NATURAL RESOURCE MANAGEMENT in TRANSITION SETTINGS

UNDG – ECHA Guidance Note
January 2013

UNITED NATIONS

Contents

Summary

Conflict stems from and is fuelled by a variety of factors. Among these, natural resource related issues figure prominently. Since 1990, at least 17 violent conflicts have involved the exploitation of natural resources. Research further suggests that over the last 60 years at least 40 per cent of all intrastate conflicts have a link to natural resources. These statistics provide a clear basis for United Nations Country Teams (UNCTs) and UN Missions to incorporate principles and practices that promote the equitable, transparent and sustainable management of natural resources into transition planning processes and activities.

This guidance note aims to help UNCTs and UN Missions understand the negative and positive roles that natural resources can play in peace consolidation. It provides practical guidance to assist in thinking through how natural resource management principles and practices can feed into transitional analysis and planning frameworks including: Post Conflict Needs Assessment (PCNA), Integrated Mission Planning Process (IMPP), Peacebuilding Frameworks and Tools, the UN Common Country Analysis (CCA) and the UN Development Assistance Framework (UNDAF). While not relevant in every setting, the guidance offers diagnostic tools to assist those on the ground in deciding where and when such issues need to be addressed, how this can be done, what types of roles the UN can take on, and how the UN can support other actors.

This guidance note draws from and builds upon five guidance notes on natural resources and conflict prevention produced by the EU-UN Partnership on Land and Natural Resource Conflicts: Extractive Industries and Conflict; Renewable Resources and Conflict; Land and Conflict; Capacity Development for Managing Land and Natural Resources; and Conflict Prevention in Resource Rich Economies.

This EU-UN partnership, coordinated by the United Nations Inter-agency Framework for Preventive Action and its partner agencies (UN Environment Programme, UN Development Programme, UN Human Settlements Programme, Peacebuilding Support Office, Department of Political Affairs and Department of Economic and Social Affairs), was established in 2008 to improve national capacities for preventing conflicts over natural resources and land through the development of guidance, knowledge, training products, joint programs and the deployment of experts.[1] This guidance note was developed by an inter-agency task team on natural resources in transition settings chaired by UNEP[2] under the umbrella of the Joint Working Group of the UN Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA) Working Group on Transition Issues.

The parts of the Guidance Note are structured according to the various UN processes relevant to transitions settings.

Part 1 examines the role of natural resource management (NRM) in transition settings, here understood as including extractive resources, renewable resources and land. It also introduces various policy anchors that justify the need for further focus on these topics.

Part 2 offers a series of key guiding questions for extractive industries, renewable resources and land to help understand their existing and potential contribution to conflict and peacebuilding.

Part 3 describes entry points where NRM issues should be considered within existing UN processes and tools.

The accompanying **Annexes** highlight tools, resources and sources of best practice and other guidance for addressing natural resource management challenges in transition settings.

1. Understanding the Context

This section explains the relationship between natural resources and conflict, how NRM can contribute to peacebuilding in transition settings, and why this is relevant to the work of the United Nations. Policy anchors within the United Nations system for NRM are outlined.

1.1 Why is NRM important to peacebuilding in transitional settings?

To understand the role of natural resources in peacebuilding, it is first important to identify how they interact with conflict. Scholars and practitioners generally point to three ways in which this occurs: (i) natural resources can contribute to conflict outbreak where there are attempts to control or gain access to natural resources, (ii) they can finance and extend the duration of conflict, and (iii) they can spoil prospects of peace, undermining efforts to build transparent processes of revenue collection and good governance. If extracted natural resources provide a substantial part of the country's revenue, or if large portions of the population are dependent on land and renewable resources, there is particular vulnerability to conflict.[3] It is also the case that conflicts that were linked to natural resources are more likely to relapse within five years of a peace agreement.[4] As population and resource consumption continue to rise, there is also increasing competition for diminishing renewable resources, such as land and water. This is being further aggravated by environmental degradation and climate change.

Conflicts are not in themselves negative, they can be an essential component of change and development. Conflicts become problematic when mechanisms for managing and resolving them break down and give way to violence. Weak institutions, fragile political systems and divisive social relations can be drawn into and fuel cycles of conflict and violence. Preventing this negative spiral and ensuring the peaceful resolution of disputes are core interests of nations and the international community.[5]

Immediately after the end of a conflict, there is a window of opportunity to establish security, rebuild and consolidate peace. There are often unprecedented opportunities to transform or build institutions anew, and develop capacities with new principles and practices in mind. Parties are often willing to re-examine conflict causes and development challenges and to collaborate in the design of new strategies to address them. This period also offers opportunities to transform and (re)build systems related to the management of natural resources in ways that would otherwise be politically difficult to achieve. Capitalising on early opportunities is particularly critical if the economy is dependent upon natural resources, and if they contributed to the onset or financing of conflict and/or are undermining state building efforts in the post-conflict setting. Even with national and international efforts, there is risk of conflict relapse, particularly if conflict drivers are not sufficiently addressed and capacities for peace, sufficiently reinforced.

A "do nothing approach" is therefore not an option, as decisions will be taken by key stakeholders with or without a clear policy or process to address natural resource related issues given their value in transitional settings where financial resources are often scarce, and governance, rule of law and security systems, weak. Deferred action or poor choices made early on regarding natural resources can be easily "locked in", establishing unsustainable trajectories of recovery that can potentially undermine the fragile foundations of peace. The key challenge is to identify which natural resources have the most potential to contribute to conflict and peace, how they should be managed and which stakeholders should be engaged in the process. While governments, international organizations and civil society organizations are the obvious and natural actors taken into account, it is particularly important to pay a specific and dedicated attention to the role that the private sector can play both to support or undermine adequate NRM.

Box 1: Transition Settings

Transitional settings are far from sequential or linear; rather they capture settings where multiple phases and processes overlap. This may refer to the shift in focus and activities from relief to development oriented activities, or it may broadly refer to a transition from conflict to peace, with varying phases depending on the institutional lens or discourse being used. The term transition may apply to changes and actions related to a country's move from a command and control economy to a market economy. The UN system has a particularly critical role in conflict related transition and existing mechanisms seek to strengthen the UN's response to other types of transition situations. For this guidance, transition refers to the period "when external assistance is most crucial in supporting or underpinning fragile peace by helping to create the conditions for political stability, security, justice and social equity."[6]

A NRM system is likely to contribute to peace consolidation if the power to make decisions about vital resources can be challenged by different stakeholders without violence. This, in turn, requires a government that is capable, accountable, transparent and responsive to the wishes and needs of its population. It also requires a civil society that trusts the governing structures and processes, and is ready and able to engage with government to manage natural resources in a sustainable, profitable, equitable and non-violent manner. External actors can help build the capacity of conflict-affected and fragile societies to understand, manage, mediate and respond to natural resource conflicts without violence, but the process must be owned by domestic actors. A key challenge for the United Nations is to promote positive social transformation using natural assets while mitigating the risks and potential impacts of violent and damaging conflict.

