ENHANCING RESILIENCE IN FRAGILE AND CONFLICT-AFFECTED CONTEXTS

LINKING DISASTER RISK REDUCTION WITH CONFLICT RISK ANALYSIS AND CONFLICT RISK REDUCTION: CORDAID EXPERIENCES AND RECOMMENDATIONS

MAY 2019
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This report describes experiences of Cordaid and its local partners on linking the Community Managed Disaster Risk Reduction (CMDRR) approach with reducing conflict risks in situations where conflict is identified as a main hazard. Cordaid found that doing a conflict (risk) analysis, in addition to a participatory disaster risk analysis, is a crucial first step to enhance resilience in fragile and conflict-affected areas (FCAs). Thus, we developed a tool that is currently in its draft stages for Conflict (Risk) Analysis, which can be combined with the CMDRR approach. The key steps of this tool are briefly described in this paper. We also give recommendations on how to work on conflict risk reduction and/or conflict sensitive disaster risk reduction, in fragile and conflict-affected areas.

1. ENHANCING RESILIENCE IN FRAGILE AND CONFLICT-AFFECTED AREAS

“If we enable communities and other local actors to improve their capacity for disaster and conflict risk reduction, this will save lives and livelihoods, and contribute to a future of peace and prosperity for the people of South Sudan.”

Quote from a local Cordaid partner

The main goal of Cordaid’s Resilience (Disaster Risk Reduction) programme is to assist vulnerable people and communities to become more resilient to disasters – in the face of climate change, environmental degradation and conflict and fragility – thereby enabling livelihood security, access to basic services, peaceful living, and inclusive economic growth. Disasters and conflicts often hit the poorest the hardest and can destroy years of investments and obstruct further development. The frequency and severity of crises caused by natural hazards and armed conflict are increasing. Especially in fragile states, climate change has a multiplier effect on conflict. Conflict and related displacement diminish people’s capacity to cope with natural disaster risks, whilst government capacity to adequately address people’s needs may be weak; we therefore work with a multi-stakeholder approach, enhancing and linking capacities of communities, governments and other actors. We also work at multiple levels, linking the local and community levels with district, regional, national and international levels. We do so, for instance, through sharing best practices or lobbying and advocacy.

1.1 Linking Resilience, conflict and climate change

Cordaid aims to enhance Resilience in areas affected by climate change & conflict, because:

- About 30% of all disasters take place in fragile and conflict affected areas.
- 58% of deaths from disasters related to natural hazards (e.g. floods, cyclones, droughts) take place in the top 30 fragile states [ODI, 2016], with lack of government capacity for Disaster Risk Reduction.
- Climate change has a multiplier effect on conflict, such as conflict over access to scarce natural resources like water.
- Fragility and conflict decrease people’s coping capacity regarding natural hazards, thus increasing their disaster risks.
- Migration and displacement – within or between countries – (partly) caused by climate change are increasing, and cause tensions in the areas where people move to.
2. THE COMMUNITY MANAGED DISASTER RISK REDUCTION (CMDRR) APPROACH

Cordaid uses the CMDRR approach to enhance resilience in fragile and conflict-affected areas, by increasing capacities of communities and CSO’s. CMDRR brings together multiple stakeholders to jointly analyse and address disaster risks, starting from the community’s own knowledge on recurrent hazard events and possible solutions.

Cordaid then trains local Cordaid staff and partner organisations on how to facilitate the CMDRR process. This process includes the following steps:

- Participatory Disaster Risk Assessment & Analysis (based on hazard, vulnerability and capacity analysis, all 3 of which are related to the overall disaster risk).
- Joint Action Planning, for disaster preparedness and disaster risk reduction activities.
- Set up of community level DRR Committees or (district/urban level) DRR MultiStakeholder Platforms.
- Implementation of DRR Action Plans, with community, government and donor resources.
- Monitoring and Evaluation, including documenting best practices.
- Knowledge sharing and Advocacy, for sustainability and upscaling.

