Analysis of the challenges and capacity gaps in the area of comprehensive development planning in post-conflict context

**Development Account Project (ROA 105)
Strengthening National Capacity for the Integration of Sustainable Development Principles into Development Strategies in Countries Emerging from Conflict**

- WORKING DRAFT -

**United Nations Department of
Economic and Social Affairs
Division for Sustainable Development**

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Acronyms and Abbreviations

CSO	Civil society organization
DESA	Department of Economic and Social Affairs
DFID	Department for International Development (U.K.)
DRC	Democratic Republic of Congo
DSD	Department for Sustainable Development
IDP	Internally Displaced Person
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NSDS	National Sustainable Development Strategy
PRSP	Poverty Reduction Strategy Paper
UNCRD	United Nations Center for Regional Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United National Development Program
USAID	US Agency for International Development
UXO	Unexploded Ordinance

Executive Summary

The Division for Sustainable Development, through its work on National Sustainable Development Strategies (NSDS), supports countries in achieving their sustainable development goals. Progress has been made in developing and applying guidelines to develop sustainable development strategies and to integrate sustainable development principles into more medium-term strategies generally. However, these guidelines, somewhat modified, may be particularly useful for countries emerging from conflict by addressing impediments to strategy development and implementation that are widespread in countries in special situations, such as those transitioning from conflict management to development planning.

This background paper falls within the framework of a DESA/DSD Development Account Project entitled "Strengthening National Capacity for the Integration of Sustainable Development Principles into Development Strategies in Countries Emerging from Conflict". The project aims to provide support to countries emerging from conflict to integrate sustainable development principles into comprehensive national strategies and development plans by building on established knowledge and guidance in developing and implementing NSDS and providing additional tools to address impediments and challenges unique to countries emerging from conflict.

The main project objectives are:

- To increase the capacity to utilize sustainable development principles in policy-making in countries emerging from conflict by creating guidelines for conflict-sensitive NSDS and testing them in pilot/selected countries; and

- To produce methodologies (scalable toolkit) that explains and illustrates ways to integrate sustainable development principles into national development strategies as part of peace-building processes.

To support these activities, this analytical paper was prepared with the objective of better understanding the challenges and gaps unique to countries emerging from conflict, methods for addressing those challenges and gaps in the area of comprehensive development planning in post-conflict context. The analysis revealed primary categories of challenges, and associated categories of mitigating methods:

Challenges

1. Broad scope of poverty, inequity and a poverty-conflict trap
2. Exploitation of natural resources, poor environmental security and deterioration
3. Shortsighted and poorly integrated national vision
8. Ineffective systems of law, order, dispute resolution and justice
9. Weak leadership
10. Low ownership and participation
11. Disparity, militarization and social fragility
12. Vulnerability and insecurity

4. Organizational fragmentation, low institutional capacity and weak linkages
5. Lack of data and poor information management
6. Limited integrated and applied policy analysis
7. Political instability, poor governance, and corruption

13. Limited fiscal space and resources, and disruption of infrastructure and public services ("war damage")
14. Corporate irresponsibility and uneven private sector influence
15. "External" forces
16. Donor dependence and conflicting mandates, agendas and capacities of international actors

Mitigating Methods

A. Fostering a multi-sectoral vision for conflict-sensitive sustainable development
B. Promoting organizational coherence by prioritizing, coordinating goals and sequencing efforts
C. Generating capacity for leadership
D. Ensuring integrated and applied policy analysis
E. Engendering government organizational capacity, oversight and accountability

F. Developing meaningful opportunities for participation
G. Improving reliability and availability of information and data
H. Reducing vulnerability
I. Improving social equality, opportunity and cohesion
J. Strengthening security sector and conflict resolution systems
K. Facilitating economic recovery and smart growth
L. Building corporate responsibility and the role of the private sector

The paper finds that there are a series of capacity gaps in implementing NSDS in countries emerging from conflict, and the mitigating methods that are associated with the unique challenges of these country contexts. Some of these gaps are technical, such as incorporating displaced populations, new female-headed households and war-wounded constituents into long-term development plans. In many cases these gaps are also associated with institutional barriers, such as understanding and managing political economy dynamics, synergizing across sectors, and improving equity and representation.

The paper concludes with a series of recommendations for how the Project should proceed in filling identified capacity gaps. These recommendations include a next-steps plan inclusive of:

1. producing new methodologies (scalable toolkit);
2. testing new methodologies (scalable toolkit) in pilot countries;
3. training national stakeholders on developing conflict-sensitive NSDS;

4. developing and maintaining website/portal for continued learning; and

5. promoting local human resource investments;

Cumulatively, taking these steps to fill the identified gaps will help make NSDS more conflict sensitive.

1. Introduction

Project background

Agreeing to enact the principles of sustainable development through the development and implementation of National Sustainable Development Plans, member governments at the 2002 World Summit on Sustainable Development, in its Johannesburg Plan of Implementation, committed to develop national sustainable development strategies and begin their implementation by 2005.   The pledge reasserted the global commitment to the principles of sustainable development, which were subsequently outlined in the Background Paper "Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium"[1]. A national sustainable development strategy, as defined in the background paper, is a coordinated, participatory and iterative process of thoughts and actions to achieve economic, environmental and social objectives in a balanced and integrated manner. The process encompasses situation analysis, formulation of policies and action plans, implementation, monitoring and regular review. It is a cyclical and interactive process of planning, participation and action in which the emphasis is on managing progress towards sustainability goals rather than producing a "Plan" as an end product. The sustainable development principles included in the Background Paper are:

- Integration of economic, social and environmental objectives and ensuring balance across sectors, territories and generations;

- Development of capacity and an enabling environment throughout the coordinated, participatory and iterative process of thoughts and actions;

- Improving access to information tools and inter-organizational coordination to support decision-making;

- Ensuring broad participation and effective partnerships;

- Fostering country ownership and commitment; and

- Focusing on outcomes and means of implementation.

Progress has been made in developing and applying guidelines to develop sustainable development strategies and integrate sustainable development principles in more medium-term strategies generally. However, these guidelines, somewhat modified, may be particularly useful for countries emerging from conflict by addressing impediments to strategy development and implementation that are widespread in

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[1] UNDESA, "Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium", 2002.
http://www.un.org/esa/sustdev/publications/nsds_guidance.pdf.

countries in special situations, such as those transitioning from conflict management to development planning.

With the establishment of The United Nations Peacebuilding Commission in 2005, partnering UN agencies reaffirmed the need for political, security, humanitarian and development activities to be integrated and coherent, and that development should be addressed as early as possible in peacemaking and peacebuilding processes in post-conflict countries. To this end, the commission supports the transition from relief to development and to sustainability by bringing together the governments of countries affected by conflict and national and international actors to determine a strategy for long-term peacebuilding with the objective of preventing a relapse into violent conflict.

The Project is complementary to UNDP's Bureau for Crisis Prevention and Recovery initiative "Statebuilding for Peace in Countries Emerging from Conflict". The initiative targets national partners, as does this Project, but additionally engages partners within the UN system, to improve organizational learning and effectiveness in an endeavor to promote sustainable peace and security and reduce fragility and conflict.

Objectives for making NSDS more conflict-sensitive

The project seeks to improve NSDS by framing a vision of conflict sensitivity, and methods for supporting "conflict sensitive development". Fundamentally, conflict-sensitive development promotes institutional and organizational capacity to manage and prevent violent conflict vis-à-vis sustainable development approaches that target the unique challenges of post-conflict contexts. Understanding the hindrances to implementing NSDS in post-conflict countries can help define knowledge gaps to improve the conflict-sensitivity of current NSDS guidance. This background paper assesses "what we know and what we don't know" about conflict-sensitive NSDS, defines the gaps, and provides recommendations on how to fill these gaps.

Framed by these dilemmas, the objectives of the project are two-fold:

- To increase the capacity to utilize sustainable development principles in policy-making in countries emerging from conflict by creating guidelines for conflict-sensitive NSDS and testing them in pilot/selected countries; and

- To produce methodologies (scalable toolkit) that explains and illustrates ways to integrate sustainable development principles into national development strategies as part of peacebuilding processes.

This background paper will outline how the project will achieve the above objectives; frame the remainder of this three-year work program, which will target national government officials, policy makers and local leadership of member countries.

2. Challenges and Impediments

A literature review, an expert group meeting held in Nairobi in November 2009, and other consultations revealed primary categories of key, interlinked impediments to sustainable development and the implementation of NSDS principles in countries emerging from conflict. These categories are described below:

1. **Broad scope of poverty, inequity and a poverty-conflict trap.** Poverty is the main challenge to sustainable development, as it comes with inequitable access to resources and opportunity. Country contexts characterized by destitution and inequity often breed frustration and violence, worsening already poor systems of governance. These dynamics undermine social cohesion and fuel a dysfunctional political economy of war that is motivated by short-term gain, and enabled by weak accountability and poor incentives for stakeholders to engage in long-term and equitable development.[2] Over time, violence and social division become increasingly entrenched, and the cycle can be difficult to break. Complicating circumstances poses risks for effectiveness of humanitarian and development aid as the benefits of which can be inequitably distributed when captured by elite and powerful groups either through social influence or physical looting. Many countries emerging from conflict demonstrate the particular risks associated with a "natural resource curse". For example, Sierra Leon that is rich in diamonds, DRC that is rich in coltan and Liberia that is rich in timber experience pervasive poverty, inequity and conflict despite their wealth. Although development partners seek to "do no harm", and ensure that re/construction is equitable and avoids feeding conflict dynamics, yet operating toward this goal can mean that opportunities to "do development better" by promoting social and environmental sustainability and peacebuilding can be overlooked.[3]

2. **Exploitation of natural resources, poor environmental security and deterioration.** Violent conflict can have detrimental environmental effects ranging from contamination and pollution from weapons and war damage, to destruction from poor regulation and management (e.g., from abstraction of mineral and water resources), depletion of biodiversity, and general neglect. This threatens the provision of sustainable environmental services to communities and exacerbates poverty. In most post-conflict situations, environmental protection institutions and

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[2] Berdal, Mats and David M. Malone, *Greed and Grievance: Economic Agendas in Civil Wars*, Boulder, Colo.: Lynne Rienner, 2000.
 Duffield, Mark. *Global Governance and the New Wars: The Merging of Development and Security*, London: Zed, 2001.
Collier, Paul, Anke Hoeffler. 2002. "Greed, Grievance and Civil Wars, Working Paper Series 2002-01. Centre for the Study of African Economies, Oxford, U.K. 2002. http://www.csae.ox.ac.uk
Collier, Paul et al *Breaking the Conflict Trap: Civil War and Development Policy*. Washington, DC and Oxford: World Bank and Oxford University Press. 2003.
[3] Mary Anderson analyzes the application of the "do no harm" creed to humanitarian and development interventions in: Mary B. Anderson, *Do No Harm: How Aid Can Support Peace—or War.* Lynne Rienner, 1999.

mechanisms for the management of conflicts over land, water, and other natural resources are damaged or non-existent. For example, in DRC gorilla habitats and various ecosystem services of the Virunga National Park area are in jeopardy in part due to an ineffective and corrupt forest service and profitable, informal charcoal and bush meat markets. In Afghanistan, traditional institutions and central government entities are challenged to collaboratively address overlapping claims on land resources as a consequence of degradation and refugees returns. In Cambodia, weak institutions and regulatory capacity has enabled lumber trafficking and deforestation. These dynamics perpetually destabilize communities and fuel violent conflict.

