Conflict Analysis Guidance – Disaster Relief and Recovery[1]
Disaster Risk Management Programme
UNDP Tajikistan

Contents

Introduction

The potential for conflict is increasingly recognized as an issue to be addressed as part of disaster relief and recovery. Conflict can arise over how assistance is allocated, as a result of family tensions due to changing personal roles after a disaster, or due to temporary (e.g., people living in camps) or long term (e.g., resettlement) changes in the social and economic systems which existed before a disaster.

A basic principal of disaster assistance is *do no harm*[2]: assistance after a disaster should not harm those who receive it. From this perspective, providing assistance after a disaster which leads to conflict, or which does not reduce the likelihood of conflict when possible, goes against the "do no harm" principal.

This **Conflict Analysis Guidance – Disaster Relief and Recovery** provides a means for those managing post disaster assistance to identify and address conflict issues related to post-disaster relief and recovery. The table format used in the **Conflict Identification and Management Measures** section below permits a quick use of the **Guidance** under field conditions.

The **Guidance** was developed by the Disaster Risk Management Programme, UNDP Tajikistan as a contribution to the work of REACT, the humanitarian assistance coordination structure in Tajikistan. Documents consulted in developing the **Guidance** can be found under the **Additional References** section, below. Input to the **Guidance** is also based on an ad hoc conflict assessment conducted following the Rasht Earthquake in the Kumsangir and Panj relocation sites in 2012 (see **Annex A**).

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[1] Drafted by C. Kelly, Chief Technical Advisor, disasterkelly@yahoo.com
[2] See http://www.donoharm.info/content/welcome/welcome.php.

The **Guidance** has been shared with Government authorities and reviewed with REACT partners involved in relief and recovery. A formal consultation on the **Guidance** was held with REACT partners on 19 December 2013. Modifications to the **Guidance** are expected as experience is gained from use in Tajikistan.

Purpose

The purpose of this guidance is to assist persons involved in providing post disaster relief and recovery assistance to:
- Identify potential sources of conflict,
- Identify modalities for avoiding or reducing this conflict.

The focus of the **Guidance** is on common sources of conflict and practical measures. More comprehensive and in-depth approaches to conflict analysis and management can be found in the documents listed in the **Additional Resources** section, below.

Intended Users

This **Guidance** is intended for use by Government officials, NGOs staff, and others involved in the assessment, planning and provision of relief and recovery assistance after a disaster. Previous experience with conflict analysis is not necessary to use the **Guidance**. Experience with community mobilization or community-based develop is an advantage in the use of the **Guidance**.

What is Conflict?

This **Guidance** defines conflict as the violent manifestations of social tensions.[3] These tensions, and the resulting violence, can be between individuals, within families, between families and between or within communities (kishlak[4], jamoats[5], Districts).

In some cases, conflict can erupt quickly, for instance at a distribution of relief items. In other cases, conflict can occur long after a disaster over the perceived inequality or inappropriate distribution of aid, including relief items, compensation, land or housing. As Tajikistan does not currently face several of the more dramatic forms of conflict, such as combat between warring groups or the pillaging of disaster-affected populations for relief assistance, these are not covered in this **Guidance**.

Guidance users should recognize that the basic model for conflict development is that a party (an individual, a group) believes that they have not been treated fairly and that this unfair treatment is not being addressed. These feelings of unfair treatment are often based on:
- Perceptions, not hard data, about the relief and recovery assistance, and
- Pre-disaster conditions, such as social, political or economic tensions between those affected by a disaster

That external assistance parties believe fair treatment has been provided (e.g., fair allocation of assistance) is not sufficient to avoid feelings of unfair treatment. In many cases, conflicts after a disaster may arise for reasons largely independent of the assistance actually provided.

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[3] Adapted from **Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peace Building**, See **Additional Resources**.
[4] A group of officially recognized rural settlements.
[5] A officially recognized group of kishlak.

It is important to note that social tensions themselves are not necessarily bad, and that such tensions are common and daily in everyone's lives. The distinction here is when these tensions lead to violence. The focus of the **Guidance** is on on identifying and addressing these tensions before they can lead to violence after a disaster. Other guidance is available in the **Additional Resources** section can be used for a more in-depth understanding of the nature, mechanisms and means to address conflict.