**Replicable steps & tools**

**Process steps**

- Joint disaster risk analysis
- Setting a common agenda
- Establishing Disaster Risk Reduction Structures
- Realisation of resilience measures
- Evaluation & learning

**Services & Tools**

- Participatory Disaster Risk Assessment:
  - at community level
  - at administrative level (district / county)
  - at landscape (catchment) level
- Facilitation of multi-stakeholder participatory risk reduction planning
- Formulation of an integrated intervention strategy (DRR, CCA, EMR; with different key stakeholders)
- Establishment / reinforcement of Disaster Risk Reduction Management structures:
  - at community level
  - at admin. level (county, district)
  - at water catchment level
- Process facilitation:
  - Implementation
  - Coordination
  - Participatory Monitoring
  - Intermediary: community **
    - district **
    - national **
    - regional **
    - global
- Knowledge provider

**Results**

- Risk & Potential maps:
  - District
  - Catchment
  - Baseline data
- Integrated intervention strategy:
  - Development plan
  - Contingency plan
- Local ownership
  - Engaged network
  - Resources
- Increased resilience:
  - Reduced disaster risk
- Sustainable resilience:
  - Building process
3. WORKING ON RESILIENCE AND CONFLICT RISK REDUCTION USING THE CMDRR APPROACH

3.1 South Sudan project ‘Interlinking Peacebuilding, Decentralisation and Development (IPDD)’ 2013-2017

Between 2013 and 2017, the IPDD project has been implemented in South Sudan by three Dutch organisations (VNG International, Pax and Cordaid), with funding from the Dutch Ministry of Foreign Affairs. The aim of the project was to ‘increase human security in (former) Western Bahr el Gazal and Eastern Equatoria States through interlinking and strengthening community-based peacebuilding initiatives, decentralised government services and socio-economic development (peace dividend).’

Within this project, Cordaid focused on

◼ Improving the capacity of community-based peacebuilding actors;
◼ Establishing a peace dividend and improving socio-economic conditions of conflict affected communities;
◼ Increasing the potential of women in peacebuilding initiatives, governance and economic development.

Cordaid also collaborated with 5 local partner organisations which actively contributed to an improved socioeconomic situation of many communities, bringing people together to overcome differences and contributing to a safer and more peaceful living environment.

Cordaid’s project was implemented jointly by the Resilience Unit and Security & Justice Unit. The Resilience/CMDRR approach and steps used in this project were facilitating participatory disaster risk analysis, including conflict (risk) analysis; community action planning; joint implementation of (disaster and conflict) risk reduction activities benefitting conflict groups; establishing community structures with local ownership and engagement of multiple stakeholders, and documenting best practices through a writeshop. We used a flexible approach to adjust activities to changing situations. Project activities included different (conflicting) groups.

Some outcomes of the project are:

◼ Community risk assessments were done related to disaster and conflict risks;
◼ People were involved in both livelihood security activities (agriculture, water, income) and peace dialogue activities;
◼ Peace conferences were held, and an early warning system was set up using an MoU between farmers, pastoralists and local authorities;
◼ Water committees, DRR committees and Peace committees were established and supported, including different groups;
◼ Training was given on improved agriculture (farmer field schools) and on conflict transformation;
◼ Socio-economic/peace dividend activities (i.e. resilience measures) were implemented, such as through the construction of rainwater harvesting structures and the formation of village savings and lending groups;
◼ Improved water sources were used by (former) conflict communities.

Main lessons learnt were:

◼ The project strengthened trust and relationships between different ethnic communities, and between communities and local, traditional and state authorities;
◼ Women and youth are effective change agents, so they need to be involved in all project phases and activities;
◼ Combining DRR and Peace dialogue activities reduces conflict risks;
◼ In a fragile context, it is important to use a flexible approach so one is able to adapt activities according to the changing reality.
3.2 Kenya experience – using dialogue to reduce conflict between communities, government and investors

In Kenya, Cordaid and local partners work in the dryland areas (arid and semi-arid lands), mainly in the Ewaso Nyiro River and Tana River basins, in Isiolo, Marsabit and Turkana counties. The dominant production system there is pastoralism. Government policy focus in this area is food and nutrition security in a sustainable manner in environments prone to drought.

In dryland areas, people’s access and control over critical livelihood resources such as land and water are insecure, and the impact of climate change on the way of life is severe. Access to infrastructure and basic services in these areas is less than the national average. Drylands occupy approximately 86% of Kenya’s landmass, and are home to about 36% of the population, 70% of the national livestock herd, and 90% of wildlife.