As governments, constituencies and their development partners establish priorities for the way forward; environmental rehabilitation and natural resource management are often implicitly incorporated into plans, particularly under the rubric of governance and livelihoods issues. As an explicit key concern for post-conflict development, environmental security often falls behind human rights and economic concerns as a less immediate priority, yet environmental resource management is closely linked to both, and figures strongly into conflict prevention and peacebuilding. It should be made clear that there is no trade-off between economic development and protection of environment, but that both should go hand in hand. In this regard, it is therefore important to integrate sustainable development into an overall development framework of countries emerging from conflict.

3. **Shortsighted and poorly integrated national vision.** As governments of countries emerging from conflict juggle priorities and face pressures from their constituents, often with perceived "immediate effects", building a holistic and long-term vision can be extremely complicated. The context is often crowded with humanitarian missions that have short-term objectives, and development agencies that have medium to long-term agendas. Additionally, peacekeeping operations bring to a context their tendency to work toward immediate objectives. These contexts are often crowded with a plethora of international actors that enter into the context with their own ideas of what should be the priority areas and how certain objectives should be achieved. With weak or young constituent relations, governments have relatively little legitimacy and low capacity to establish a long-term, integrated national vision that many donors would like to see at the early days of development.

Even at the sector level, for example in the case of Yemen water management, integration can be extremely complicated as local interests and powers resist centralized authority. In this case, as scarcity increases stop-gap solutions, such as illegal well drilling, are pervasive. In turn, developing and implementing country-wide sustainable water resource management strategy has proven extremely difficult. When considering what is required to develop and implement an integrated, long-term vision for development across sectors the complexity and challenges of such an endeavor become evermore apparent.

4. **Organizational fragmentation, low institutional capacity and weak linkages.**
One of the most broad-reaching casualties of violent conflict and war is the

decimation of government institutions and organizational linkages. Coordination and communication between the state level and local level, "formal" and "traditional" institutions, and between government and (newly developing) civil society often suffers. This creates confusion, fosters competition in light of overlapping authority, and, at worst, can create a power vacuum. While institutional silos are a feature of many countries, both developed and developing, these circumstances are particularly challenging in countries emerging from conflict, where social division poses sustainability risks to development, and hence to peace and state-building. For example, in post-war Bosnia and Herzegovina, mandated ethnic representation in government institutions ensured equitable public representation. However, developing those professional relationships in order to ensure more efficiency in operations, particularly between political parties associated with the two entities (Serb Republic and the Croat and Muslim Federation), has proven to be a long and difficult process.

5. **Lack of data and poor information management.** With institutional decimation often comes the loss of reliable data and information. Government records and databases as well as human resources (skills and manpower to support data management and policy research) are lost. In the case of many civil wars, such as in Lebanon and Rwanda, land registries have been both collateral damage and direct targets of violence. Rectifying these record losses holds particular importance in a recovering nation's aim to achieve social justice and restitution, repatriate displaced citizens, resolve overlapping claims and land disputes and plan public services. Additionally, as countries emerge from conflict, indicator data for tracking development progress is often missing or destroyed, as censuses, for example, are difficult or impossible to conduct. This creates difficult circumstances for promoting evidence-based policy making. As national sustainable development strategies should be based on research and reliable information, filling this data gap becomes a critical challenge to planning and priority setting efforts.

6. **Limited integrated and applied policy analysis**. Facing "urgency" at every turn, policy analysis and monitoring and evaluation often fall by the wayside. Mostly dependent on donor funds in the early years of state-building, financing infrastructure, employment and education initiatives are often preferred to research endeavors. Furthermore, as data and information gaps hinder planning, so do they pose challenges to integrated and applied policy analysis. Consequently, policy decisions are often made based on public opinion and politics, and can be missing important ex-ante and ex-post analysis of social, environmental and economic outcomes of policy decisions. These dynamics are common in countries emerging from conflict, the world over.

7. **Political instability, poor governance, and corruption.** With negatively affected institutional capacity, pervasive social division, and early political instability, weak governance is a common feature of countries emerging from conflict. These contexts are often characterized by a lack of accountability, and the prevalence of groups not interested in seeing institutional improvements, as they profited from violence and a war-related economy. The challenge for leaders and their

development partners is to build organizational capacity and improve social contracts with their constituents early enough, before systems of governance become entrenched in corruption. Systemic corruption can have long-term impacts, fostering inequity and favoritism, undermining democratic principles, and fueling grievances, which collectively undermine sustainable development and post-conflict stability.

8. **Ineffective systems of law, order, dispute resolution and justice.** It can be dangerous if "security" prevails over rule of law, as this can send signals that illegal behavior is permissible. Over the long term such dynamics can have important development impacts, leading to decreased willingness to pay for utility services, and even land predation and illegal construction. Policing, legal and justice systems generally have low legitimacy in communities immediately emerging form conflict. Historical memory of inefficiency and corruption often plagues these organizations' relationships with the communities they attempt to serve, sometimes long after reforms have been put into place. Furthermore, after armed conflicts come to a conclusion, violence – particularly violent crime – can continue in still-fragile governance contexts. Improving systems of law and order are critical to establishing a sense of safety and justice and to improving lawfulness in contexts where anarchy was the previous scenario. Traditional security improvements are integral to micro and macroeconomic re/development, physical infrastructure reconstruction and resource governance. Yet it should be noted that the primacy of policy concerns about security over other economic sectors can be detrimental to sustainable development.

9. **Weak leadership.** Representative leadership is challenged by political instability and social division, and is forced to build legitimacy and a social contract among its citizenry in the midst of adverse circumstances. Where reforms are necessary to foster sustainable development and peace, local and national level leadership can face obstacles to change among powerful interest groups. Even for those who have the will to make political sacrifices to bring positive policy changes, implementation can be extremely difficult. And while some leadership finds support through development partnerships, strength in leadership must over time come from national constituents.

10. **Low ownership and participation.** Fostering meaningful and representative participation can be difficult in socially divided communities emerging from conflict, where logistical issues, social pressures and self-censorship can limit attendance and the free voice of the people. For example, in the early stages of re/development terrorized communities such as those in Rwanda, Angola and Sierra Leone demonstrated the difficulty in fostering meaningful participation – despite donor policies to ensure it.   In turn, and in combination with leadership challenges and organizational capacity deficiencies, fostering country ownership of sustainable development strategies can face a significant challenge. As international actors and donor agencies engage at the grassroots level attempting to maintain progress in re/construction efforts they also risk disempowering national governments. The

delicate balance between encouraging change from the outside, and empowering change-makers from the inside can be confusing to navigate.

11. **Disparity, militarization and social fragility.** Countries emerging from conflict, having experienced some breakdown in governance capacity during violence, often struggle with social and economic disparity, which in turn is compounded by social fragility, legacies of grievance, and militarization. Regional imbalance, fear and distrust, particularly toward previously adversarial groups, risk a relapse into violence. As experience shows, such as in West Africa and Central Africa, Nepal and Sri Lanka, circumstances remain tenuous as former combatants are in the process of being demobilized and reintegrated into society. With a lag time before development benefits take root and livelihoods security improves, a risk of relapse into violent conflict remains a general concern for sustainable development.

12. **Vulnerability and insecurity.** Human security is a precondition of human development, as it ensures "freedom from want" and "freedom from fear".[4] Emerging from conflict, communities can struggle to break out of a paradigm of vulnerability and insecurity in which they view themselves, their loved ones, and the things that they value as being at risk due to violence; they have a low sense of human security. Examples abound. Perpetual food insecurity, affecting over one-third of the population prior to the January 2010 earthquake, has fueled violence and political crisis in Haiti for several years. Similarly, in perpetually unstable Somalia, as well as parts of Sudan and Northern Kenya, environmental scarcity is commonly cited as a driver of enduring poverty and ethnic violence (see Box 2).[5]

Vulnerability and insecurity are interdisciplinary concepts in this context, linked to economic, environmental and social factors. Vulnerability and insecurity contribute to consumptive behaviors and management decisions that target short-term benefits to alleviate concerns about perceived insecurities. Moser[6] defines vulnerability as "insecurity and sensitivity in the well-being of individuals, households and communities in the face of a changing environment, and implicit in this, their responsiveness and resilience to risks that they face during such negative changes". Moser explains that vulnerability is inextricably linked with asset ownership. These assets are the group of resources that are utilized to generate welfare : (i) labour, both skilled and unskilled; (ii) human capital, such as education, skills and health that determine the ability to make enhanced use of the labour; (iii) productive assets such as land and housing, and tools for production; (iv) household relations, particularly gender-defined roles determining access to resources, work distribution, and opportunities to express an opinion and participate in decision making; and (v) social capital, the relationship between households and within communities based on kinship, religion, and mutual interdependence. Along the same line of ideas, World Bank, UNDP and the European Commission confirm that the extent of

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[4] UNDP Human Development Report 1994.
[5] UNEP, Integrating Environment in Post-Conflict Needs Assessments. 2009
http://postconflict.unep.ch/publications/environment_toolkit.pdf
[6] Moser, C., World Bank, Washington, DC, U.S.A. The asset vulnerability framework: Reassessing urban poverty reduction strategies. 1998

vulnerability is dependent on a household's or a community's assets which may be classified as: (a) natural capital (land, forests and water), (b) social capital (supportive relationships within a group, between two or more groups, and between groups and higher authorities having control over resources); (c) human capital (health, education, and skills); (d) physical capital (housing and infrastructure); and (e) financial capital (savings, access to credit).

This vulnerability and insecurity dynamic can contribute to unsustainable economic and environmental patterns. For example, in economic terms vulnerability and insecurity may mean that individuals will make decisions based on near-term concerns. In environmental terms this may mean fear of food insecurity and competition over natural resources. In social terms this can translate to distrust and poor social cohesion, and in the absence of capacities to manage conflict escalation, this can lead to violence. Near-term insecurity can lead to long-term vulnerability in the absence of comprehensive, national-level sustainable development planning. Over-centralized governance and public services can contribute to regional insecurity; as such bodies might not be willing or able to respond to localized needs – particularly in the midst of crisis. Furthermore, the needs of vulnerable communities can be overlooked in the context of highly centralized policy-making. For example, vulnerable rural populations can remain isolated in remote mineral rich regions where insecurity and poverty perpetually stunt development potential.