Assessing the Potential for Conflict

It is clearly better to identify whether a conflict could develop over relief and recovery assistance and take measures to avoid or manage the conflict than have a conflict "blow-up" in the middle of a relief and recovery operation. This **Guidance** goes not cover specific procedures on assessing the potential for conflict as a number of documents already cover this topic in considerable detail (see box, below). As well, the assessment process covered in **Annex A** can be modified for use in other disasters in Tajikistan.

Conflict Assessment Tools
(See **Additional Resources** section for more details.)

- **Applying Conflict Sensitivity in Emergency Response: Current Practice and Ways Forward**
- **Conducting Conflict Assessments: Guidance Notes**
- **Conflict Analysis Framework, Field Guidelines and Procedures**
- **Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peace Building: Tools for Peace and Conflict Impact Assessment**

Monitoring the Risk of Conflict

There is a need to monitor whether post disaster conditions, particularly the social disruption associated with relocation or a lengthy rebuilding process, will contribute to conflict. **Annex A** provides an example of a quick survey tool to assess the potential for conflict in relocated populations. Similar assessment tools, following the same structure but adjusted to local conditions, can be developed for other post disaster situations.

Relief and recovery programs should continually assess whether there is a potential that those affected by a disaster, even indirectly, are or will feel unfairly treated. The complain procedures, post distribution monitoring of the quantity, accuracy of targeting and satisfaction with assistance and complain agents procedures described in the **Conflict Identification and Management Measures** section, below, are particularly useful in assessing whether those affected by a disaster are feeling that relief and recovery assistance is being provided in a fair manner.

Managing Complaints

Complains are a key to monitoring the potential for conflict as they are they can be a good indicator of feeling of unfairness in assistance. Note that this feeling of unfairness may come from those receiving assistance as well as those who belief they should receive assistance, but have not, for instance in communities surrounding the main disaster-affected area.

A mechanism for receiving and addressing complaints should be established as part of any assistance operation. The mechanism should include both who are receiving assistance and neighboring populations. This mechanism can range from simple complain boxes, to community "gripe" sessions (where people are allowed to make open complaints directly to assistance managers), to a specific phone number to which complains can be made. Anyone submitting a complaint should be assured their name and other identifying information not be disclosed, but the complaints, and measures to address them, should be made public and disseminated to those impacted by the disaster.

Apart from formal complain procedures, good practice is for relief and recovery assistance to implement two mechanisms to aid in assessing effectiveness and reducing potential for conflict. These are:

- Post distribution monitoring of the quantity, accuracy of targeting and satisfaction with assistance. This can be done on a wide or limited (sample) scale but is most effectively done immediately after assistance is provided. More in-depth assessments can be done later to assess impact and outcomes. This post-assistance assessment is intended to provide quick feedback on the effectiveness of how the assistance was distributed and to not any potential sources of conflict.

- Field Feedback Agents. These are staff assigned specifically to take complains, formal or informal, at and just after distributions. The agents are responsible for reporting on complaints or issues raised, following up on solutions and reporting back, via the media or newsletters or bulletin board posting, to the communities receiving assistance on issues and actions taken.

> **Tools for Managing Conflict**
>
> Mercy Corps in Tajikistan has been working on a number of project-based activities intended to better manage conflict in a development context. The procedures resulting from these efforts, including training on mediation and negotiation, can be of use to manage conflict in post-disaster relief and recovery. See the **Additional Resources** section for specific documents of use.

Conflict Identification and Management Measures

The **Conflict Identification and Management Measures** table below:
- Lists potential sources of conflict that can arise following a disaster,
- Identifies options for avoiding or reducing these potential conflicts, and,
- Provides summary guidance on how to address the potential conflicts identified.

The table covers conflict linked to:
- Post disaster assistance
- Pre-existing conditions
- Social and family issues
- Communal tensions
- Natural Resources

There is a degree of overlap between these issues, which is intentional. The first two issues relate to overall post disaster assistance, the second two to the social conditions where assistance is provided. The final (natural resources) is an issue which is particularly important in assistance in rural areas. Because of the overlapping nature of issues that can lead to conflict, assistance managers need to consider possible causes of conflict from across several, or all, of these areas.