Threat factors for conflict in the drylands are:

- Pastoralist communities’ movement increases during times of droughts. Movements are often towards the same places, with competition over the same scarce resources (water, rangeland).
- Conflict often spreads from rangelands to other areas, like agricultural lands, private ranches and national parks as natural resources dwindle.
- Previously, most conflict tended to be managed and resolved by elderly leaders through traditional conflict resolution mechanisms on an ad hoc basis. Nowadays, small arms and light weapons are easily available, especially along border areas with Ethiopia, Sudan, Somalia, making armed conflict more likely.
- Due to poor infrastructure, Government aid often arrives late, leading to feelings of marginalization by affected groups.

Cordaid used the CMDRR approach to address drought and conflict risks in Kenya. Cordaid staff and local partners did participatory disaster risk analysis in the communities, whilst also looking at conflict risks. Through lobby & advocacy, Cordaid promotes traditional conflict mechanisms between conflicting groups, such as facilitating dialogues on peace, (re)establishing peace building committees, and performing peace rituals. Specific advocacy campaigns are done in several areas, targeting decision makers in the drought- and conflict affected Counties as seen in the case of the Camel caravan campaign to halt construction of a mega dam (see box text on next page).
Some outcomes seen in the Kenya resilience programme are:
- The temporary halting of the construction of the Crocodile Jaws Mega Dam in Isiolo County;
- Sand harvesting policy development was initiated in two counties, to protect the river and avoid conflict over access to water;
- Disaster management policies were developed in Isiolo, Laikipia and Samburu Counties;
- As a result of dialogues on land issues, peace is prevailing amongst the Borana and Samburu communities in Isiolo County.

The Camel Caravan campaign underway

The Camel Caravan Campaign
In Ewaso Nyiro River basin, Isiolo county, the proposed construction of the Crocodile Jaws mega dam would impact the lives, livelihoods and ecosystems in the region. The Government provided insufficient information and conducted only limited consultation forums with the affected communities - even though they would be directly affected by threats such as decreased water flow, displacement, loss of communal land, and increased resource-based conflicts amongst pastoral communities. Cordaid and local partners, with support from the Partners for Resilience programme, conducted several community meetings and held campaigns to raise awareness on the potential impacts of the dam. A camel caravan travelled through affected areas sharing information on the proposed developments. This led to the work on the dam being halted with a full, more inclusive review of the Environmental Impact Assessment report. An MoU with the Government was also developed, outlining key areas for collaboration to enhance the resilience of the communities.
4. DEVELOPMENT OF A CONFLICT (RISK) ANALYSIS TOOL FOR USE AT THE LOCAL LEVEL

Today, a quarter of the global population (about 1.5 billion people) live in societies affected by fragility, conflict and violence. To support their sustainable and inclusive development, it is of utmost importance to analyse and understand local contexts and dynamics. When operating in fragile contexts, one needs to have systematic information about conflict issues as they relate to resilience interventions. Consistent and comprehensive conflict (risk) analysis is needed to ensure a “no-harm” policy and to aim for deliberate conflict (risk) reduction through resilience and CMDRR interventions.

From Cordaid experiences demonstrated in the above case studies on enhancing in resilience fragile and conflict-affected areas, we learned that the CMDRR approach as used is not sufficient to address conflict risk reduction. The Participatory Disaster Risk Analysis (PDRA) tool is about analysing disaster risks linked to natural hazards such as droughts and floods, whilst in fragile contexts there is also a need to analyse conflicts or conflict risks. The Cordaid Resilience programme focusses on addressing conflicts at the local level, such as conflicts regarding scarce natural resources which are aggravated by climate change. It is therefore important on top of the PDRA to do a conflict (risk) analysis at the local level, and to work in a conflict-sensitive manner or deliberately on conflict (risk) reduction in areas affected by both climate change & conflict.

For this reason, Cordaid developed a draft Conflict (Risk) Analysis toolkit, as an annex to the CMDRR Training Manual. This toolkit focusses on doing a conflict (risk) analysis at a local level by partner organisations and communities. The conflict (risk) analysis will then be used for context specific resilience programming, which can be differentiated in supporting conflict sensitive resilience projects and/or conflict risk reduction activities. This will enable organizations to increase their understanding of the contexts of conflict and fragility in which they work, and to reduce conflicts or conflict risks.

**Conflict sensitive DRR vs conflict risk reduction**

(USAID definition) Conflict sensitivity refers to the ability of an organisation to:

1. Understand the conflict dynamics in the context in which they operate, particularly with respect to intergroup relations;
2. Understand the interaction between the (Resilience) intervention and the conflict dynamics in the specific context;
3. Act upon this understanding in order to avoid negative impacts and maximise positive impacts of the (Resilience) intervention (on the conflict dynamics).