13. **Poor economic performance, limited fiscal resources, and disruption of infrastructures and public services ("war damage").**Violent conflict impacts not just institutions, but more visibly it destroys infrastructure and the environment. Without homes communities cannot live. Without roads goods cannot be transferred to market. Without offices government cannot function. Unexploded ordinances and weapons contamination impact agriculture and forestry. Over the course of violent conflict, weaponry ends lives, damages belongings and other goods, and destroys livelihoods. Military spending furthermore reduced growth.[7] The social, economic and environmental costs of war collectively total a high dollar value, and some of this can be successfully rebuilt with special post-conflict financing. In the midst of chaos informal "shadow" economies flourish without regulation. Rebel groups can become highly internationalized, garnering strength through links to smuggling networks for lootable mineral resources, agricultural products, and arms. The negative economic impacts that follow this kind of damage require in the near term fiscal resources and management capacity, and in the long term a holistic approach to economic re/development, both of which may be lacking in the wake of war.

14. **Corporate irresponsibility and uneven private sector influence.** The private sector can play an important role in national sustainable development planning. The private sector often is more nimble in post-conflict environments, as it is less politically and institutionally constrained than donors and national governments. It can inject needed capital into flagging economies relatively quickly, and can

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[7] Collier, Paul et al.: *Breaking the Conflict Trap: Civil War and Development Policy.* Washington, DC and Oxford: World Bank and Oxford University Press. 2003.

participate in valuable partnerships with public institutions. Yet in an under-regulated, low-competition post-conflict environment the private sector and its entrepreneurs, whether home-grown or international, can wield significant power. In worst-case scenarios some can assume the role of "war profiteer", choosing to operate in socially irresponsible ways. A poorly regulated private sector can hence risk further violence. Furthermore, with low public sector capacity, public-private partnerships for long-term sustainable development can be premature in the early stages of post-conflict.

15. **"External" forces.** Several "external" forces have aggravated social tensions and led to conflict spillover and escalation across borders. As a country emerges from conflict, and when neighboring countries continue to experience civil strife, these risks can cause concern among governments, constituents and even investors, slowing the potential for national sustainable development plans. Thus such plans need to take into consideration the concerns and the risks of regional violence, instability and crime, porous borders and Diaspora activities.

16. **Donor dependence and conflicting mandates, agendas and capacities of international actors.** Countries emerging from conflict are characterized by crowded contexts, which feature a multitude of actors – among these, donors and implementing agencies – that bring a patchwork of mandates, agendas and capacities. Some interventions may be intended as political or economic support, yet these interventions can reflect international and regional power politics, which can confuse priorities and contribute to continuing instability.

Pervasive political instability and low human security in these countries often leads, at least in the short term, to donor dependence for humanitarian and development aid. In addition to financial dependence, governments that face political gridlock can rely on the international community to ensure that the development agenda maintains momentum and continues forward. Over time this can manifest perverse incentives as donors and other agencies find themselves entrenched in the role of policy and as a financial crutch, disempowering post-conflict governments from owning and taking forward their own development agendas.

These challenges combine to make the development context in countries emerging from conflict extremely complex. When these challenges are addressed in an integrated way through carefully thought out and implemented national sustainable development strategies capacities are fostered that can counter the risk of conflict relapse in the longer term. In turn, development strategies will have more sustainable and positive social, environmental and economic impacts, both supporting conflict resolution and encouraging peace-building.

Box 1: Causal and escalatory factors of conflict

Several conflict causes and escalatory factors are applied in the "challenges" and "response" sections of this paper. These factors may be prevalent in the history of a conflict, but they also provide points of analysis in projecting potential risks of conflict relapse (See Box 3). These factors, which are associated with imbalances in resource access and distribution and in turn development opportunities, are summarized below. These factors, as underlying root causes, must be addresses in development planning, for if they are ignored the risk of conflict recurrence is significantly higher. It is important to emphasize that these factors are also common in non-conflict countries as well. In countries emerging from conflict these individual factors are "conflict risk multipliers." The multiplicative nature of threats reinforces the need to address these challenges in an integrative manner through national sustainable development planning.

Environmental factors
- Overlapping claims on natural resources (e.g., due to historic claims, administrative weaknesses, overlapping traditional and "formal" processes)
- Increasing competition (e.g., due to relative resource scarcity)
- Climate change (e.g., precipitation and temperature changes, biodiversity impacts)
- Environmental degradation and pollution
- Demographic change (e.g., population growth and movements, youth bulge, joblessness)

Economic factors
- Poverty and inequity
- Joblessness and lack of economic opportunity
- Protection and loss of livelihood
- Shadow economies and corruption (e.g., "greed" hypothesis)

Social, organizational and political economy factors
- Perceived relative deprivation
- Low human security
- Poor and corrupt governance
- Ethnicity, group-ness
- Power disparity, elite dominance, and elite capture of resources
- Social marginalization and lack of voice
- Lack of balance in authority and "cult of personality"

3. Meeting the Challenges: Capacities and Critical Gaps

This section analyzes responses for addressing the challenges described above. Defining conflict-sensitive practice in National Sustainable Development Strategies, these challenges and responses are paired in a matrix in Annex 1. In describing these thirteen categories of responses below, capacity gaps are highlighted. Steps for future programming to close these gaps are elaborated in the following chapter.

In analyzing the response mechanisms below, this paper considers capacities and critical gaps (see Annex 2 for flow chart and description of methodology). *Capacity* is defined as "the ability of people, organizations and society as a whole to manage their affairs successfully".[8] Capacity is:

- Not only human resource development, but integral parts of the concept are **sustainability, national ownership, policy-level impacts, organizational development and the systemic/enabling environment**.

- Not only through technical assistance, but also **evolution of tools, guidelines and mechanisms**.

- Not just outputs, but also **processes that lead to outputs**.

- Embedded in **national development strategies as well as sub-national development plans**.[9]

The gap analysis provided below applies this integrative notion of capacity. *Capacity development*, in turn, is "the process whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time."[10] Capacity development includes eight components of capacity building: (1) human resources; (2) public sector accountability; (3) access to information, development knowledge and technology; (4) inclusion, participation, equity and empowerment; (5) financial resources; (6) material resources; (7) environmental resources; (8) external/international relations.[11] Capacity building in countries emerging from conflict requires incremental approaches, persistence, learning-by-doing, and encouragement for stakeholders to participate - demonstrating short-term concrete results ("peace dividends"), building step-by-step and fostering sustainability from within communities. This conception of capacity development frames the recommendations outlined in the subsequent chapter, and will define the training and toolkit activities to follow this paper.

Overall, and considering this notion of "capacity", NSDS can be made *more conflict-sensitive* through the management of critical processes. What makes post-conflict contexts unique, and therefore how should NSDS processes be approached

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[8] UNDG Capacity Assessment Methodology: User Guide, 2007.
[9] Ibid.
[10] Ibid.
[11] Ibid.

differently? As the sections below outlines, much literature and guidance has been developed that can support the design and implementation of conflict-sensitive NSDS. But there remain gaps in the four "critical process" pillars outlined in current guidance:[12]

- *Political economy processes*: managing the "post-conflict" political economy;

- *Technical processes*: managing the unique needs and logistical challenges including infrastructure that impact development in countries emerging from conflict;

- *Participatory processes*: ensuring representation and meaningful engagement in socially divided societies; and

- *Resource mobilization processes*: special financing mechanisms for countries emerging from conflict.

Looking forward for solutions, practitioners and policy-makers experiencing particular logistical challenges and limited resources should consider maximizing NSDS opportunities by harmonizing and integrating efforts with already existing development policies, such as PRSPs, MDGs, and environment strategies.

A. **Fostering a multi-sectoral vision for conflict-sensitive sustainable development.** A joint vision and common understanding between a government and its development partners that promotes peacebuilding as a foundational principle of conflict-sensitive development fosters a culture that supports sustainable development over the long term. This vision, which facilitates a transition from negative to positive peace, should emphasize poverty eradication, "green recovery" and "smart growth" approaches in order to help countries emerging from conflict to leapfrog over destructive phases of development and conserve natural resources. Green recovery is the notion of rebuilding an economy based on green principles. This includes building livelihoods and improving socio-economic conditions through the development and growth of a low-carbon, environmentally sustainable economy. Green recovery can frame the rebuilding process as an opportunity to usher in broader sustainability. Smart growth is the notion of development planning that concentrates growth in population centers, providing natural, social, and financial improvements through the equitable distribution of costs and benefits. Smart growth reduces vulnerability and increases resilience through the development of institutions and infrastructure that mitigate environmental and economic risk. Multi-sectoral development is inherently conflict-sensitive in its inclusion of:

- governance/institutional capacity development (inclusive of policy-making and implementation, service delivery and security);

- poverty alleviation and livelihood development;

- repatriation and resettlement;

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[12] UNDESA, "Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the New Millennium", 2002.
http://www.un.org/esa/sustdev/publications/nsds_guidance.pdf.

- public safety and security;

- infrastructure recovery;

- food security and agricultural rehabilitation;

- natural resource rehabilitation and management;

- health, education, and social welfare needs;

- governance, rule of law and civil society; and

- macroeconomic stabilization and growth.[13]

A holistic vision for sustainable development should identify and capitalize on peacebuilding opportunities and foster capacities for violence prevention and conflict resolution, which are inherent in development interventions. Capitalizing on opportunities to coordinate with related policies and processes, such as PRSPs and environmental strategies, can ensure that objectives of NSDS are incorporated at multiple policy levels.

While these notions of good practice are commonly known, capacity gaps continue to hinder implementation. For example, sectoral specialists do not always understand how to integrate across sectors, much less identify peacebuilding opportunities. Furthermore, in the urgent post-conflict context some sectors and long term issues, such as environmental and food security and natural resource management, are overshadowed by other priorities, such as refugees and human rights violations. To ensure the design and implementation of truly multi-sectoral strategies, awareness needs to be raised among stakeholders with regard to inter-sectoral linkages associated with sustainable development and conflict risk management. Trainings, workshops and information campaigns should strive to integrate across sectors and agencies, bringing together diverse stakeholders to build knowledge and relationships and facilitate critical thinking. For example, civic education programs, parts of sustainable development plans in Kenya, Rwanda and Liberia for example, have been integral to these countries' development processes. Harmonization with existing policies and programs, such as PRSPs and environmental or sector strategies also ensures an integrated approach.

It is important to note that incorporating sustainable development principles into development strategies in development planning, management and community action requires sound decision and political will from the national government (also the international community) to strengthen territorial/local autonomy, decentralized decision making and community empowerment.