As natural resources underlie or contribute to many key peacebuilding interventions, the way they are managed can significantly influence the success or failure of the transition process. Transforming natural resource use in ways that create jobs, sustain livelihoods and contribute to economic recovery and reconciliation, while not fuelling old and new forms of grievances or major environmental degradation, must be the priority. An economy that can create peace dividends based in part on natural resources may be more robust and resistant to conflict relapse. On the other hand, an economy that perpetuates economic inequality and elite control of key natural resources can undermine confidence and complicate the task of building peace.

In conclusion, where natural resources have been a factor in the conflict, where they have a major role in the national economy or where they support the majority of rural livelihoods, a key focus of the post-conflict transition should be on strengthening NRM as a component of conflict prevention and peacebuilding.

1.2 Connection to UN policies and activities

Natural resources and their management are almost never the sole cause of violent conflict but they can be significant drivers of conflict when interacting with a variety of political, social, ethnic and other factors. However, recognition of the need for a broadened understanding of the sources of conflict and threats to security that encompasses economic and social issues including natural resources[7] has led to a number of high-level reports, policies and resolutions that reflect the UN's growing commitment to NRM. Key policy anchors at the global level include:

- The 2005 Security Council Resolution 1625 reaffirms the need to adopt a strategy of conflict prevention, particularly in Africa, that addresses the root causes of conflict.[8] The resolution asserts the Security Council's "determination to take action against illegal exploitation and trafficking of natural resources and high-value commodities in areas where it contributes to the outbreak, escalation or continuation of armed conflict."

- The 2007 Presidential Statement of the Security Council on natural resources and conflict stated that the exploitation, trafficking and illicit trade of natural resources have played a role in contributing to the outbreak, escalation or continuation of armed conflict.[9] In armed conflict and post-conflict situations, it

highlighted the need for a more coordinated approach by the United Nations, regional organisations and governments concerned – with the empowerment of these governments to better manage their resources, a priority.

- In 2009, the Secretary General's landmark report, ***Peacebuilding in the Immediate Aftermath of Conflict***, outlined five recurring areas where international assistance is frequently requested as a peacebuilding priority: safety and security, political processes, basic services, core government functions and economic revitalisation.[10] NRM is a cross cutting theme related to these various areas. Increasing attention is paid to the central role of natural resource management underpinning economic revitalisation and basic services (water, sanitation, waste), providing fiscal revenues and strengthening the rule of law. The 2010 follow-up report highlights natural resources as an "area of increasing concern where greater efforts will be needed to deliver a more effective UN response". It calls on "Member States and the UN system to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies".[11]

- In 2011, the review of "Civilian Capacities in the Aftermath of Conflict" by an independent senior advisory group reporting to the Secretary General proposed a cluster system to clarify who delivers what kind of responses in the frequently requested areas.[12] NRM is included as a sub-cluster within economic revitalisation.

- Finally, in 2011 the World Bank's World Development Report (WDR) on conflict, security and development argued that to break cycles of violence and escape fragility, low-income fragile and conflict-affected countries need to focus on restoring confidence and transforming institutions that provide citizen security, justice and jobs.[13] International efforts to support such efforts require addressing acute stresses, confidence building, as well as long-term institutional reform. Depending on the context, these are often connected to natural resources through employment, resource capture/control, transparency and management.

There are many other efforts underway by the UN to develop guidance, tools, policies and programs that link natural resources with other critical sector concerns. A sampling of these include:

© UNEP

UNEP experts conducting consultations on natural resources in the village of Mireir, Southern Darfur

- In the field of safety and security, the UN system has developed Integrated Disarmament, Demobilisation and Reintegration Standards (IDDRS).[14] There is reference to the importance of natural resources and land tenure in the revised edition of the IDDRS Module 4.30 on Socioeconomic Reintegration. UNDP and UNEP have established a Joint Initiative to further identify the linkages between DDR and natural resources, in order to increase understanding of the risks and opportunities posed by natural resources for programme success. A new IDDRS module on DDR and natural resources is forthcoming.

- The United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration (2009) highlights the importance of NRM in its aim to scale up and maximize the impact, coherence and efficiency of employment support. It highlights the challenges that root causes of conflict, such as inequitable access to natural resources present and offers recommendations for addressing such challenges through job creation that links short-term and more sustainable long-term employment, income generation and reintegration programs. An operational guidance note complements the policy and helps practitioners to articulate a coherent and integrated strategy, guide decision-making, identify roles and responsibilities.

- The Secretary General's 2009 report on climate change and its possible security implications identified five ways through which climate change could potentially affect security, the last three of which involve natural resources.[15] The Security Council has also expressed concern that possible adverse effects of climate change may, in the long run, aggravate certain existing threats to international peace and security. In July 2011, it requested the Secretary-General to report to the Council when the security implications of climate change contribute to conflict or threaten peace.[16]

- The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (Voluntary Guidelines) were prepared through intergovernmental negotiations held at Food and Agriculture Organization (FAO) and officially endorsed in May 2012 by the Committee on World Food Security. The Voluntary Guidelines are based on an inclusive consultation process that was started by FAO with partners including both UN agencies (UN HABITAT, UNDP) and key international financing institutions (International Fund for Agricultural Development, World Bank) in response to growing interest in an international instrument to help improve the governance of tenure. The quality of the governance of tenure is a fundamental factor in the success or failure across a range of critical efforts including to: improve gender equity in access; manage tenure related disputes and conflicts; provide access to land and shelter following violent conflicts; facilitate land reforms; recognise and implement indigenous, customary and community rights; and improve land administration and management services. The Voluntary Guidelines provide practical guidance, in line with international principles, for government authorities, the private sector, civil society and citizens to improve the standards of governance of tenure.