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Cross-Border, Religious and Ethnic Conflict

The **Guidance** does not cover three issues, <u>cross-border</u>, <u>religious</u> and <u>ethnic conflict</u>, as separate topics. While cross-border conflict is a current issue in Tajikistan (e.g., in Isfara District), these events have not been related to disaster assistance to date. In fact, cross-border efforts to reduce risk may also reduce the sources of conflict. The discussion on **Conflict Identification** table on community conflict is relevant for cross-border conflict. As well, the International Organization for Migration has developed a **Migration Crisis Operational Framework** which can be used to identify how cross-border migration may be linked to conflict together with different intervention points and actors.

Religion and ethnicity have been the source of conflict in Tajikistan in the past. These issues need to be monitored to ensure that past events do not affect disaster assistance. The issues can be integrated into the identification and management of conflict as part of efforts to address pre-existing, community-based and social conflict, as detailed in the table.

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The table does not explicitly cover gender-based violence or treatment of children, the elderly or historically disadvantaged populations. These topics are more expansively covered in the following sources:

- <u>Gender-based violence</u>: http://www.who.int/gender/violence/gbv/en/index3.html and http://www.lawryresearch.com/Gender-based_violence.pdf.
- <u>Treatment of children (as a protection issue)</u>: http://www.worldvision.org/sites/default/files/pdf/press-kit/child_protection_v3.pdf and http://www.terredeshommes.org/wp-content/uploads/2013/06/20130315_child_protection_and_disaster_conflict_and_fragility.pdf.
- <u>Treatment of the elderly</u> (as a protection issue): http://www.helpage.org/what-we-do/emergencies/older-people-in-emergencies/.
- <u>Treatment of historically disadvantaged populations</u>: http://www.ohchr.org/EN/ISSUES/MINORITIES/Pages/MinoritiesIndex.aspx.

Conflict Identification and Management Measures		
Type of Conflict	*Notes*	*Management Measure*
Post Disaster Assistance (*Relief, Recovery*) – conflict due to different allocations of assistance, including compensation, to families or communities, including compensation.	• Conflicts over assistance are often triggered by misinformation, unclear distribution criteria or different groups delivering different assistance to survivors. • Conflict within or between individuals, families, and communities can develop if the allocation of compensation for damage or losses is not seen as fair. • This type of conflict is often based on expectations of assistance that are not met, or on a lack of transparency about what assistance will be provided. • Assistance criteria and quantities of assistance (e.g., wheat per person) can be developed in advance. • There can be specific gender or age aspects of conflict over compensation where funds are provided to women (widowed, divorced) or elderly, who can come under pressure to pass on some or all of the funds to other family members. • Tensions and conflict over financial compensation can lead to accusations of corruption or bribery towards those charged with providing the assistance. These accusations can damage the relief/recovery effort. • There are international standards and assistance indicators which can be used to define appropriate levels of assistance (see, in particular, **Humanitarian Charter and Minimum Standards in Disaster Response**).	☐ Publicize results of damage assessments. ☐ Establish coordinating structures to ensure there are not gaps or overlaps in providing assistance. ☐ Develop clear guidance on what levels (how much) of assistance are to be provided for different types of assistance. ☐ Make public the criteria for who will receive assistance and allocations of assistance (how much) before distributions are made. ☐ Consult a local committee of notables on assistance and monetary compensation criteria and allocations. The committee should be gender-representative and include all groupings within the location (kishlak, jamoat, District) receiving assistance. ☐ Where there are strong social bonds between individuals receiving assistance (e.g., several members of a multi-generation family, a group of elderly linked by social connections), compensation can be provided to the group for reallocation within the group based on the group members' own assessment of needs. ☐ Establish a local committee to participate in actual distributions. ☐ Distribute assistance in transparent manner (e.g., in public area, televised, etc.), ☐ Engage media on reporting on distributions. ☐ Publish the names of assistance recipients and amounts of assistance provided to improve transparency. However, in some cases, publication of compensation names and amounts can place recipients at risk of robbery or pressure to provide funds to partners or other family members and this needs to be considered in any decision on publication. ☐ Where assistance (including monetary compensation) ion is provided on a large scale, a formal audit of payments should be made to preempt questions about corruption and assure compensation has not been provided improperly (e.g., as a result of false statements).
Pre-existing - where conflicts exist before a disaster and affect the relief and recovery process. These conflicts can be related to access to land, natural resources	• Pre-disaster conflicts can be suspended during the immediate post-disaster period and disaster assistance can be used to promote resolution to existing conflicts. • Existing conflicts can be worsened by relief and recovery if this assistance is seen as being delivered unequally or to the advantage of one party to the conflict. • Specific types of assistance or assistance during specific	☐ Identify whether any active conflicts exist in the disaster-affected locations. ☐ Identify whether the nature of the conflict could limit the provision of relief or recovery assistance. ☐ If the conflict may impact relief or recovery, identify who within the parties to the conflict could be approached to assure relief and recovery assistance will not be affected.