B. **Promoting organizational coherence by, prioritizing coordinating goals and sequencing efforts.** The process of transitioning from recovery to re/construction

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[13] Modified listing from: Martina Fischer, *Recovering from Violent Conflict: Regeneration and Reintegration as Elements of Peacebuilding*, Berlin: Berghof Research Center for Constructive Conflict Management, 2003.

to long-term development is not a linear process. Many developing country contexts are crowded with donors and NGOs, making priority setting and coordination of multiple efforts inherently complicated. Peacekeeping missions can contribute to this organizational incoherence as well. This complexity is compounded by the urgency that motivates these same actors in countries emerging from conflict. Meanwhile, governments struggle to rebuild the state and improve legitimacy. Enabling a government to define long-term development priorities, set goals, and lead development initiatives while maintaining broadly inclusive processes promotes democratic principles and state-building, builds legitimacy and a stronger social contract with constituents, and facilitates peacebuilding. Contexts where peacekeepers are present feature an additional layer of complexity in planning and operations.

Coordinating multiple actors around common objectives, selecting strategic entry points and multi-stakeholder coalitions along these entry points – such as environmental security, poverty reduction and sustainable development – also helps to build coherence both within governments and between governments and their development partners. For example, in countries emerging from conflict where intra-governmental competition and disconnectedness frustrate efforts to develop and implement multidimensional development plans, conflict-sensitive NSDS support incentives for inter-ministerial and central-local government cooperation. Such coordination also reduces the near-term burden on valuable country resources, including manpower and capital. This includes identifying common opportunities across development initiatives in terms of deploying human resources, conducting policy analysis, making public investments, and linking with existing national strategies.

The challenge of sequencing is prevalent at all stages of development interventions, but is particularly acute in the midst of a crowded post-conflict context where humanitarian and development needs collide. The sense of urgency that drives various actors in these circumstances can frustrate priority setting and sequencing processes. Though these processes are rarely (if ever) linear, sequencing three primary overlapping phases to the extent possible can have important implications for sustainable development and peacebuilding:

- ***Phase I – "Quick wins" and capacity building***: This phase targets regrouping and re/building organizations, human/technical capacities and transparent procedures within governments and constituencies. This includes establishing a secretariat to drive the reconstruction process and to provide institutional support in the long term. In this phase peacebuilding is promoted by picking low-hanging fruits to demonstrate progress and "peace dividends" to stakeholders, fostering momentum for more difficult reconstruction tasks to follow. Humanitarian efforts are administered with a long-term vision to reduce dependency and make way for sustainable development. Fostering a balanced relationship between peacekeeping authorities and national authorities lays the groundwork for government ownership and independence.

- ***Phase II – Re-establishing a legitimate state (transition to normal public service delivery) and larger reconstruction works***: This phase targets reestablishing and building legitimacy of government authorities and the public service sector. Public institutions, through citizen representation and participation, are empowered to engage in larger reconstruction works. This phase shifts from a humanitarian focus toward medium to long-term vision for sustainable development. Foreign development actors may play a leading role in development initiatives, but local stakeholders at various levels of authority should be empowered throughout planning and implementation in order to build internal ownership for the country's future.

- ***Phase III – Normalizing development and poverty reduction***: Shifting from exogenous to endogenous development, the country moves toward "normal" sustainable development processes. Integration into regional or global initiatives, agreements, or intergovernmental agencies reinforces global standards of conduct and broad political and economic support for the country emerging from conflict.[14]

NSDS seek to institutionalize planning processes. Managing transitions through these overlapping phases, a vision of conflict recovery and sensitivity, sustainability and long-term development can be institutionalized both logistically and attitudinally. Capitalizing on opportunities to coordinate with related policies and processes, such as PRSPs and environmental strategies, can ensure that the integrated objectives of NSDS are incorporated at multiple policy levels.

Capacity gaps associated with organizational coherence can often be tied to weak social cohesion, in this case due to violent social conflict, grievance and marginalization, and a destructive political economy. Consequently, countries emerging from conflict, and their leaders, struggle with depleted social capital and a divided vision for the country's future. Further aggravating these conditions is competition between various development partners to influence and implement the development agenda. These factors hinder the objective to shift, both logistically and attitudinally, from short term to long term planning. Building linkages across organizations and timelines throughout the planning process institutionalizes conflict-sensitive development approaches. Improved administrative and communication mechanisms provide the logistical framework necessary for this type of approach as well as institutional memory and continuity, since in many countries emerging from conflict governments are prone to change more rapidly than in stable countries. Turnover in public administration is also more prevalent and increases with the strengthening of the private sector. It would therefore be desirable to establish an inclusive and representative body to be the steward of a long-term vision, coordinating humanitarian and development efforts, and building linkages to facilitate regional and global integration.

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[14] Typology drawn from and embellished upon from: Sarah Cliffe and Markus Kostner, The Planning and Management of Post-Conflict Reconstruction presented to World Bank Conflict and Development Workshop, 20 April 2004.
http://lnweb18.worldbank.org/ESSD/sdvext.nsf/67ByDocName/ConflictandDevelopment.

As an example in coordination, working groups have been established in the Palestinian Territories, which pair as conveners' donor/implementing agency representatives with Palestinian representation. These groups are organized in technical clusters (e.g., infrastructure, health and human services) which are in turn grouped into social and economic sub-sectors. Working groups are convened multiple times a year to share information on projects, initiatives and resources and to discuss sub-sector priorities. These meetings empower the Palestinian Authority to more efficiently monitor and influence the activities of the international community. Such coordination, furthermore, holds all actors in the crowded Palestinian context accountable for their plans and their decisions. Similar approaches to coordination have been used in contexts such as Rwanda, DRC, Timor Leste and Nepal. And while on paper, these initiatives are good practice, participation is generally voluntary. Thus effectiveness is dependent upon the effort that local parties and international organizations put into coordination. Despite these challenges, structured coordination undoubtedly benefits the design and implementation of national sustainable development strategies.

C. **Generating capacity for leadership.** Countries emerging from conflict, and their leadership, can experience difficult decisions and painful transitions as they seek to share authority with a diverse and divided constituency. Building and empowering visionary leadership, sometimes referred to as "champions of change", can help overcome a legacy of violent conflict through implementing a long-term vision of sustainable development. Governments and their development partners benefit from collectively promoting progressive qualities in country leadership: holistic vision, principles of equity, innovation and risk-taking. In the case of Liberia, for example, President Ellen Sirleaf Johnson's tough policies on corruption have won her praises a firm and uncompromising leader navigating a highly complex context of interests. While no leader is perfect, those who are far-sighted are more skilled at managing political sensitivities and building support around key issues, including inequality, dynamics of social conflict, and consequences of war, elite capture and resource exploitation.

While in many cultures elders traditionally take leadership roles, opportunities still exist for building a cadre of young leaders. These young leaders can bring a fresh perspective to "old" problems and fill leadership gaps over time. This is one rationale for including in national sustainable development strategies focused programming and policies that empower youth, as was done in countries such as Liberia, Rwanda and Timor Leste. The Vietnam NSDS (2004), identifying youth as "the future", specifically outlines needs to train, improve professional and business opportunities for, and mobilize youth to participate in policy making.[15] Conflict, which is in essence "social change in fast forward", signifies the importance of bringing diverse new champions into the political system. Conflict-sensitive NSDS should manage this

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[15]The Government of the Socialist Republic of Vietnam. The Strategic Orientation for Sustainable Development in Vietnam (Vietnam Agenda 21), 2004, p.74.

adverse political economy, and reward leaders who take near-term risks with the objective of achieving the broader objective.

D. **Ensuring integrated and applied policy analysis.** If knowledge is power, then policy research is the pillar that supports sustainable development. Countries emerging from conflict, as we have mentioned above, face extremely difficult circumstances for making decisions and instituting reforms. These are, however, essential components of conflict-sensitive development, which seek to interrupt the cycle of poverty-conflict and rectify its underlying causes and conditions. Reforms can cause controversy in "normal" development contexts, but in countries emerging from conflict social, economic and environmental impacts can multiply the risk of *conflict relapse*.

For these reasons, integrated and applied policy analysis is a key aspect of conflict-sensitive sustainable development. This category of work includes: managing and rectifying data gaps (a common legacy of violent conflict); combining social, environmental and economic analysis within a vision of stability and peacebuilding; and empowering beneficiaries by employing participatory methods. Good practice examples in addressing these issues include Kenya's Vision 2030, which included in its first five year plan an objective to "understand the incidences of poverty and the needs of the impoverished" by conducting a Comprehensive Study and Analysis of Poverty Reduction Initiatives.[16] This practice is coupled with measures to ensure democracy and participation, including "encouraging public access to information and data by promoting its free flow".[17] In Uganda the long-term and medium-term expenditure frameworks "integrate all public expenditures by a clear analysis of the links between inputs, outputs and outcomes in a coherent three-year framework" in order to ensure better results toward poverty eradication.[18] Outlined in Fiji's National Strategic Development plan is the Peace and Stability Development Analysis, a "process for development planning that uses a peace-building and conflict prevention approach", which "seeks to help identify responses, opportunities, initiatives and strategies based on building a peaceful community." Principles of this approach include public consultation, increased information flow in the public domain, and whole-of-government planning and implementation.[19] The Burundi PRSP (2007-2010) also combines data rectification, analysis and participation activities, which provide more conflict-sensitive and sustainable decision support.

These three areas, however, are significant gap areas in current sustainable development planning operations due to a lack of resources (time, money, manpower) and know-how that stems from experience. This in turn impedes the development of a long-term vision to be supported by strong policy analysis.

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[16] DESA, Report on Sustainable Development Strategies of Countries Emerging from Conflict in Africa (unpublished), 2009, p.101.
[17] Ibid, p.115.
[18] Ibid, p.232.
[19] DESA Report on Sustainable Development Strategies of Countries Emerging from Conflict in ASIA-PACIFIC, (unpublished), 2009. p.36.

Because resources can be so scarce, efficiency is paramount, making it all the more important to capitalize on existing opportunities before launching new efforts. This involves conducting and consistently building upon pre-agreement needs assessments, and coordinating between different public bodies and development partners in the acquisition and deployment of financial and human resources. However, "doubling up" is not a panacea. Human resources need to be built up, including technical capacity to *conduct* critical policy analysis (and by way of this, manage data gaps), and to *apply* this analysis in the policy world. Good practice capitalizes on each of these opportunities, building in tandem organizational capacities to analyze and manage conflict.

There exist many analytical tools that are used by partnering development agencies, and these can be modified to a particular context instead of forcing governments to reinvent analytical methodologies (see Box 3). Assessment and performance oversight that includes indicators of conflict and violence risks also helps development teams to navigate and effectively address continuously changing conditions. In Liberia, for example, "strong conflict analysis" is used in the 2008-2012 PRSP "as a basis for framing interventions."[20] A further example of good practice, demonstrated in Rwanda's Economic Development and Poverty Reduction Strategy Paper (2008-2012), includes building performance indicators into all processes at the local and political levels, enforcing assessment policies, and training and building analysis and M&E human resources at different administrative levels within the country.