- The Secretary-General's report on Women's Participation in Peacebuilding highlights the critical role women play in transitions and in peacebuilding, and the importance of utilizing their capacities for effective and equitable peacebuilding. The report notes the importance of women's equal access and ownership over productive land, in large part due to their contributions in ensuring family and community food security, and the relationship between food insecurity and conflict. The report calls for, inter alia, 1) women's inclusion in post-conflict mediation structures, 2) women to participate in land management bodies and 3) women to be supported in maintaining their rights over their natural resources, for example, through the provision of legal services.[17]

- The UN Guiding Principles on Business and Human Rights establish an authoritative global standard on the respective roles of businesses and governments in helping ensure that companies respect human rights in their own operations and through their business relationships. This new set of global standards was endorsed by the UN Human Rights Council in June 2011. In the context of NRM, the Guiding Principles provide an authoritative roadmap to frame the activities of both companies and States, ensuring the exploitation of natural resources don't impact the transition process by creating grievances and adverse human rights consequences.[18]

2. Analysing Natural Resources in Transition Settings

Natural resources can be both drivers of conflict as well as opportunities for peace in transitions settings. There are various strategies and tools that can be employed to mitigate the former and ensure that they contribute to the latter. First, however, a solid understanding of how natural resources have contributed to conflict in the past, and how they continue to be drivers of conflict or constitute risks for conflict relapse is required. This section facilitates diagnosis of the overall context and the specific conflict drivers, related to extractive industries, renewable resources and land.

2.1 Understanding the overall context

As discussed in Part 1, there are clear ways in which natural resources interact with conflict: contributing to its outbreak, perpetuating its duration and undermining peace consolidation efforts. Conversely, properly managed natural resources can contribute to peacebuilding, conflict prevention and sustainable development – the goal of which lies at the heart of this guidance. As increasingly recognised throughout the UN system, rigorous context analysis is the vital first step in strategy development, planning and programming. This is particularly important in transition settings where there is vulnerability to conflict relapse.

Assessing the overall context towards improving NRM, priority areas to consider include:

1. **Establishing whether there is a dependence on natural resources:** In general, the higher the dependence on natural resources, the greater the vulnerability to conflict – hence the need for NRM to help ensure a peaceful and sustained transition.
   - How much public revenue do natural resources generate? What per cent of the national economy and of export earnings rely directly on extractive industries, as opposed to other sectors, i.e. manufacturing or services?
   - Are large parts of the population reliant on renewable resources for their livelihoods?
   - Were/are natural resources used in the conflict economy and as a basis for coping mechanisms and survival strategies?
2. **Understanding political economy linkages – how natural resources relate to ownership, production and distribution of wealth, power relations and the transition process:** Such political-economy concerns are among the most politically charged topics in any country, but particularly in post-conflict settings where natural resources have strong potential to influence wealth creation, jobs, livelihoods and wider geopolitical interests. Understanding the ways in which they can become forces for division (e.g. through rent/land capture, control/lack of access), and how they link with other conflict parameters (e.g. political and economic power and social cleavages), is vital. Key questions include:
   - Who are the key government, donor, private sector (national and international) and/or civil society actors that shape development priorities and influence natural resource governance?
   - If there is a peace agreement and/or political settlement, how are issues of natural resource ownership, wealth-sharing and distribution addressed? To what degree does their inclusion address concerns of different stakeholders and communities?
   - Do the military, armed groups or criminal networks – either formally or informally – control some aspect

of the resource value chain and do they derive financial benefits from resource revenues used to sustain their operations? Do they limit or restrict access to essential resources for the population such as land and water?

- What are the issues around disenfranchisement, marginalisation, expropriation and/or degradation in relation to natural resources and how do they interact with existing societal cleavages (around ethnicity, nationality, geographic identity, religion or politics)?
- Are the natural resources that have a prevailing influence on the economy vulnerable to capture by elite groups, or criminal networks? Does the government have sufficient capacity to manage resource concessions in a transparent, inclusive, fair and sustainable way?
- Does civil society perceive natural resources to be effectively managed? Are there grievances with respect to distribution of natural resource benefits?
- Are women, youth, marginalized groups or other vulnerable groups affected disproportionally in terms of access to or management of resources?

3. **Understanding the governance systems and capacities:** Transition settings often provide unprecedented opportunities for transforming or building institutions anew. Where natural resources are the assets that the country depends on, the potential to reinforce good NRM through all sectors is paramount. Natural resources management capacity building projects that target national, regional or international stakeholders are critical for enhancing overall capacity as well as governance systems. These efforts should be based on a mapping of the key stakeholders and an analysis of their characteristics and structure, interests and expectations, potentials and deficiencies, mechanisms for information sharing, motives for collaboration, as well as the extent of their involvement and participation throughout. Key questions include:

   - Does the country have a basic legal framework for managing natural resources and land? Is there a clearly defined tenure system policy that is implemented transparently? Are there customary practices competing or overlapping with statutory law? Do such gaps or inconsistencies contribute to conflict?
   - Is the regulatory framework sufficiently strong and enforced so as to prevent corruption over the acquisition, use and allocation of revenues derived from natural resources? Are the revenues allocated back to development (intellectual capital, infrastructure) or economic diversification through transparent processes, and is there a national strategy in place for this?
   - Is there capacity to inventory, value and issue concession contracts using transparent processes and involving key stakeholders?
   - What institutions or mechanisms are in place at different levels to monitor the use of natural resources and to manage disputes when they arise? Are environmental trends such as degradation documented?
   - What is the relationship between local authorities and communities and more centralised provincial or national authorities regarding NRM?
   - Is conflict a sign of unsustainable practices (ownership, management, poor access)? What is the risk of inaction, is there a momentum for a beneficial social change through non-violent means?
   - Are institutions and/or companies responsive to the grievances of the local communities regarding the environmental and social impacts of resource extraction?

Finally, an understanding of the conflict dynamics is a core element of the overall context. This includes the current drivers of conflict and root causes, as well as the drivers of, and capacities for, peace in the country. Ideally, parts of this analysis will already exist as part of the growing commitment by the UN towards ensuring that wider context assessment guides all forms of intervention and programming. While natural resources present unique conflict drivers, they also interact with other conflict drivers and the wider context – suggesting that conflict sensitivity is vital to international engagement in transition contexts. In conducting context analysis, it is useful to remain aware that conflict drivers, and peacebuilding responses, occur at multiple levels (see Box 2).

Box 2: Natural resource conflicts and levels of analysis

Natural resource issues in conflict settings arise at multiple, often interacting levels:

- **Local:** the intra-household/family level, the village or community level, or the county/provincial level, where competition over and sharing of resources may cause the spark that leads to communal forms of violence;
- **National:** within a national territory, e.g. control over the revenues generated in one province feeds into frictions between that province and the capital, potentially feeding demands for secession;
- **Regional / International:** Inter-state or regional (multiple states) can come into conflict over issues such as riparian rights (e.g. the Nile Basin) and mineral rights (e.g. offshore oil reserves).