or services (e.g., use of a school or clinic).	• periods of a disaster may be disrupted due to the conflict. • Special procedures, mechanisms or routes may be imposed to deliver relief and recovery assistance.	☐ Establish a committee of representatives from each side of the conflict to collaborate on decisions about the provision of relief and recovery assistance. ☐ Identify and use organizations which are considered neutral in the conflict to conduct assessments and provide assistance. ☐ Provide assistance to areas that are accessible and forgo assistance to areas that cannot be accessed due to insecurity. ☐ Assess whether how assistance is provided can (e.g., methods of distribution, locations of distribution) may exacerbate conflict and take appropriate action to address issues identified. ☐ Disseminate relief and recovery plans, operations details and assistance allocations to all parties of the conflict and to assistance beneficiaries. ☐ Advocate with parties to the conflict and with other key institutions (e.g., UN system) for fair and equitable access to conflict-affected locations.

Community-Based – conflict within or between communities.	• Community-based conflicts often have origins from before the disaster and often relate to access to land, natural resources or water.
	• Local authorities are often well aware of the causes of the conflict and have attempted resolution measures.
	• Assistance should not exacerbate and may be used to reduce the causes of the conflict.
		☐ Map the causes of the conflict. (See **Additional Resources** for procedures.)
		☐ Identify key actors (individuals who may be involved in the conflict and who may have been involved in efforts at resolution).
		☐ Discuss with local authorities the causes of the conflict and previous efforts to address the conflict.
		☐ Identify whether any of the planned assistance can
		   o aid in addressing the causes of the conflict.
		   o Worsen the causes of the conflict.
		☐ Refer to the **Additional Resources** section for documents that set out how to conduct more detailed assessment of the causes of the conflict.
		☐ Assess whether additional specific conflict management/resolution support is needed and secure this support when required.
		☐ Establish an intra-community committee to advise and consult on relief and recovery assistance. The committee should be gender-representative and balanced in terms of representation of each party to the conflict.
		☐ Engage a respected person from outside the communities to negotiate a resolution of conflict issues, if only as far as relief and recovery assistance is concerned.
		☐ Engage a local or national organization specializing in conflict resolution to assist the communities resolve their differences.

Family – tensions leading	• The physical and social disruption associate with	☐ Increase awareness of the general population on the possible impacts