E. **Engendering government organizational capacity, oversight, accountability, and fighting corruption.** Many violent conflicts stem from or are worsened by poor governance and weak rule of law. These conditions foster opportunities for political and economic exploitation, and grievances associated with inequity and relative deprivation. Hence, supporting improvements in governance, particularly those associated with accountability and standards of public service, is of particular importance for conflict-sensitive NSDS. In Rwanda and Liberia, for example, this has included vigorous anti-corruption policies. Liberia's zero tolerance policy is supported by a comprehensive four-part National Anti-Corruption Strategy, which includes:

- Identifying the causes of and attitudes towards corruption in Liberia;
- Measures to reduce opportunities for corruption;
- Mapping the country's current state of corruption; and
- Formulating ways to break with the entrenched practices of the past.[21]

Under UNDAF 2008-2012, Rwanda's anti-corruption activities are further supported by the Ombudsman's office, which conducts sensitization exercises and trains local

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[20] DESA Report on Sustainable Development Strategies of Countries Emerging from Conflict in Africa, 2009 (unpublished), p.121.
[21] Ibid, p.139.

level officials and other stakeholders in order to keep down already low levels of corruption.[22]

Leadership and development partners are compelled to skillfully navigate a political economy quite unique to countries emerging from conflict. Public administration improvements require transparency and public engagement, to improve accountability, and skill in addressing powerful interests, "winners" and "losers", and conflicting views of social justice that can emerge after the cessation of hostilities. Policies that emphasize accountability, equity and mutual public benefit should be underpinned by procedures that espouse the same principles of representation and accountability, including: building legitimacy, broadening civic engagement, strengthening the social contract between government and constituents, and strengthening checks and balances (e.g., parliamentary capacity to monitor the executive branch). Human and institutional capacity can be expanded through civil service development and reform; improving linkages between central authorities and local institutions; and devolving authority to localities (while maintaining linkages with the central government).For example, Rwanda's Vision 2020 and the associated Capacity-Building and Public Service Reform project promote a human resource development policy that "aims to promote accountability, transparency, and a modern management system, allowing the Government to rationally utilize scarce resources."[23] In the case of Kenya, according to the First Medium Term Plan of Vision 2030, the government is "committed to policies geared toward decentralization" in order to, among other things, emphasize greater government accountability and enhance community participation.[24]Such initiatives under these countries' national sustainable development plans improve the quality and the reach of government institutions.

If conflict is "development in reverse"[25], then post-conflict public service and administration requires modernization, including information and knowledge management improvements associated with dissemination and transparency (e.g., in decision-making, finances). Competing political priorities can confuse policy-making. To ensure NSDS are conflict-sensitive, the profile of key policy issues associated with conflict risks (see Box 1) needs to be raised. Rapid social and political change often characterizes the context in countries emerging from conflict. Yet with weak organizational and institutional governance capacity and an outdated public administration system, change management is often difficult and change can be a continuously destabilizing force. Human resource challenges are rife in countries emerging from conflict, as they struggle to manage "brain drain" (the exodus of the educated citizenry for better professional and economic opportunities abroad). Filling these gaps of much-needed know-how by tapping into local and expatriate resources can provide a dual platform for rebuilding human resource

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[22] Ibid, p.176.
[23] Ibid, p.177.
[24] Ibid, p.114.
[25] Collier, Paul et al. *Breaking the Conflict Trap: Civil War and Development Policy*. Washington, DC and Oxford: World Bank and Oxford University Press. 2003

capacity. In the cases of Rwanda and Liberia, the TOKTEN program (UN human resource development program called "Transfer of Knowledge through Expatriate Nationals") was tapped to facilitate the return of Diaspora talent in order to support socio-economic development and "promote professionalism" in the public sector.[26]

F. Developing meaningful opportunities for participation. Participation is of particular importance in countries emerging from conflict, while the social contract between a divided citizenry and their government is being renewed. Ensuring that participation is *meaningful* remains a challenge in that (1) representation can be difficult in the context of social pressures, and (2) distrust can pervade and spoil the process. Closing this gap requires individualized attention to each NSDS context and involvement of local authorities. Liberia's Governance Reform Commission, for example, is charged with advancing political, social and economic decentralization by defining appropriate structures to promote grassroots representation and participation."[27]It can also be overcome through improved information about participation opportunities and active recruitment and the expansion of participatory approaches to disenfranchised or historically marginalized groups. As an example, environmental management in many countries creates opportunities for multi-level, multi-group engagement. The Vietnam Agenda 21, for instance, specifies modalities for "whole society participation", including reform of legal and institutional frameworks "to promote people's initiatives […and…] enhance community participation in environmental impact assessment by institutionalizing the participatory role of people and taking measures for enforcement."[28]Environmental planning is also used as a platform for participation in Liberia, where under the state's Forest Concession Review Committee communities are developing and implementing sustainable natural resource management plans.[29] Synthesized multi-layered participation helps reinforce the social contract on multiple policy levels. It can also help build social cohesion vis-à-vis the planning process. The dissemination of success story case studies would support a broader understanding of the mechanics behind these types of processes.

Strengthening the NGO sector and utilizing civil society organizations (CSOs) as intermediaries can be useful in helping to ensure processes have meaning for constituency groups, balance local knowledge and new ideas, and build social cohesion to a constructive level by addressing the psycho-social dimensions of violent conflict. CSOs can also increase awareness and capitalize on learning opportunities, raising the profile of key development concerns that have been highlighted by the government, constituents and development partners (e.g., environmental sustainability, climate change, natural resource management). Participatory approaches also increase NSDS efficiency by facilitating the

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[26] DESA Report on Sustainable Development Strategies of Countries Emerging from Conflict in Africa, (unpublished) 2009, p.137.
[27] Ibid. p.142.
[28] The Government of the Socialist Republic of Vietnam. The Strategic Orientation for Sustainable Development in Vietnam (Vietnam Agenda 21), 2004, p.71.
[29] DESA, Report on Sustainable Development Strategies of Countries Emerging from Conflict in Africa, (unpublished) 2009, p.145.

decentralization of planning and management by utilizing community-driven development (CDD) and recovery models. However, targeted capacity development in the CSO sector often receives relatively little attention in NSDS, and CDD approaches are heavily donor-driven. Closing the gap around these challenges requires, foremost, an improved understanding within governments about the benefits of these approaches, and also closer cooperation with CSOs in order to avoid overlaps or confusion of priorities.

G. **Improving reliability and availability of information and data.** As discussed above, accounting of and access to reliable information and data can be negatively affected by violent conflict, either because information collected and managed by public institutions is compromised or biased, or because records and human resources are lost due to war damage. In a post-war environment, where social division and an overall lack of trust between different social groups can be a hindrance to government planning, data reliability and access become all the more important as countries work toward peacebuilding, reconciliation and sustainable development.   Modalities for addressing these issues are common to good sustainable development practice: developing information infrastructure; building and improving national information systems (including statistics, M&E); aggregating and streamlining information collection and dissemination activities so as to conserve country resources; promoting networking and information sharing among stakeholders; implementing transparency policies; and prioritizing media development. Several countries emerging from conflict have identified these needs in existing plans. For example, Kenya's Vision 2030 conserves resources by building on existing data needed for highly technical planning, including open-source hydro-meteorological data for water resource planning (dams' management and water supply and sanitation).[30]In Sierra Leone (PRS 2005-7), characterized by massive post-war data deficiencies, established a Census, Survey and Routine Data Systems working group to coordinate data exchange across government entities in order to improve planning and M&E.

Political economy and security conditions enable gaps in information and data services to be maintained. Powerful interests can make transparency policy enforcement particularly challenging, for example. Insecurity limits the freedom of the press, and hinders the role of the media in information dissemination and promoting public accountability. This makes media development in countries emerging from conflict even more urgent. Liberia's interim Poverty Reduction Strategy (2006-2008), for example, made explicit the government's recognition that: "involving broader participation in the governance process [is] a means to avoid future conflict." The document asserted that the government would "focus on developing a strong civil society that fully participates in governance and an open, free, impartial media. Moreover, [the government] will also create an enabling environment for civil society organizations to operate and provide capacity-building programs for them and the media."[31] Strategies in Sierra Leone (PRSP 2005-2007)

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[30] Ibid. p.107.
[31] Ibid. p.142.

and Rwanda (PRSP 2002-2007) have also emphasized the importance of developing investigative journalism skills among media professionals, and the need to ensure freedom of the press.[32]Yet with "hard" investments producing more political capital, information and data services are a less desirable investment, garnering less political will.

H. Reducing vulnerability. Vulnerable groups, the poorest and most disadvantaged, generally have the least influential political voice with which to express their needs. Countries emerging from conflict are faced with a unique opportunity to rectify these historical inequities. While reducing vulnerability is good practice in poverty alleviation and development programming in all countries, in countries emerging from conflict the distinction of vulnerable groups is unique, as the social manifestations of vulnerability can be different in the context of violence. In post-conflict contexts these might, for example, be associated with social group divisions that have defined adversarial relations during war or victimization during violence. Specifically, vulnerable groups may include former combatants, war-wounded, newly created female or youth-headed households, refugees and internally displaced persons. Vulnerability can also be increased due to the proximity of UXOs and natural resource contamination or degradation (e.g., affecting farmland, water, forest resources, etc). IDPs and refugees living in camps can be particularly vulnerable to natural disasters, as in Uganda where the government has prioritized comprehensive disaster management within its Poverty Eradication Action Plan.[33] Targeted conflict- specific special needs initiatives should be included in NSDS.

Currently, sustainable development plans often miss the opportunity to define, analyze and address the special causes and conditions of vulnerability prevalent in countries emerging from conflict. For example, women experience unique vulnerabilities, having their roles changed during conflict, sometimes enslaved in military camps, raped and abused, having cared for the sick and injured, and emerging from war with a low level of education and as heads of households. Consequently, vulnerable groups remain victims of inequity, stuck in a poverty-conflict trap. Often this gap is a consequence of: (i) a lack of thorough, disaggregated social analysis, (ii) lack of awareness and general knowledge among decision-makers, and (iii) political resistance. Both at the government and the development partner level there is often a knowledge and organizational capacity gap that hinders the integration of emergency preparedness plans, short and long-term strategies, which would more effectively address issues such as food and environmental security and climate change.

Several measures can be taken to ensure the needs of vulnerable groups are met, so that the rights of all members of societies emerging form conflict can contribute to development. For example, many countries, including Liberia, have targeted participation among youth and women to improve development outcomes included in national sustainable development strategies. In Liberia, Ministry of Gender and

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[32] Ibid, p.177.
[33] Ibid, p.240.