Each of these levels can, in principle, be analysed and addressed by the United Nations through the tools discussed in this guidance. For UNCTs, the national and local levels are usually the principal entry points for engagement. Equally, other parts of the system – such as the United Nations Regional Offices – are well placed to engage at the inter-state level. Given the propensity for natural resource issues to cut across these levels, especially in conflict, the UN's analysis and response should always be informed by a multi-level perspective.

Key drivers of conflict related to extractive industries, renewable resources and land that are relevant to transition settings are presented below, with accompanying diagnostic questions aimed at clarifying the character and dynamics of how the resource is operating in ways that contribute to conflict, and could better serve peacebuilding. This analysis derives from a wide desk study of scholarship and analysis of United Nations practice in this area.

2.2 Conflict drivers and extractive industries

The term extractive industry is often used to describe the extraction of non-renewable resources, such as oil, gas, minerals and renewable resources such as commercial timber. While revenues derived from extractive industries are an important source of national income, they are too often concentrated in the hands of the few, thereby exacerbating inequality, poverty and levels of corruption. Moreover, this "easy" revenue protects governments from popular demands as other forms of tax collection become less necessary, weakening state-society relations. Furthermore, the appreciation of currency that accompanies huge and sudden increases in revenue from commodity price spikes causes exports to become uncompetitive, and industries such as manufacturing to contract. Overreliance on a single extractive industry can heighten vulnerability to price shocks. Natural resources can actually inhibit the establishment of conditions that nurture peace – namely an economy which distributes benefits equitably and transparently; a representative government that is not corrupt and which encourages social cohesion; vibrant civil society organisations; and an independent judiciary. When mismanaged, natural resources - far from being a blessing – quickly become what is now common parlance, a "curse". Consequently, many resource-rich nations in the developing world have, predominantly, been unable to translate soaring Gross Domestic Product into corresponding improvements in citizens' welfare.

The main drivers of extractive industry-related conflicts and diagnostic questions to provide insight into their character in a given context include:

Poor engagement of communities and stakeholders in decision-making

Where communities and stakeholders are poorly included, marginalised or excluded from the dialogue in the extractive industry development and subsequent profit distribution process, they are very likely to begin to oppose the development. As tensions escalate, communities may develop strategies of violence as a coercive measure against the industry alliance and/or government as a means for addressing old grievances and mounting opposition.

Guiding Questions

- What mechanisms are in place to support community and wider stakeholder participation in decision-making on extractive industries? Are they perceived as sufficiently participatory?
- What is the extent of the engagement process that fosters effective and mutually beneficial relationships between extractive industries developers, communities and civil society organisations?
- What is the extent of civil society's participation in the policy processes and to assist in solving technical problems? To what extent does the civil society representation truly reflect the affected communities? Are both men and women participating in decision-making structures?
- Is there a systematic, neutral mechanism that guarantees voices from the affected communities are expressed?
- How does civil society monitor compliance with resource concession agreements and associated operating and Environmental and Social Impact Assessment permits?

Inadequate benefit sharing

If benefits are distributed in a manner that appears unfair as compared to the distribution of the costs, risks and responsibilities, then those who are disenfranchised or bearing risks and responsibilities without fair compensation are likely to oppose the development, and possibly rebel against it.

Guiding Questions

- How are the revenues of the resources being allocated?
- How can fair and adequate benefit/revenue sharing be supported?
- Does the government have sufficient capacity to negotiate concessions, contracts and other legal agreements in a transparent way, on good terms, which maximize benefits to the country and to host communities?
- Are rents from extractive industries shared with local communities and reinvested in sustainable development (infrastructure, human capital, basic services, economic diversification)?

© MAZEN SAGGAR / UNEP

Oil pollution in the Niger Delta, Nigeria

- Are the benefits and burdens of resource extraction being transparently identified and shared equally among user groups?
- What other benefits (i.e. social services, welfare programmes) are in place for surrounding communities that are directly funded by resource rents, and do these meet community expectations?

Adverse impacts on the economy, society and the environment

Notwithstanding the promise of prosperity often associated with an extractive industry, the impacts on the local economy and the macroeconomic conditions of the nation as a whole can be quite negative; in circumstances where governing institutions are weak or underdeveloped, the consequences of adverse effects are often magnified. Furthermore, while social and environmental assessment and management procedures in the extractive industry sector are well developed, negative impacts on communities and the environment can continue to be a powerful conflict driver.

Guiding Questions

- What are the effects of the major extractive industries on the surrounding communities – including environmental, land grabbing, employment, migration, displacement and criminality (and potential increases in violence, including sexual violence)?
- Are social and environmental impact assessments conducted on a systematic basis, are risks mitigated and is compliance enforced? Are stakeholders properly consulted and/or aware of the processes/findings?
- What measures are taken to mitigate those negative effects? By the government? By the companies?
- How can transparency and accountability be improved regarding the negative impacts of extractive resources? Are social and environmental impacts assessed and monitored by a neutral body?
- Has a physical assessment of the extractive resources been done? How are renewable resources affected, such as air, water, and soils?
- How can the economy be diversified to rely less heavily on extractives? Does the government protect the extractive industry through subsidies or military spending?

Mismanagement of resource revenues and financing of divisive politics and violence

Corruption and diversion of funds to satisfy individual or particular group gains at the expense of national and wider community interests can fuel divisive politics. Too often the vast revenues from extractive industries have been diverted away from the public interest, in some cases, financing armies and violent conflict.

Guiding Questions

- What mechanisms and safeguards are in place to ensure transparency in revenue management and allocation?
- How are the revenues of the resources being allocated and shared with host communities?
- Is one sector of the economy benefiting substantially more or less from resource benefits?
- Is a "war economy" or "conflict economy" situation present?
- Are any incentives for peace spoilers related to extractive industries?

These questions should be considered alongside the overall context questions at the beginning of this section.

2.3 Conflict drivers and renewable resources

When renewable resources – such as water, forests or productive land – are degraded, contaminated or over-exploited (i.e. when the resource is used faster than it is replenished) increasing competition between users becomes a basis for tension and conflict. Conflicts related to renewable resources can be local, regional, national, or transboundary. Grievances over renewable natural resources can contribute to instability and violent conflict when they overlap with other factors such as ethnic polarization, high levels of inequality, injustice and poor governance. In other words, it is particularly when conflicts over renewable resources drive, reinforce, or further compound security, economic, and political stresses that violent conflict may result.