to conflict within a family unit, such as between husband and wife or between young and old.	disasters can often lead to tension and conflict within a family. • One common source of conflict is 'role reversal', where (often) a wife becomes more responsible for assuring basic needs than the husband of a family. (Assistance is often distributed to women, and men have lost work, but have more things to do to rebuild after the disaster and so can't fill their normal responsibilities.) • Children may have more freedom, and be placed in unfamiliar social situations (e.g., camps, with relatives) which can lead to tensions and conflict within the family, with other families and with authorities.	the disaster on families leading to increased tension. ☐ Engage specialists in family conflict working outside the disaster in providing advice to relief and recovery programs on addressing family conflict. ☐ Incorporate conflict awareness and mitigation measures into post-disaster social assistance programs (e.g., school camps, social support). ☐ Increase awareness of health and social assistance personnel working with disaster survivors on causes and signs of intra-family conflict. ☐ Train police personnel on indicators of family conflict and methods for dealing with this conflict. ☐ Develop call-in/stop-in programs to enable people to seek advice and assistance on dealing with family conflicts. ☐ Assess the need to establish safe centers for victims of violence and, if justified, establish centers as needed.
Social – tensions leading to conflict within defined groups in a location, where the different groups can be defined by language, origin or occupation.	• Social tensions which could lead to conflict are often related to the allocation of assistance following a disaster where one group is seen as gaining more or better assistance than another. • Social tensions are often associated with pre-disaster social divisions. • The basis for social tensions leading to conflict may be known to local authorities and understood to be a normal situation. • Note that social tensions differ from family tensions as the former focuses on groups of people, while the later focuses on direct interaction between individuals.	☐ Conduct a key informant assessment on whether there are any possible social tensions in the areas receiving assistance. Consult the **Additional Resources** section for assessment procedures. ☐ Consult with local officials and other key informants on whether social tensions have existed in the past. ☐ Define the nature of social tensions (if they exist) and confirm these with knowledgeable sources (e.g., local officials, recognized community leader). ☐ Conduct "defusing" sessions where issues are raised (by a 3rd party) in an open forum including the groups involved in tensions/conflict and discuss how these tensions can be addressed. Note that this can be done in the context of discussions on how assistance should be provided or in the development of local criteria for allocating assistance. ☐ Establish a local group of recognized eminent individuals to intervene to reduce social tensions. ☐ Consider a more in-depth assessment of social tensions and conflict history as a basis for longer term actions to reduce the potential for conflict. Consult the **Additional Resources** section for assessment procedures. ☐ Implement the actions under Relief or Recovery Assistance (above) to improve the transparency and understanding of assistance provided.
Natural Resources –	• The need for natural resources can change after a	☐ Identify whether there any conflicts over natural resources existed

| conflict caused by changes in access to natural resources (especially water, pasture, wood), often associated with relocation. | disaster (e.g., for building or to cover food needs), leading to increase use and potential conflict over access to resources or the level of resources used.
• Post-disaster natural resource needs will likely exacerbate pre-disaster tensions and conflicts over natural resources.
• Movement of disaster victims to new locations, even if temporary, can cause changes in demand for natural resources and lead to conflicts.
• Post disaster assistance can change demand for natural resources, for instance animals provided to improve livelihoods increasing demand for fodder or agricultural inputs increasing the demand for irrigation water or land.
• A need to rebuild shelter immediately after the disaster can over-extract sand, gravel, clay, wood and water from local sources creating shortages, increased prices and conflict.
• In some cases, local natural resources will need to be over-exploited to meet immediate humanitarian needs. However, possible conflict can be minimized if plans are developed and disseminated on how these natural resources will be restored | before the disaster.
☐ Integrate natural resource requirements into relief and recovery plans.
☐ Assess local sustainable supply rates for natural resources in relation to relief and recovery plans.
☐ Establish local natural resource management committees (composed of residents and newcomers if disaster survivors have been relocated) to assess natural resource needs and develop extraction plans.
☐ Impose restrictions on the use of natural resources where there is a likelihood they will be over-extracted.
☐ Provide alternate supplies or source areas for natural resources where local supplies are likely to be over-extracted.
☐ Implement projects to replace or recovery over-exploited natural resources. |

Additional Resources

Applying Conflict Sensitivity in Emergency Response: Current Practice and Ways Forward (2011), Nona Zicherman, with Aimal Khan, Anne Street, Heloise Heyer and Oliver Chevreau, Humanitarian Practice Network, Overseas Development Institute, http://www.conflictsensitivity.org/sites/default/files/ODI%20HPN%20Paper%20English%20Version.pdf.

Certificate Course in Conflict Analysis (2008), Education and Training Center, United States Institute of Peace, Education and Training Center.

Conducting Conflict Assessments: Guidance Notes (2002), Jonathan Goodhand, Tony Vaux and Robert Walker, Department of International Development.

Conflict Analysis Framework (CAF) (2005), Conflict Prevention and Reconstruction Team (CPR), Social Development Department, World Bank**.**

Conflict Analysis Framework, Field Guidelines and Procedures (2012), Reflecting on Peace Practice Project/CDA Collaborative Learning Projects, Global Partnership for the Prevention of Armed Conflict, Norwegian Church Aid.