To work on Conflict Risk Reduction, it is needed to add a 4th ability:
4. Make deliberate efforts to address drivers of conflict and contribute to stability / conflict risk reduction.

This can be translated into 2 different programming strategies:
a) a focus on doing-no-harm (avoid negative impacts), e.g. by working in inclusive manner; and on maximizing positive effects on stability without changing the primary objectives of the Resilience project / program;
b) deliberately designing objectives of the Resilience project / program to impact on improving stability (i.e. work on conflict risk reduction).
5. THE CORDAID CONFLICT (RISK) ANALYSIS TOOL

The Cordaid Conflict (Risk) Analysis Tool will be an additional component in the CMDRR approach and can be used when planning or implementing Resilience projects in fragile and conflict affected areas. The tool’s main element is the Conflict (Risk) Analysis, which needs to be done as an addition to the Participatory Disaster Risk Analysis (PDRA). We say ‘conflict (risk) analysis’ because in some contexts a current or former conflict needs to be analysed (conflict analysis), and in others a possible risk of conflict needs to be analysed.

5.1 The five steps in ‘CMDRR and Conflict Risk Reduction’

- **Step 1:** Conduct a conflict (risk) analysis. When doing this step, ensure that you consider in your analysis: Conflict Profile (incl. type of conflict, level of conflict – e.g. local, national); Conflict Causes (environmental, political, economic, socio-cultural); Conflict Actors (stakeholders involved, power relations, role in conflict); Conflict Dynamics (analysing trends, risks, opportunities); Summary of data, and analysis (high – medium – low conflict risk).
- **Step 2.a:** Determine the scope and focus of the project (part of planning phase). Discuss what is appropriate in the context. Work on a conflict sensitive resilience/DRR project, or on Conflict risk reduction.
- **Step 2.b:** Community Action Planning for the Resilience project in a context or area affected by conflict, considering conflict risk and disaster risk (including climate change).
- **Step 3:** Establish or strengthen Community structures for the Resilience project. This may include existing development, DRR, or other committees at a community level, and/or specific peace committees.
- **Step 4:** Implementation of Resilience measures, to address disaster risks and/or conflict risks. A focus on livelihood security in this stage is important.
- **Step 5.a:** Monitoring and Documentation of the outputs and outcomes of the Resilience project (including collecting stories of change).
- **Step 5.b:** Advocacy & Fundraising for upscaling the work done, to further enhance people’s resilience.

5.2 Recommendations to enhance Resilience in fragile and conflict affected areas

In 2019 Cordaid is piloting the use of the Conflict (Risk) Analysis Tool in different fragile and conflict-affected areas and will document and share outcomes on how the use of the tool can further enhance community resilience in these areas. So far, based on our experience, we have the following recommendations for working on DRR in fragile and conflict-affected areas:

- There is a need for risk analysis regarding both natural hazards and (possible) conflicts – including climate related conflicts.
- Add a conflict (risk) analysis to the ‘usual’ DRR work: assess level of conflict, conflict causes, conflict actors, conflict dynamics; analyse results; work on conflict sensitive DRR or add a conflict risk reduction (peace) component to DRR work.
- Use a multi-stakeholder approach: involve CSO’s, Governments, the private sector, research institutes when working on projects related to climate and conflict.
- Work in an inclusive manner: involve different groups (farmers & pastoralists; IDP’s & residents; youth & elderly; men & women, different ethnic and religious groups).
- Develop a knowledge base on how to work best on resilience in fragile and conflict affected areas.
- Advocate for enhanced capacity and financial resources at Government and CSO levels when working on resilience in fragile and conflict affected areas, whilst addressing both disaster and conflict risks.
Cordaid strives to end poverty and exclusion. We do this in the world’s most fragile and conflict-affected areas as well as in the Netherlands. We engage local communities to rebuild trust and resilience and increase people’s self-reliance. Our professionals provide humanitarian assistance and create opportunities to improve security, healthcare, education and resilience, and stimulate inclusive economic growth. We are supported by 288,000 private donors in the Netherlands and by a worldwide partner network. This gives us the leverage and implementing power to solve problems and create structural change in the most challenging settings.