© MARTIN MURRAY / UNEP

Pistachio forest in Narop, Afghanistan

Climate change is not a direct source of conflict, but rather exacerbates resource scarcity and existing vulnerabilities. Climate change is usually presented as a threat multiplier, overstretching societies' adaptive capacities, weakening the institutional capacity of states to resolve conflict through peaceful and democratic means, and creating or exacerbating political instability. This is particularly so in conditions where state capacity to manage the ecological, social and economic impacts of climate change is limited.

The following are three main drivers of conflict related to renewable resources. Their role in contributing to violent conflict can be aggravated by other influences over which local populations have very little control, such as climate change and natural hazards, socio-economic change, or a combination of the two.

Competition over increasingly scarce renewable resources

The concept of "resource scarcity" describes a situation where the supply of renewable resources – such as water, forests, rangelands and croplands – is not sufficient to meet the local demand. Increasing scarcity of renewable natural resources needed to sustain livelihoods can increase competition between user groups or economic sectors. Social responses to rising competition can include migration, technological innovation, cooperation and conflict. Where increasing competition intersects with other issues, such as socio-economic, ethnic or religious cleavages, they can contribute to violence.

There are three main causes for increasing resource scarcity that work separately or in combination. First, demand-induced scarcity arises when population growth, new technologies or increases in consumption rates reduce the per capita availability of the resource over time. Second, supply-induced scarcity occurs when environmental degradation, pollution, natural variation or a breakdown in the delivery infrastructure constrains or reduces the total supply or local availability of a specific resource. Finally, structural scarcity occurs when different groups in a society face unequal resource access. While structural scarcity can result from poor natural resource governance (as described below), it can also occur in a well-functioning governance structure, as the outcome of different land use decisions and trade-offs. At the same time, cultural practices, gender dynamics as well as social and economic barriers may also lead to structural scarcity.

Guiding Questions

- To what extent do national economy and rural livelihoods depend on renewable natural resources? Are there groups particularly affected by this, such as women, youth, minority groups, etc? Which livelihood groups or economic sectors compete for scarce renewable resources?
- How has increasing competition between livelihood groups or economic sectors for scarce renewable resources been addressed? What alternatives exist for scarce renewable resources?
- How has the demand for renewable resources in the past decade been influenced by population growth, migration flows, technologies, and trade?
- How has the supply of renewable natural resources in the past decade been influenced by environmental degradation, pollution, violent conflict, natural variation, climate change or a breakdown in infrastructure?
- How have governance decisions over renewable natural resources contributed to structural scarcity, where different groups have unequal access?
- Has resource grabbing become an issue in affected areas (e.g. subverting water flows, taking common land for private use)? Do armed groups or the military play a role in this?
- What opportunities exist for decreasing demand and/or increasing supply of contested renewable resources (e.g. increasing efficiency, or utilising new technologies for alternative supply sources)?
- What is the level of national awareness of the issues – both on the part of civil society and the national authorities? Where are there gaps?
- What are the capacities of national authorities and civil society to address the protection and sustainable use of natural resources, including dispute resolution?

Poor governance of renewable natural resources and the environment

Policies, institutions and processes governing the access, use, ownership and management of renewable resources can be critical drivers of conflict. In many cases, they contribute to both structural scarcity as well as grievances associated with political exclusion, corruption, and an unequal distribution of benefits. At the same time, resource governance plays a critical role in managing disputes or conflicts caused by increasing resource scarcity and in resolving grievances before they contribute to violence. Understanding the governance framework for natural resources at the national and local levels, and the mechanisms for resolving disputes, can provide critical insights into why conflicts over renewable resources occur, and how they may be addressed.

There are four main causes of conflicts associated with poor resource governance, which may work separately or in combination: (i) the existence of unclear, overlapping or poor enforcement of resource rights and laws; (ii) discriminatory policies, rights and laws that marginalize specific groups; (iii) the unequal distribution of benefits and burdens from development projects, and (iv) the lack of public participation and transparency in decision-making.

Guiding Questions

- To what extent does the formal legal framework provide clarity on ownership, allocation, access and control over renewable natural resources? To what extent are laws, policies and institutional mandates overlapping or contradictory?
- How does the formal legal framework relate to and recognize multiple forms of resource tenure (statutory, customary, informal and religious)? How are disputes between different forms of resource tenure resolved?
- Does the legal framework recognize specific resource rights for groups that depend on renewable resources for their livelihood, together with clear mechanisms to exercise their rights?
- What is the level of state capacity to extend its presence and authority into rural areas in order to enforce renewable resources laws and resolve disputes?
- Are non-state actors or hybrid political orders connected to the governance of renewable resources and provision of associated services?

- Do any of the policies, rights and laws on renewable natural resources discriminate against or marginalize specific groups?
- How are the environmental impacts and burdens from development projects balanced against the economic benefits?
- Does the public and civil society have recognized rights to participate in decision making on renewable natural resources? Is this right exercised?
- Who controls access, ownership and management of the main renewable resources contributing to GDP and rural livelihoods? Who decides how benefits are used?
- How has the power base of individuals or groups that control renewable natural resources changed as a consequence of violent conflict?
- Do any of the actors politicize renewable natural resources in terms of connecting ownership and access with identity factors, calls for autonomy or political mobilization?

Transboundary natural resource dynamics and pressures

The challenges of managing renewable natural resources often extends beyond national borders. This is particularly the case for water, wildlife, fisheries, and air quality. Similarly, risks to renewable resources from waste management, pollution, climate change and disasters are often transboundary in nature. While states have the sovereign right to exploit their own resources pursuant to their own environmental and development policies, they also have the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other states. Yet, transboundary dynamics and pressures are often beyond the capacity of a single sovereign state to manage unilaterally, requiring cooperation and co-management with neighbouring countries.

There are four types of transboundary challenges that can contribute to conflicts over renewable resources: (i) when the allocation or consumption of transboundary renewable resources is unequal or inflexible; (ii) when infrastructure, industrial development and changed land use in neighbouring countries negatively affect renewable resources; (iii) when traditional livelihood practices or wildlife populations migrate across national borders; and, (iv) when illegal exploitation, consumption and trade of natural resources occurs on a transboundary basis.