The Conflict Analysis Framework (CAF): Identifying Conflict-related Obstacles to Development (2002), Dissemination Note, Conflict Prevention and Reconstruction Unit, Social Development Department, World Bank.

Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peace Building: Tools for Peace and Conflict Impact Assessment, Conflict Sensitivity Consortium, http://www.conflictsensitivity.org/publications/conflict-sensitive-approaches-development-humanitarian-assistance-and-peacebuilding-res.

Conflict Vulnerability Analysis: Issues, Tools & Responses (1999), Stanley Samarasinghe, Brian Donaldson, and Colleen McGinn. Tulane Institute for International Development, Crisis Mitigation and Response, Africa Bureau's Office of Sustainable Development, USAID.

Humanitarian Charter and Minimum Standards in Disaster Response (2011), http://www.sphereproject.org/handbook_index.htm.

Manual for Conducting Training on the topic: "Mediation" (2012), Tajikistan Enhancement Stability Program, Mercy Corps Tajikistan.

Manual for Conducting Training on the topic: Negotiation Process (2012), Tajikistan Enhancement Stability Program, Mercy Corps Tajikistan.

Migration Crisis Operational Framework (no date), International Organization of Migration.

Annex A – Rasht Earthquake Rapid Assessment
Winter/Conflict/Gender Assessment – Extract.

The following text is from **Rasht Earthquake – Rapid Assessment Winter/Conflict/Gender** conducted by DRMP/UNDP and the REACT Secretariat as part of the recovery effort following the 2012 earthquake in Rasht Valley. The document extract provides a model for a quick process to assess potential conflict points arising from the relocation of populations following a disaster. The full assessment process, and a report on the assessment (**Rasht Earthquake Conflict and Gender Rapid Assessment Resettled Population, Kumsangir and Panj Sites**) is available from the REACT Secretariat and at [add web link].

Note that in application, the survey focused separately on men and women, with a man administering the questions to men and a woman questions the assessment to women. A gender-based assessment is often easier to administer and allows for an easier identification of gender-based differences in conflict-related concerns than questioning a gender-mixed group. Also note that this assessment module was conducted in conjunction with an assessment of gender-based impacts of the disaster (see **Rasht Earthquake Conflict and Gender Rapid Assessment)**.

Such an assessment may identify other conflict-related issues, particularly those arising within a family unit. As a result, it is good practice to combine conflict and gender assessments whenever possible.

Conflict Assessment
The purpose of this assessment is to identify if there are any issues which have or could lead to conflict between the displaced who have moved from the Rasht area to K-Tube. The assessment is to be conducted using a focus group approach (recommended minimum of 5 persons) and should be administered to both the relocated population and with those who are already living in the area where the earthquake survivors have been relocated.

Note that the questions provided on the form are intended to lead the discussion process. Respondents should be allows to discuss issues as long as they want.

There should be one person to ask the questions and lead the discussion and one person to write down the results. Notes made for each discussion should include the number of persons present, the number of women and the date, time and location of the meeting.

Standard field survey procedures should be followed. Respondents should be advised that
1. *The information collected will be used to assess ways to avoid conflicts which might arise due to the relocation.*
2. *There is no guarantee of any assistance being provided.*
3. *The respondent(s) voluntarily agrees to answer the questions asked.*

#	Information	Responses
1	Date	
2	Location (District, village)	
3	Person doing the assessment	
4	Relocated or local population?	
5	Number of persons	
6	Number of women	

7	*Are there tensions with the displaced/local residents (select depending on who the meeting is with)?*	
8	*Have there been any conflicts over access to water?*	
9	*Have there been any tensions over traffic and vehicle movement in or near the relocation site?*	
10	*Are the any issues with access to land for cultivation?*	
11	*Will the local school be able to accommodate the displaced?*	
12	*Will the local health facility be able to accommodate the displaced?*	
13	*Is there any concern about old tensions in Tajikistan which may come up again with the movement to the resettlement sites?*	
14	*Is there anything which is likely to make you unhappy about the movement from Rasht?*	