Development supports gender sensitive development strategies by collecting data and conducting policy analysis on the situation of women in the country.[34]Sierra Leone's Vision 2025 promotes equal opportunity, including livelihood development, among disabled and other vulnerable citizens. Under Rwanda's UNDAF (2002-2008), vulnerable groups, including street children, women, child-headed households, and people living with AIDS, are provided targeted vocational training and psychosocial support.

Decentralization of public services and other governance mechanisms, and implementation of hybrid "protection and empowerment" approaches can reduce regional vulnerability in the context of crisis, improve responsiveness to localized needs and enhance human security. Perhaps most overlooked in development planning is the problem of violent crime that often pervades social contexts in countries that have emerged from conflict. Good practice still needs to be developed around designing and implementing violence reduction strategies as part of comprehensive conflict-sensitive NSDS.

I. **Improving social equality, opportunity and cohesion.** As discussed in sections above, improving social equity is a critical component of conflict-sensitive NSDS in that it can address grievances and prevent the manifestation of conflict and violence. Examples of incorporating vulnerable groups and improving participation, cited above, are important to improving equity. Operationally, however, improving social capital and cohesion remains a gray area with numerous gaps. NSDS in countries emerging from conflict should capture engagement opportunities for building bridges within the divided society. But how? This requires analysis of the differential impacts and power and political economy consequences of conflict, including gender dimensions, and NSDS that seek to jump-start development following the cessation of violence. Poverty and Social Impact Analysis (see Box 3); a policy research methodology that assesses differential impacts has been used, for example, in the Palestinian Territories and Yemen, to assess mechanisms affecting water governance and in Sierra Leone to assess potential mining reform impacts. This methodology can be more broadly applied to understand structural impacts of conflict, and social risks associated with reform in countries emerging from conflict.

Incorporating endeavors for peace, reconciliation and restitution, such as a "truth and reconciliation commission", and the formulation and implementation of programs and policies based on a human rights approach, help to ensure the rectification of social inequities and outcomes that are perceived as socially just and thus legitimate and enforceable along a longer development timeline. Commissions have been convened in Liberia, Rwanda, Sierra Leone, South Africa, and Timor Leste. Cumulatively, these activities create a foundation for the restoration of endogenous conflict resolution capacities.

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[34] Ibid. p.141.

Conflict-sensitive NSDS should facilitate the conversion of "conflict stakeholders" into "peace stakeholders". This involves fostering community capacity to manage localized conflict; addressing evolving demographic stresses (re/integration, "villagization", cohabitation); mobilizing the media and CSO network; and motivating leadership and youth to change perceptions of marginalized groups and adversaries. Yet as objectives and priorities remain diffuse, so does political will to address them. To fill this gap organization first must develop a clear vision of what "social cohesion" looks like, and a theory of practice of how that vision can be achieved.

J. **Strengthening security sector and conflict resolution systems.** Violent conflict emerges not only because of social division, but because of deficiencies and dysfunctions in the security sector and in conflict resolution systems. Development and reform in security and justice are thus key components of conflict-sensitive NSDS. Sustainable development is enabled by contexts governed by rule of law, and in turn conflict-sensitive NSDS should institutionalize (and legitimize) rule of law, equal access to justice, and information on rights. A strengthened security sector and conflict resolution systems also supports sustainable environmental and natural resource management. Often capacity development endeavors in NSDS in countries emerging from conflict underestimates these issues, which include:

- Building trust between civil society and the security forces;

- Professionalizing security and strengthening police;

- Extending the security service mandate to include areas such as the rehabilitation of infrastructure (military engineering), management of natural disasters, firefighting, environmental protection (reforestation), and assistance to the health sector (access to care and immunization);

- Consolidating the judicial system according to democratic values;

- Addressing property disputes (e.g., returnee claims, inheritance laws);

- Promoting complementarities of and formalized linkages between "traditional" and "formal" conflict resolution and justice systems;

- Developing alternate dispute resolution and mediation organizational capabilities;

- Educating citizens on their rights;

- Preserving human rights of prisoners, and supporting reintegration upon release;

- Building security infrastructure.[35]

On the micro level knowledge gaps around good practice remain in several of these areas: strengthening legal and institutional capacities for promotion and protection of human rights; promoting linkages between "traditional" and "formal" conflict resolution and justice systems (e.g., in resolving overlapping property disputes);

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[35] World Bank. The Security Sector and Poverty Reduction Strategies. 2005.
http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1164107274725/SecuritySectorPRS-wb.pdf.

improving border control and customs (e.g., reducing corruption); and accounting for "external" conflict risks. Countries, such as Sierra Leone, have prioritized security and justice reform as part and parcel to development strategies. In Sierra Leone's case, the Justice Sector Reform Strategy aims to increase stability and rule of law by improving access to and administration of justice. In Kenya, the Vision 2030 includes a comprehensive seven-part plan to promote peace, security and conflict resolution. Programs include:

- National Security and Policing
- Peace Building and Conflict Resolution
- Small Arms and Light Weapons Control and Management
- Drug Demand and Supply Reduction
- Administration and Field Services
- Aid and Civil Authority
- Population Registration and Immigration Services[36]

In total these programs aim to support long-term sustainable development planning by increasing stability and promoting rule of law.

Moreover, sometimes there are dual, and apparently contrasting, priorities between security enforced by external forces and rule of law enforced by country's partners. Where civilian peacekeeping operations are present the operational context can be extremely complicated, adding another layer to policy-making and complicating accountability and coordination. Often, in the beginning of peacekeeping operations, rule of law is given less importance, however this short-term perspective can contribute to long-term problems – leading to high crime rates, organized crime, low billing and collection of utilities, land encroachment and predation, and so on. Practitioners need to consider how to integrate these notions of "security" and "rule of law", in order to support effective sustainable development strategies.

K. **Facilitating economic recovery, poverty reduction and smart growth.** Poverty and lack of economic opportunity is widely seen as a cause of conflict. Unsustainable growth and destitution, which can contribute to the overexploitation of natural resources, foretells of impending social-ecological imbalances, competition, and increased risk of violence and conflict relapse.[37] In the absence of good governance and regulation during periods of violence, informal economies flourish and contribute to inequity. Countries emerging from conflict need to bring these components back into the formal economy. Hence, conflict-sensitive NSDS should promote "green recovery" in tandem with poverty alleviation and conflict prevention initiatives. Together these priorities are pro-environment, as they reduce human

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[36] DESA Report on Sustainable Development Strategies of Countries Emerging from Conflict in Africa (unpublished), 2009, p.111.

[37] These dynamics are thoroughly discussed in modern terms in research published in the following (among others): (i) Homer-Dixon, Thomas. Environment, Scarcity, and Violence. Princeton, NJ: Princeton University Press. 1999 and (ii) Kahl, Colin. States, Scarcity, and Civil Strife in the Developing World. Princeton, NJ: Princeton University Press. 2006.

insecurity and promote the preservation and sustainable consumption of natural resources.[38]The example of Northern Kenya provides a useful illustration of integrated programming in this area (Box 2). In general practice, however, there remain gaps in the incorporation of these principles. Therefore, balanced planning and budgeting to benefit the range of economic sectors is important.

There is extant knowledge about "conflict-sensitive poverty reduction strategies", which can be used as a foundation for conceiving approaches to fostering economic recovery plans and smart growth in countries emerging from conflict, however much of this guidance pays minimal attention to embedded environmental concerns.[39] They discuss ways to "break the poverty-conflict trap" and ensure equity in economic opportunity and competition, but additional knowledge on some key areas would further improve NSDS conflict sensitivity: building urban-rural economic linkages in post-conflict economies, prioritizing post-conflict natural resource rehabilitation, and creating long-term economic opportunities for youth.

The Vietnam NSDS (2004), for example, includes several useful examples of such integrated approaches. First, Vision 21 integrates multiple objectives in prioritizing green entrepreneurship among young professionals. The strategy specifies the goal of: "Multiplying models of successful businesses and projects led by young men, particularly such models that benefit both the entrepreneurs and promote forest protection, the cultivation of new land and natural resource and biological systems conservation, etc."[40]Additionally, the strategy describes the need to develop policy incentives to encourage youth to work in remote areas where development is lagging and knowledge and manpower are so desperately needed.[41]The strategy also highlights progress in overcoming the environmental legacy of war and raising the value of the environment among its citizenry:

Vietnam has made great efforts to overcome environmental consequences arising from the wars. Many important policies on management and utilization of natural resources and environmental protection have been developed and implemented during recent years. The state management system on environmental protection has been shaped from central to local level. The activities related to protecting the environment, raising awareness of environmental protection for individuals and organizations have been ever expanded and improved in quality. Education and

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[38] This could include as NSDS elements: plans for economic reform, improved budget planning and performance, rural development and market integration, environmental/natural resource rehabilitation and management, provisions for a transition from subsistence to a fair market economy.
[39] See, for example:
(i) World Bank. 2005. Toward a Conflict-Sensitive Poverty Reduction Strategy: Lessons from a Retrospective Analysis. 2005.
http://www.reliefweb.int/rw/lib.nsf/db900SID/EVIU-6EHGL8?OpenDocument
(ii) World Bank. Developing Poverty Reduction Strategies in LICUS. 2005
http://web.worldbank.org/servlets/ECR?contentMDK=20382242&sitePK=388759.
[40] The Government of the Socialist Republic of Vietnam. The Strategic Orientation for Sustainable Development in Vietnam (Vietnam Agenda 21), 2004, p.74.
[41] Ibid, p.74.

communication about the environment have been strengthened. Contents about environmental protection have been incorporated into the curriculum in the education system at all levels.

The implementation of the above mentioned policies has resulted in strengthened environment management, more appropriate exploitation and more thrifty utilization of natural resources, better prevention and control of environmental degradation, pollution and incidents, as well as considerably recovered and improved environmental quality in some areas.[42]

Integrated economic, social and environmental objectives across sectors, territories and generations is essential for conflict sensitive NSDS, and to sustainable development in countries emerging from conflict.

Box 2: Supporting Kenya's National Policy for Sustainable Development by Addressing Conflict and Human Security Challenges in the Northern Region – A UNCRD Initiative

Northern Kenya is one of the most underdeveloped, poverty-ridden and marginalized areas of Kenya. It is isolated by its topography and poor infrastructure, particularly road. For example, although northern Kenya covers about 400,000km^2 of land, it has less than 700 km of paved roads.[43] The majority of the inhabitants are pastoral-nomads whose livelihoods revolve around livestock. The region has arid and semi-arid climate with fragile ecosystem and low average rainfall. The region suffers from high levels of human insecurity, including violent conflicts, which have affected the well-being of the people. There is perennial shortage of food and the majority of the people depend on relief aid provided by international organizations, non-governmental organizations (NGOs) and the government. The primary school completion rate of the region in 2007 was 42.3 percent, compared to the national average of 81 percent.[44] Most of the region's socioeconomic indices are low compared to the national average and to other regions in the country.