Guiding Questions

- Which renewable natural resources are transboundary and how important are they to the national economy and livelihoods?
- What is the level of natural variation in the resource and what are the long term trends in terms of use, quantity and quality? What are the potential implications of climate change?
- Do the countries have formal or informal agreements in place for the management of shared transboundary resources? Have national laws been revised and harmonized to reflect the agreements? Are those agreements and laws enforced?
- Do the agreements have mechanisms to take into account natural variation in the availability of transboundary resources, or the impact of acute or slow-onset natural hazards?
- Do dispute resolution mechanisms exist between the countries sharing the transboundary resource and are they used effectively?
- Do mechanisms exist to systematically collect and share data on the quality and quantity of the transboundary resource?
- Does civil society have access to information on trans-boundary resources and play any role in monitoring compliance with transboundary agreements?
- Does any planned infrastructure, industrial development or major changes in land use in neighbouring countries threaten to impact the quality or quantity of transboundary natural resources? Have transboundary impact assessments been conducted? Is there any process in place to discuss and mitigate the social and environmental impacts?

- Do traditional livelihood practices or wildlife populations migrate across national borders ? Do mechanisms exist to jointly manage these movements and prevent conflicts in destination areas?
- What is the level of illegal exploitation, consumption and trade of renewable natural resources across borders? Are transboundary criminal networks involved? Is there any on-going transboundary cooperation to address these challenges?
- To what extent are refugees or migrants illegally crossing national borders and establishing new livelihoods based on renewable natural resources which fall outside of government regulation and control?

These questions should be considered alongside the overall context questions at the beginning of this section.

2.4 Conflict drivers and land

Land is a vital economic asset and often a key source of livelihoods; it is also closely linked to accessing renewable resources such as water, as well as community identity, history and culture. Communities can readily mobilise around land issues, and land conflicts commonly become violent when linked to wider processes of political exclusion, social discrimination, economic marginalisation, and a perception that peaceful action is no longer a viable strategy for change. Addressing land grievances and associated conflicts is fundamental to creating sustainable peace in post-conflict transitional settings. International assistance should prioritise the early and sustained engagement in land issues as part of a broader post-conflict transition strategy.

As with other natural resources, conflicts over land manifest in transition settings in a variety of ways, taking on new forms in conflict and post-conflict settings. In periods of relative stability, latent grievances related to access to land or insecurity of tenure may exist. Even in the absence of open conflict, many statutory land institutions in developing countries are weak, often serving only the needs of the elite. In situations of open conflict land related disputes can turn increasingly violent and may result in some population displacement. In such settings, land grievances may be linked to broader security, livelihood, political and identity issues. The immediate post-conflict period, alternatively, is often characterised by a surge in land-related conflicts as populations return home to find their land has been taken, scores are settled and loyalty is rewarded with irregular land allocations.

© RICCARDO GANGALE / WFP

Terraced fields in Rwanda

The main drivers of land-related conflicts and diagnostic questions to provide insight into their character in a given context include:

Unequal distribution of land, or inequitable access

Unequal access to land may be due to discriminatory policies, laws or practices (including inheritance rights, often affecting women) that are often rooted in the county's history and politics. Populations may be unfairly granted or denied access to the land itself, or to the revenues that accrue from investments in land and related resources. When one user group unfairly controls access to land, violence can occur as individuals and groups seek greater access. The struggle for increased equity can become linked to the recognition of identity, status and political rights, making conflict resolution even more difficult. The likelihood of violent conflict increases substantially when gross inequities characterise land-holding patterns, particularly when a large landless or land-poor population has limited livelihood opportunities.

Guiding Questions

- Is land unequally distributed within society? Does the distribution reflect patterns that favour specific cultural, social or religious groups, and/or a concentration amongst elites?
- Do the laws, institutions or processes for land access, ownership and management favour one group over others (such as women, youth or other vulnerable groups), or specifically marginalise a specific group or livelihood?
- Does a particular area have unequal distribution of land, landlessness or land concentration among the elite?
- Is there contested access to and use of fertile land or communal grazing areas, for example, between different livelihood groups (e.g. pastoralist communities, or between pastoralists and agrarian communities, or between agricultural communities)?
- How are entitlements relating to land distributed?

Land tenure insecurity

Land tenure systems determine who can use what resource from the land for how long, and under what conditions. Uncertainty over land rights, and especially insecurity of land tenure, are common drivers of land related conflict. Security of tenure issues are frequently associated with changes that are perceived to affect the supply and demand for land, established patterns of land-use and competition between users. Uncertainty regarding land tenure and rights tends to benefit the more powerful groups in society, often at the expense of more vulnerable populations.

Guiding Questions

- Is there uncertainty regarding security of tenure and other land rights, particularly for already vulnerable populations?
- Is there transparency in land investments, ownership transfers, capture or control?
- Is commercial agriculture and/or resource extraction perceived to affect a community's land rights without offering an equitable share in the revenue stream or compensation?
- Will new laws, policies or programmes potentially impact land rights of either elites or communities (for example, agrarian reform, privatisation, land titling, etc.)?
- Are there incentives for investment and sustainable resource management based on well-defined and secure land rights?
- What are the environmental and development related risks due to large-scale land acquisitions, concessions and leases that involve conversion of land used by local communities, families and individuals to commercial activities?
- Is population growth (people or livestock) bringing communities into increased competition for land or related resources?
- Is environmental degradation and or the threat of climate change increasing perceptions of land scarcity?
- Is there on-going rapid urbanisation that results in the conversion of peri-urban or agricultural land to urban uses?

Overlapping land tenure systems and legal pluralism

In many countries, there may be an unclear relationship between different tenure types and institutions. Traditional authorities may regulate land according to customary practices or religious principles. Local government officials may regulate land access and use through statutory land administration laws. In many countries it is common to find land regulated under a combination of statutory, customary, informal and religious forms of tenure. This situation of multiple co-existing rules and institutions is often described as legal pluralism. Where different sets of land rights are recognised by each system, or where duties of different bodies overlap, conflict can arise.

Guiding Questions

- Is the land system primarily customary, religious, statutory or mixed?
- Are there any formal mechanisms to resolve conflicts between the different land systems?
- Is the full range of housing, land and property rights understood, respected, protected and fulfilled in times of insecurity and conflict across the different systems?
- Do women have access to land and the right to own and inherit land?

Competing claims and lack of access to dispute resolution mechanisms

Some degree of conflict typically characterises a situation involving competing claims to the ownership or use of the same piece of land. Whether claims are grounded in formally recognised rights or in customary use, circumstances involving groups of people, rather than individuals, significantly intensify the risk of larger-scale violent conflict. Land conflicts can escalate when local and national institutions lack the presence or capacity to manage and resolve land disputes in an effective and non-violent way.

