concerns, participants recommended that case-studies taken from Kenya and Uganda, as well as other practical local/regional examples, be made more systematic use of in chapter 2.

In addition, the understanding was that, while chapter 2 should aim to provide an introduction to issues of conflict sensitivity and PCIA, it needed to do so, in such a way to bring onboard development and humanitarian practitioners. According to participants in Kenya, this is where the challenge currently is within the field of conflict prevention. In this sense, within the

framework of chapter 2, linkages between the issue of PCIA and debates on poverty reduction, human rights, etc should be established.

### **3.3 Chapter Three**

On the section on conflict analysis:

- ❑ The term 'conflict analysis' proved confusing to a number of participants, especially as their understanding is that conflicts are not necessarily negative and form part of African traditional approaches. In this sense, it was suggested (a) to use simpler concepts such as 'situation analyses' and (b) to clarify concepts used in the manual early on.
- ❑ It was not clear to participants to what extent the notion of risk analysis was covered by this module.
- ❑ Participants highlighted the importance of external factors and cross-border issues as key components of conflict analysis.
- ❑ Participants emphasized the need to define the perspectives (insider vs. outsider; internal vs. external, etc) from which conflict analysis is being undertaken. In this respect, the understanding was that there is a tendency not to take on indigenous perspectives in the process of designing interventions, as well as to overlook existing traditional conflict prevention / resolution mechanisms.

On the section on identifying responses and planning interventions:

- ❑ It was not clear to participants whether the prioritisation of conflict issues which have been identified during the stage of conflict analysis formed part of this module. Discussions in Kenya nonetheless indicated that this process of further prioritisation of key problem areas and strategizing should be given more prominence, as this forms the basis for the design and planning of policies and interventions.

On the module on monitoring and evaluation:

- ❑ Participants were concerned that the notions of monitoring and evaluation were limited to the levels of projects/programs as these were regarded as cross-cutting issues which run through the whole resource manual.
- ❑ Participants also discussed the notion of 'impact' within the framework of conflict-sensitive approaches to monitoring and evaluation. In this context, their understanding was that conflict-sensitive monitoring and evaluation processes should be primarily interested in intangible and long-term impacts, as opposed to immediate outcomes of interventions which do not necessarily reflect wider social, economic, etc effects. It was also acknowledged that such processes remain complex enterprises, in view of their linkages with issues of causality and attribution of impact.

### **3.4. Chapter Four**

Participants, especially donor representatives, welcomed the inclusion of chapter 4 within the framework of the resource manual, as the sectoral and sector-wide approaches are becoming increasingly relevant to their work. In particular, education and structural adjustment were mentioned as key areas for further reflection.

Civil society representatives also fully subscribed to the inclusion of chapter 4 in the resource manual, as this will prove a critical capacity-building tool to further engage, along with the government and donors, on issues related to sectoral and sector-wide approaches.

Finally, it seemed that one key issue which chapter 4 should address pertains to the linkages between the macro and micro levels, on the basis of a better analysis of the effects of the micro level on the macro, and vice-versa.

### **3.5. Chapter Five**

The relevance of chapter 5 was also fully subscribed by participants in Kenya, as it was felt that, without building institutional capacity-building (e.g. government, civil society, donor agencies etc), there was little chance to effectively mainstream conflict sensitivity among development, humanitarian assistance and peace-building practitioners. In particular, participants agreed that chapter 5 dealt with issues of institutional change, which generally require a long-term strategy.

In particular, the notion of incentive was discussed in relation to building institutional capacity for conflict sensitivity, in an attempt to define possible internal mechanisms to create such an interest in taking up conflict sensitive approaches to development, humanitarian assistance and peace-building. For example, USAID opted for instituting a requirement for conflict analysis, in the form of the conflict vulnerability assessment, within their own structures.

Finally, the Karamoja cluster was suggested as a possible case-study to illustrate some of the issues addressed in chapter 5, especially those dealing with issues of co-ordination, in view of the diversity and layering of actors involved.

## **4. CONCLUSIONS**

The two-day meeting attended by donor agencies, government and civil society (both local and international) in Kenya proved a very useful starting point for discussion on issues of PCIA, as well as the resource manual development. In particular, participants welcomed their involvement in the early stages of the project, at the time when no resource manual was yet available for presentation.

Along with the input produced within the stakeholders meeting in Uganda, the insights and suggestions collected during the Kenya consultation will form the further re-design of the resource manual outlook, as well as the planning of the project next phases.

**PEACE AND CONFLICT IMPACT ASSESSMENT  
STAKEHOLDERS MEETING  
26 – 27 AUGUST 2002**

**NAIROBI, KENYA  
Fairview Hotel**

**AGENDA**

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MONDAY 26 AUGUST 2002

Targeted audience: governments, local and international NGOs
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<b>8:30 – 9:00</b>	<b>Registration</b>
<b>9:00 – 9:15</b>	<b>Welcome Address</b>
<b>9:15 – 9:30</b>	<b>Objectives of the Meeting &amp; Proposed Agenda for the Day</b>
<b>9:30 – 10:30</b>	<b>Conflict Sensitive Approaches to Development and Humanitarian Assistance: A Conceptual Background</b>  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.
<b>10:30 – 11:00</b>	<b>Coffee Break</b>
<b>11:00 – 12:00</b>	<b>Overview of the PCIA Project: An Introduction to Its Rationale and Main Components</b>
<b>12:00 – 13:30</b>	<b>Lunch</b>
<b>13: 30 – 15: 00</b>	<b>Roundtable Discussion: “Mapping the Field”</b>  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 Kenya.
<b>15:00 – 15:30</b>	<b>Coffee Break</b>
<b>15: 30 – 17:00</b>	<b>Overview of Resource Manual</b> ❖ Initial Comments
<b>17:00- 17: 15</b>	<b>Conclusions and Close</b>

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TUESDAY 27 AUGUST 2002

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

**PEACE AND CONFLICT IMPACT ASSESSMENT  
STAKEHOLDERS MEETING  
26 – 27 AUGUST 2002**

**NAIROBI, KENYA  
Fairview Hotel**

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