Poverty and other socio-cultural factors, combined with environmental degradation, have fuelled violent conflicts in this part of Kenya. The current causes and patterns of conflict in northern Kenya are complex and intertwined with ethnicity, environmental degradation, competition over scarce resources, influx of illicit arms from neighbouring countries and cultural practices such as cattle rustling, poor governance and political incitement. Inadequate policing and state security arrangements, the collapse of traditional governance systems, high unemployment rate among the youth, etc. Have also exacerbated human insecurity and conflict in Northern Kenya.

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[42] Ibid. p.11.

[43] Government of Kenya. National Policy for Sustainable Development of Northern Kenya and other Arid Lands. Office of the Prime Minister, Draft Sessional Paper of 2009. Unpublished Manuscript. 2009.

[44] Ibid.

It is within this context of human insecurity and conflict that a research-cum-training project was launched in 2008 by the United Nations Centre for Regional Development (UNCRD) Africa Office and University of Denver, in partnership with University of Nairobi, to examine the causes and effects of conflict in northern Kenya. The project aims at exploring ways and means of reducing vulnerability and increasing the security of communities affected by conflict in that region. The goal is to build community and individual capacity and empower those affected by violence through the promotion of sustainable livelihoods and the identification and promotion of conflict management strategies. After all, individuals' as well communities' capabilities and capacity determine what people can do, and who they can be.[45]

The project has three components: *research*, *capacity building* and *regional policy seminars*. Through research, the project attempts to identify the causes and effects of conflict, alternative sustainable livelihoods and conflict management strategies. It also attempts to address the two pillars of human security: freedom from fear (conflict reduction) and freedom from want (creation of sustainable livelihoods).

The capacity building component aims at equipping the local communities with skills and knowledge that will enable them to prevent and to deal with any dispute that could erupt into violent conflicts and also to manage conflicts in a sustainable manner

The regional seminar component of the project will address the problem of conflicts and human insecurity from a regional perspective. Conflicts and instability have often spilled over into northern Kenya from neighbouring countries, resulting in cross-border violence, proliferation of small arms and general instability in the region. The project aims at organizing a series of regional and roving seminars as well as workshops for community leaders and government officials from the neighbouring countries to deliberate on ways of controlling cross-border conflicts and the influx of arms to northern Kenya.

L. **Building corporate responsibility and the role of the private sector.** The private sector is an important partner in development and poverty alleviation: from providing services to creating new jobs to developing and integrating new technologies. In the Vietnam NSDS (2004), businessmen are identified as a key stakeholder group for accelerating development. The strategy specifies:" National economic development and growth relies a lot on the development of businesses. By applying cleaner production technology, economical use of natural resources, fuels and materials in

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[45] Green, D. *From Poverty to Power: How Active Citizens and Effective States Can Change the World*. South Africa: Oxfam and JACANA. 2009.

the production process, producing environmentally friendly products, enterprises can greatly contribute to sustainable development."[46]The private sector was also identified in the Vietnamese strategy as a partner in addressing certain challenges associated with development, including: waste management, sustainable public transportation and developing green technology solutions. To ensure the design and implementation of a holistic conflict-sensitive development vision, governments should take advantage of the opportunities that public-private partnerships can present. However, engaging the private sector on this level, and attracting private investment is a major challenge in potentially unstable post-conflict contexts.

There, however, remains a capacity gap with regard to striking a balance between promoting private sector opportunity, and regulating it to ensure equitable development, particularly in socially fragile conflict-affected countries. In the context of reform and decentralization, privatization initiatives for example can foster grievance and contribute to new forms of inequity. Social responsibility must underpin private sector initiatives, improving equitable access to credit and markets, and enabling local private sector development, while also understanding and mitigating socio-economic and conflict risks associated with economic reform. Ensuring corporate responsibility that is sensitive to social divisions, inequities, and fears that accompany a legacy of violent conflict is of utmost importance, requiring careful attention to political economy dynamics.

Box 3: Supporting Conflict-Sensitive NSDS with Social Analysis

Social and institutional analysis is done for many purposes by country governments in cooperation with development partners: to inform a Poverty Reduction Strategies and Country Assistance Strategies, development projects and investments. Such analysis can be conducted to ensure that a development plan is conflict sensitive, considering how conflict dynamics and consequences of a history of violence can impact the intervention, and vice versa.

Several development agencies have developed social and institutional analytical frameworks that are commonly applied in countries emerging from conflict. Some of these are listed below:

Post-Conflict Needs Assessment (UNDG-World Bank): Post-Conflict Needs Assessments are multilateral exercises undertaken by the UNDG and World Bank in collaboration with the national government and with the cooperation of donor countries. This assessment tool is intended for rapid implementation following the immediate cessation of violence in order to guide the government of the conflict-affected country, development agencies, and donors in designing the reconstruction effort. The

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[46] The Government of the Socialist Republic of Vietnam. The Strategic Orientation for Sustainable Development in Vietnam (Vietnam Agenda 21), 2004, p.76.

incorporation of this analysis into a long-term development plan is difficult due to time constraints, but is a strategic opportunity for all development stakeholders.[47]

Poverty and Social Impact Analysis (World Bank): This toolbox of mixed methods was designed to support evidence-based policy-making by analyzing ex ante and/or ex post the poverty and social impacts of policy reforms. Analytical tools promote an understanding of "winners" and "losers" in a given political economy context, and can serve to mitigate risks of inequitable distribution of development benefits, and associated grievances and development impacts that could result.[48]

Capacity Assessment Methodology (UNDG): This assessment tool, while intended to analyze different levels of institutional and organizational capacity, can highlight capacity gaps in managing conflict and preventing violence when applied with a conflict-sensitive lens. [49]

Conflict Analysis Framework (World Bank): The framework is part of World Bank's portfolio of social analysis tools, and provides guidance on performing conflict-sensitive social analysis at the country level in order to inform Country Assistance Strategies and Poverty Reduction Strategy Papers.[50]

Conflict Assessment (USAID): This diagnostic tool outlines an approach to program design and implementation and vis-à-vis a conflict analysis process it serves to incorporate notions of conflict-sensitivity into multi-level, multi-sectoral development interventions[51]

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[47] UNDGO/CPC and World Bank. Joint Guidance Note on Post Conflict Needs Assessments and Transitional Results Frameworks - Working Draft for Circulation. 2009. P.144.
http://www.undg.org/index.cfm.

[48] World Bank. Poverty and Social Impact analysis. (PSIA). 2009.
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTPSIA/0,menu

[49] UNDGO/CPC and World Bank. Joint Guidance Note on Post Conflict Needs Assessments and Transitional Results Frameworks - Working Draft for Circulation. 2009. P.255.
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[50] World Bank. CONFLICT ANALYSIS FRAMEWORK. 2005.
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[51] USAID. CONDUCTING A CONFLICT ASSESSMENT: A Framework for Strategy and Program Development. 2005
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4. Recommendations for the Way Forward

The objective of this project is to build country capacity to meet the project objectives outlined in Chapter 1. The gap analysis provided in this paper informs a series of recommendations for project next-steps in order to achieve these objectives, outlined below.

Produce new methodologies (scalable toolkit). In subsequent phases of this project, a scalable toolkit inclusive of five guidance notes should be produced and disseminated through a series of trainings. The toolkit guidance notes shall both synthesize and disseminate existing resources and develop new knowledge to address challenges and fill gaps discussed above. The guidance notes should emphasize technical areas as well as process modalities for capacity building to support conflict-sensitive NSDS, and aim (a) to build awareness of conflict-sensitive approaches to development overall, and NSDS specifically and (b) to provide tools to initiate the operationalisation of this knowledge. Each note will include an annex of training guidance, making the content readily applicable for trainers or for self-teaching. Each of the papers will incorporate illustrative case study examples to demonstrate modalities for capacity building and good practice in conflict-sensitive NSDS. These Conflict-Sensitive Guidance Notes should function as stand-alone pieces by integrating the relevant input from the current guidelines and focusing on countries emerging from conflict.[52]

The guidance notes should aim (a) to build awareness of conflict-sensitive approaches to development overall, and NSDS specifically, and (b) to provide tools to initiate the operationalisation of this knowledge. The notes will provide general conflict tools, with specific illustrative examples of how to address conflict issues in common policy areas of development planning (such as social service provision, macroeconomics and poverty reduction, environmental management, trade, and so on).

Countries emerging from conflict find themselves at different stages as they progress from early recovery to long-term development. The guidance notes should consider this spectrum outlined above, and should provide a range of specific guidance (elaborated below) based on the conception of these three phases. In addition to providing guidance based on these three phases, the notes should emphasize that different parts of a given country can be at different phases along the spectrum at any single time, and thus conflict-sensitive NSDS needs to be simultaneously scaled to the phase, and to the sub-region within a country. As well, considerations for locally scaled capacity development to support conflict-sensitive NSDS in countries emerging from conflict will be discussed in each of the notes. It is important to note that NSDS implementation assumes minimum requirements of the country context, including a certain level of government institutional capacity and security. Therefore, the NSDS should typically start after certain initial recovery procedures have been undertaken.

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[52] In particular, these guidance notes have a structure parallel to "Section VI – Building the Elements of the Strategy: Managing Critical Processes" in the original NSDS guidelines.

Each note should include an annex of training guidance, making the content readily applicable for trainers or for self-teaching. Each of the papers will incorporate illustrative case study examples to demonstrate modalities for capacity building and good practice in conflict-sensitive NSDS.

1. *Umbrella guidance note:* This note should synthesize guidance in the four specific notes outlined below, creating a holistic vision of conflict-sensitive NSDS by way of the four categories of critical processes (as defined in "Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development"). The umbrella note will be integrative, and will define the parameters of the toolkit by:

    a. Providing an overview of the various strategy initiatives, such as poverty reduction strategy papers, that are often implemented in countries emerging from conflict, and recommendations for how they can be synthesized under the umbrella of "NSDS";

    b. Providing an overall framework to support decision-making in launching NSDS processes;

    c. Synthesizing the practical implications of: (i) the recovery-development spectrum, and (ii) a legacy of localized vs. nation-wide conflict;

    d. Describing reasons for inequitable progress in post-conflict development across countries, and modalities for mitigating this dynamic through tools outlined in the four specific guidance notes;

    e. Providing guidance for holistic capacity building across the four different processes;

    f. Itemizing opportunities for harmonizing and integrating with existing policies and procedures, such as PRSPs;

    g. Outlining a "bibliography toolbox" of existing useful analytical and practical tools; and

    h. Including an annex of training guidance to make the content readily available for trainers to utilize, or for self-teaching.