Guiding Questions

- Is there a land registry in place to document land title?
- Do local institutions, including traditional and customary, have the authority and capacity to resolve specific disputes over land ownership? Has this changed over the duration of the conflict?
- Is there local agreement about the substantive, procedural and evidentiary rules that should be used in dispute resolution systems for land?
- Are marginalised groups able to access dispute settlement mechanisms?
- Is there an on-going expansion of land markets, the individualisation of land rights held under customary systems and the increased commodification of land?
- Have evictions or displacements forced communities to move from locations they traditionally inhabit, whether rural or urban?
- Have disputes arisen as displaced people return only to find that their land and property may have been damaged or destroyed, or access denied by new occupants?
- Have traditional dispute resolution systems broken down due to conflict, population growth, migration or other forms of stress?

Displacement, land grabbing, return of populations and other challenges in the immediate aftermath of conflict

While displacement, land grabbing and conflict related to the return of populations can occur at any stage of the conflict cycle, these are common drivers of conflict in the immediate aftermath of conflict. As countries emerge from armed conflict, they face a number of land-related challenges.

Guiding Questions

- How has the system of land tenure changed as a result of the conflict?
- Has land been captured by armed groups or has land tenure changed, making previously communal land inaccessible?
- Are new forms of land tenure, or "conflict tenures", emerging, thereby creating or sustaining grievances among specific populations and serving to catalyse or perpetuate conflict?

- Has there been a scramble for ownership of and access to land assets by national and international actors?
- Have elites exercised new positions of power to concentrate control over land?
- Did the conflict result in partial or full destruction of land registry offices, land titles and land registry books?
- If a violent conflict ended with a peace agreement, were housing, land and property issues for displaced people sufficiently included?
- Have processes been established to address housing, land and property issues for displaced persons covering both restitution and compensation?

These questions should be considered alongside the overall context questions provided at the beginning of this section.

2.5 From analysis to strategy

Context analysis provides the basis for developing strategic responses that are conflict sensitive, and that are generally more likely to contribute to, rather than undermine, the prospects for peace. The various questions posed in Part 2 of this guidance note should help identify and diagnose the main natural resource challenges that could be a source of conflict and could undermine the peacebuilding process. These should be the main priority to address as part of the transition strategy. A more detailed toolkit entitled "***Natural resources for peacebuilding and statebuilding: A toolkit for analysis and programming***"[19] provides further diagnostic questions together with programming tools and suggested actions. In highly generalized terms, there are five main perils to be avoided and five main opportunities to be captured from natural resources in post-conflict settings:[20]

Main risks:

- Control of natural resources by ex-combatants, armed groups, or criminal networks (providing revenues to sustain violence and armed conflict).
- Resource revenues fuelling corruption and concentration of elite power.
- Economic vulnerability (Dutch disease, resource curse, commodity shocks).
- Lost opportunities and government revenues due to poor contractual terms and NRM policies that are locked in for long term.
- Grievances caused by unequal allocation of benefits, insufficient public participation or negative social or environmental impacts.

Main opportunities:

- Emergency employment and sustainable livelihoods (both economically and environmentally), including for women and youth.
- Revenues for government services and economic diversification.
- Foundation for basic services (water, sanitation, waste, hydro-electric).
- Platform for reconciliation and political participation.
- Restore public confidence and rebuild government legitimacy.

Deciding on next steps following a context analysis depends on what existing tools and frameworks are in place and how they can be utilised and infused with natural resource, conflict and peacebuilding considerations. This will help to ensure complementarity between interventions, when capacities and resources are in short supply. Additionally, there may be existing context and conflict analyses that can be built upon, with the infusion of these natural resource related conflict and transition considerations. Such efforts will help to facilitate common, integrated assessment towards coherent and more effective practice.

3. Integrating NRM Needs into Existing UN Policy Frameworks and Tools

There are many UN processes and frameworks used in transition settings to support and bring coherence to the work of the UNCTs and Missions. These include the PCNA, IMPP, instruments to support peacebuilding, and the CCA/UNDAF. This section discusses possible entry points for NRM within these frameworks and the processes that guide them. Consideration of how to factor NRM within them should follow context and conflict analysis, as discussed in Part 2.

3.1 Post-Conflict Needs Assessments (PCNA)

Overview

Post-Conflict Needs Assessments (PCNAs) are multilateral exercises undertaken by the UNDG, the European Commission (EC), the World Bank and regional development banks in collaboration and cooperation with national governments and donor countries. PCNAs[21] are increasingly used by national and international actors as entry points for conceptualizing, negotiating and financing a shared strategy for recovery and development in fragile, post-conflict settings. They include an assessment of needs, the identification of national priorities, and the costing of needs over a three to five year period in an accompanying transitional results framework (TRF). The results become the centrepiece for an international reconstruction conference during which donors make financial pledges and determine the overall budget that will be made available for a country's post-conflict reconstruction. PCNA processes can range in duration from one month, in the case of Georgia, to one year, in the case of Sudan.

Natural resources and the environment are steadily receiving greater attention in PCNAs, and in 2009 a specific toolkit was developed by UNEP and the World Bank to provide additional guidance in integrating these issues into the PCNA process.[22] The text below draws from this toolkit, highlighting key issues related to natural resources and the environment in transition settings. The toolkit offers more detailed guidance for each of the PCNA phases.

Process entry points

Within the PCNA process, natural resources – including land and the environment – can either be addressed as a self-standing sector, as a crosscutting issue, or both. The process and the structure of the assessment and prioritisation process will vary from one country context to the next, depending on the specific circumstances and dynamics within the country. In general, the top natural resource priorities are likely to be those that directly address conflict drivers or which directly contribute to peace consolidation.

In this regard, potential entry points for addressing natural resources within the standard four-phase PCNA process include:

- **Pre-assessment phase:** Key questions to assess the role of natural resources in conflict and peacebuidling are: (i) How did natural resources and the environment trigger, escalate, sustain or finance the conflict and how could they contribute to conflict relapse; (ii) how were natural resources impacted by the conflict and what are the implications for human health, livelihoods and security; (iii) what opportunities exist for natural resources to concretely contribute to conflict prevention and peace consolidation; (iv) what is the existing governance framework (policies, laws and institutions) for natural resources and how effectively is the framework implemented and enforced? See also further diagnostic questions provided in Part 2 to support this analysis.

- **Assessment and analysis phase:** When the pre-assessment determines that natural resources played a key role in the conflict, suffered major impacts from the conflict, or hold the potential to contribute to peacebuilding, they will be included in the full assessment process. A decision will need to be need taken whether to address natural resources as a stand-alone sector, a cross-cutting issue or a combination of both. One or two full-time international experts on the field team together with national level partners and ministries are needed to assess which natural resource related priorities will contribute most effectively to conflict prevention and peace consolidation over the coming three-five year period. They will need also to cost the required interventions.