2. *Political economy processes guidance note:* This note should provide guidance on analyzing and managing the unique and sensitive political economies of countries emerging from conflict throughout the NSDS process. The guidance should use the notion of a "three phase spectrum" from recovery to development in order support countries in adapting conflict-sensitive NSDS guidelines to their unique situations. Specifically, the paper should:

    a. Highlight common political economy factors (lessons) associated with developing policy in countries emerging from conflict, with emphasis on primary areas

including: social service provision, macroeconomic growth and poverty reduction, environmental and natural resource management, and trade.

b. Define political economy concepts and concerns (e.g., influence, authority, distribution of benefits, elite capture) relevant to implementing conflict-sensitive NSDS, with the objective of building awareness of how these issues are related to country-specific development contexts and objectives;

c. Outline a simple political economy analytical framework to enable stakeholders to self-assess at localized (disaggregated) and national levels obstacles and opportunities in developing and implementing policy under the rubric of conflict-sensitive NSDS;

d. Describe methods ("tips") for managing political economy factors, to support the successful institution of policy vis-à-vis conflict-sensitive NSDS, considering both local and national conflict and development dimensions. Highlights would include methods for:

   i. Ensuring a strong political commitment from the top leadership as well as from local authorities of a country;

   ii. Establishing broad coalitions for change to support NSDS processes and principles;

   iii. Effective engagement and close involvement of the Ministry of Finance and Planning as well as the Council of Ministers in the strategy development process right from the beginning;

   iv. Utilizing National Councils for Sustainable Development in bringing various stakeholders together for the formulation and implementation of the strategy;

   v. Balancing the mandates of external actors (e.g., UN, bilaterals, peacekeeping authorities) and the national authorities; and

   vi. Analyze and present relevant case examples to illustrate good practice and lessons learned in managing political economy factors at multiple levels, particularly through NSDS implementation, in countries emerging from conflict.

3. **Technical processes guidance note:** This note should provide guidance to support the technical aspects of NSDS formulation. The note should embellish upon the particular challenges in this area of countries emerging from conflict, such as: priority setting and implementation in a "crowded and urgent" context, balancing short-term and long-term needs, and doing policy analysis with a lack of baseline and historical data. These challenges should be framed in terms of national and localized issues, emphasizing that various countries emerging from conflict have different circumstances ranging across the spectrum of development phases, and where conflict could be a factor at different administrative/geographic levels. Specifically, the paper should:

a. Define the unique technical needs for conflict-sensitive NSDS associated with design, assessment and implementation, including: (i) re/developing a knowledge base, (ii) synthesizing and building on existing strategies and initiatives, and bringing those under the umbrella of a broad strategic development vision; (iii) designing an associated decision-support system to ensure harmonization of key economic, social and environment related policies, and (iv) conducting capacity assessment and developing and implementing a long-term capacity building strategy to be integrated in NSDS processes.

b. Provide methodological guidance ("tips") for fostering organizational and programmatic coherence, including: (i) prioritizing and sequencing post-conflict development needs through assessment of economic, social and environmental conditions, (ii) fostering inter and intra-agency cooperation, (iii) coordinating cross-sectoral interventions, and (iv) harmonizing with existing policies and procedures, such as PRSPs.

c. Provide a framework for assessing and building capacity to address the unique requirements of conflict-sensitive NSDS, including guidelines for developing a capacity development strategy;

d. Provide methods for maximizing evaluation and impact assessments by: (i) assessing existing data and information infrastructure; (ii) identifying indicators that can be utilized to assess peace, conflict, and development impacts of various components of the NSDS intervention, (iii)developing integrative monitoring and evaluation approaches to assess processes, outcomes and impacts; and (iv) defining strategies for developing a feedback loop so that evaluation results continuously inform NSDS; and

e. Analyze and present relevant case examples to illustrate good practice and lessons learned in managing technical factors, particularly through NSDS implementation, in countries emerging from conflict.

4. *Participatory processes guidance note:* This note should provide guidance on designing and managing participatory processes that are meaningful to stakeholders and that contribute to the redevelopment of the social contract between the state and its constituents, contributing overall to peacebuilding and stability. The note should consider the implications of localized vs. nation-wide conflict, recovery and development. Specifically, this paper should:

a. Describe the needs and practicalities associated with participation along the recovery-development spectrum;

b. Define the particular challenges of engaging and maintaining relations with stakeholder groups in socially fragile contexts characteristic of countries emerging from conflict;

c. Provide practical guidance on how to sensitively engage and manage relationships with stakeholders (including vulnerable, marginalized and "spoiler"[53] groups) through NSDS;

d. Provide instruction for the design of participatory processes that are multi-layered and inclusive, including:

   i. Assessment of how much participation is possible and necessary in a given context; and

   ii. Practical guidance for engaging identified relevant groups (both government and non-governmental) in appropriate tasks, including: (i) strategy design, (ii) information sharing, (iii) policy making, and (iv) policy implementation.

e. Outline methods for ensuring transparency, accountability and representation through a public information strategy, to include: (i) effective public information management and dissemination, (ii) media involvement, and (iii) targeted appeals to encourage interest, raise awareness and increase participation; and

f. Analyze and present relevant case examples to illustrate good practice and lessons learned in managing participatory processes, particularly through NSDS implementation, in countries emerging from conflict.

5. ***Resource mobilization processes guidance note:*** This note should provide guidance on mobilizing financial resources in countries emerging from conflict. Indeed, most donor agencies and financial institutions have different mechanisms for mobilizing funds in this type of context, and the diversity of options expands when considering national versus local-level interventions. Countries emerging from conflict are faced with urgent financing needs, making expedient resource mobilization a key and immediate priority. Specifically, the paper should:

a. Outline steps for developing a country-led NSDS in consultation with the various in-country development partners in order to coordinate and capitalize on relatively scarce and widely needed resources: financial, informational, technical, and human;

b. Provide methodological guidance on how to assess national and local level capacities of countries emerging from conflict, both in terms of policies and institutions, for mobilizing and managing financial resources (particularly on a relatively "large" scale);

c. Provide practical guidance on how to convert the resource mobilization capacity assessment into a strategy for building needed capacity, to ensure sound financial management and counter corruption;

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[53] A "spoiler" is a party to a conflict that is interested in disrupting efforts to secure peace and ensure stability.

d. Outline funding mechanisms and options for countries emerging from conflict, and those dedicated to specific post-conflict development challenges to ensure that domestic resources, including the private sector, are fully mobilized, and that the country's ownership is maintained when mobilizing international and donor resources; and

e. Analyze and present relevant case examples to illustrate good practice and lessons learned in managing participatory processes, particularly through NSDS implementation, in countries emerging from conflict.

Test new methodologies (scalable toolkit) in pilot countries. The draft toolkit should be piloted in three countries, supporting three separate conflict-sensitive NSDS development and implementation experiences. Criteria for selecting those pilot countries should include a cross-section of characteristics defined in the Expert Group Meeting Report, Nairobi, and November 2009. The three countries should collectively represent the broad range of challenges that many countries emerging from conflict face. Piloting activities should specifically focus on training workshops with government representatives (other development partners may be incorporated as deemed suitable by those representatives). The workshop objectives should be to build awareness around key issues, disseminate the toolkit's findings, and foster cross-sectoral learning and relationship building. The toolkit should then be refined and improved based on feedback obtained during the piloting phase.

Train national stakeholders on developing conflict-sensitive NSDS. Trainings for stakeholders should emphasize cross-sectoral collaboration and management of political economy dynamics. By bringing diverse demographic representing different sectoral interests into the trainings, government representatives should improve their understanding of linkages between development teams, and build interdisciplinary relationships that can be mobilized in NSDS implementation. The trainings should have three objectives: (a) to build awareness of primary post-conflict development issues and the necessity of stakeholder inclusion, (b) to develop technical capabilities to administer NSDS procedures and achieve NSDS objectives, and (c) to foster introspection and critical thinking among participants. The trainings should include:

- "Designing and Implementing Conflict-sensitive NSDS" workshops with national stakeholders in coordination with development partners;

- Targeted specialized/technical issues training at national/local levels on key cross-sectoral policy issues and administrative issues (e.g., information and data management) identified by the countries; and

- South-south learning opportunities, such as study tours and combined workshops, to facilitate the exchange of ideas between different countries emerging from conflict.

Develop and maintain website/portal for continued learning. A web portal for governments, development partners, and trainers should support long-term toolkit dissemination and idea exchange. Components of the website should include:

- Downloadable PDF versions of the toolkit and individual guidance notes;

- An active bibliography with web links, including analytical tools and technical guidance that has been developed on key post-conflict policy issues by various experts and development agencies; and

- An e-learning module to accompany the toolkit, which can be used in addition to in-person training.

Promote local human resource investments. Provide technical assistance to support installation of professionals who can promote conflict-sensitive NSDS through human resource investments. Fill gaps of much-needed know-how by tapping into local and expatriate resources can provide a dual platform for rebuilding human resource capacity. This could include initiating young professionals/civil service programs, and building linkages with the UNDP TOKTEN (Transfer of Knowledge through Expatriate Nationals) program. Build linkages between country governments and implementing agencies, universities and institutes through joint trainings.

5. Conclusion

The development and implementation of holistic and inclusive national sustainable development strategies is particularly challenging in countries emerging from conflict. Such contexts are characterized by particular complexity associated with overlapping near-term humanitarian needs and long-term objectives for poverty reduction, environmental security, social cohesion, improved governance and economic sustainability.

The paper finds that there are a series of capacity gaps in implementing NSDS in countries emerging from conflict, and the mitigating methods that are associated with meeting the unique challenges of these country contexts. Some of these gaps are technical, such as incorporating vulnerable, marginalized and disenfranchised groups into long-term development plans. In many cases these gaps are also associated with institutional capacity weaknesses and barriers associated with the breakdown of institutions during periods of violence, and related political economy dynamics. These factors combine to make synergizing across sectors, and improving equity and representation challenging but *of critical importance* in the effort to bring stability and sustainability to these countries.

Recommendations are provided above for how a focused capacity building effort, centered on the development and application of a scalable toolkit, can help promote sustainable development and peacebuilding through NSDS processes. The toolkit should provide guidance that should consider the unique challenges of various countries emerging from conflict, where obstacles and opportunities vary depending on the legacy of localized violence versus nation-wide conflict, and where different geographic regions are characterized by different social, environmental and economic conditions, and in turn various levels of progress in the transition from recovery to long-term development. Monitoring and impact assessment should be important for refining and improving the guidance provided here and in the guidance notes to follow. Field-testing these in a select group of countries emerging from conflict should also be a critical component of this endeavor. With these activities implemented, increasing capacities to utilize sustainable development principles in policy-making in countries emerging from conflict can be effectively achieved.

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