- **Prioritisation, validation and reporting phase:** Natural resource related outcomes and indicators must be carefully tailored to reflect the particular needs of the country, as identified by the desk and field analyses. Outcomes to be programmed in the TRF could include: (i) An effective legal and regulatory system for land and natural resource management; (ii) capacity development at national and sub-national levels to ensure transparent and fair concessions, effectively manage land and natural resources and to protect and restore degraded environments; (iii) equitable ownership of, and access to, natural resources; (iv) sustainable natural resource use to address economic productivity and recovery; (v) explicit use of shared natural resources as a tool for cooperation, trust building and reconciliation; and (vi) public participation and buy-in in the natural resource management process.

- **Implementation and monitoring phase:** In most transitional settings, activities associated with NRM needs will be undertaken by a variety of UN actors together with national counterparts and other stakeholders. Within the UN country team, a dedicated mechanism should be established to coordinate, share information and monitor the impact of the various natural resource interventions. Mechanisms will also be needed to ensure strategic coordination between donors.

Thematic entry points

While each transition setting is different, **short-term** natural resource related priorities articulated in TRFs often include the following:

- Preventing the illegal trade of natural resources from financing continued conflict through action by national authorities and the international community (e.g. Liberia, Iraq, Somalia).

- Removing incentives for spoilers associated with natural resources by engaging them in the peace process and minimizing spoiling opportunities (e.g. Sudan, Iraq, Somalia).

- Considering environment and access to natural resources, including land, in the resettlement of displaced people. Also, refugee camps should be properly decommissioned and the land restored to prevent potential grievances by local communities (e.g. Liberia).

- Mitigating acute environmental hotspots through clean-up operations to protect health and restore public confidence in governance (e.g. Iraq, Liberia, Somalia).

- Building dialogue and cooperation through, for example, resource dispute arbitration, building trust between factions, equitably allocating scarce resources and laying the initial groundwork for possible long-term resource-based cooperation between conflicting parties.

- Building and empowering dispute resolution capacity and the effective implementation of grievance mechanisms relevant to natural resources.

- Creating jobs through environmental rehabilitation or other forms of green jobs, including in reintegration programs for ex-combatants (e.g. Haiti, Liberia, Georgia).

- Kick-starting economic growth while building capacity for good governance and management of "high-value" resources/extractive industries in terms of transparent concession contracting, public participation in decision making, wealth sharing, restoration of basic services and emergency employment (e.g. Iraq, Sudan, Liberia).

In the **medium-term**, governments must incorporate good governance and resource management practices into the economic development and livelihoods opportunities that occur as societies stabilise. Similarly, the funding, capacity and authority of relevant environmental authorities should be strengthened. Specific examples include:

- Building sustainable livelihoods based on natural resources that can support job creation, the reintegration of ex-combatants and/or the return and resettlement of displaced people and refugees.

- Mitigating chronic environmental problems from reconstruction and development through environmental impact assessments. Environmental damage or degradation inflicted upon critical natural resources such as fertile land and water may threaten lives and livelihoods.

- Supporting economic development by sustainably harnessing resources, which also has positive spill-over effects for infrastructure, labour demand, internal and external investment and government revenues.

- Using the shared management of natural resources for dialogue, confidence-building cooperation and reconciliation. Natural resources that are shared between divided groups can be used to enhance dialogue, build confidence and broaden cooperation to address grievances on revenue-sharing, land tenure reform, and rights to water, rangeland and forest (e.g. Liberia, Iraq, Sudan).

- Resolving disputes over ownership, benefits and access; establishing national processes to resolve ownership, benefits and access disputes over natural resources through revenue-sharing agreements, land tenure reform, and codified rights to water, rangeland and forest (e.g. Iraq, Sudan).

Longer-term activities focus on the systematic prevention of conflict relapse, continued capacity development and the creation or continuation of development initiatives with more extended horizons. These do not usually fall within the PCNA-TRF window, but rather the CCA/UNDAF.

Field Examples

Sudan: In the PCNA for Sudan one of the guiding objectives was to eradicate poverty while managing natural resources, especially oil, in an environmentally friendly and sound way. The environment was also addressed as a cross-cutting issue. Competition over access to natural resources, including land and water, was identified as a driving factor in the civil war and a potential threat to peacebuilding. Desertification, land degradation, loss of biological diversity, deforestation and the pollution of water resources were also identified as key threats. To address environmental needs in a comprehensive way, the PCNA called for a review of the legal framework combined with institutional capacity-building programmes and coordination mechanisms at the national and local levels to improve the management and monitoring of natural resources.

Somalia: In Somalia the PCNA, entitled the Somali Joint Needs Assessment (JNA), had six priority areas of focus, one of which was on productive sectors and the environment. Within this priority area, key goals included the need to (i) develop an industrial and service sector strategy, to include natural resources, and (ii) develop and ensure effective natural resources management, including institutions and environmental protection (e.g. toxic waste removal). The Somali Reconstruction and Development Programme (RDP), a product of wide societal consultation, was a key result of the JNA process. The RDP presents a shared strategy for deepening peace and reducing poverty in a post-conflict setting with three pillars of focus: (i) peace, security and governance, (ii) strengthening essential basic services and social protection, and (iii) creating an enabling environment for rapid poverty-reducing development. The third pillar emphasises infrastructure, policies and actions to overcome constraints facing the livestock and agriculture sectors and to ensure protection of the environment and sustainable use of natural resources.

3.2 Integrated Mission Planning Process (IMPP)

Overview

The Integrated Mission Planning Process (IMPP) is the result of efforts since the 1990s aimed at increasing the coherence of UN activities in conflict and post conflict situations.[23] The IMPP brings together all of the UN entities in the affected countries, uniting development, humanitarian and peace and security actors in the organisation around a common process and a set of agreed objectives for peace consolidation.

Integrated planning for peacekeeping, peacebuilding or political missions and crisis management is led by lead UN Secretariat departments (Department of Peacekeeping Operations or Department of Political Affairs) with participation of the rest of the humanitarian and

development entities of the UN. An Integrated (Mission) Task Force (ITF or IMTF) is developed for each mission as the New York UN Headquarters-based body for conducting integrated planning. Once a mission is launched, the main element of planning under the IMPP – the Integrated Strategic Framework (ISF) – is conducted at the field level, led by a Senior Management Group headed by the Special Representative of the Secretary-General (SRSG), and in consultation with HQ. There is also an Integration Steering Group (ISG) at the Assistant Secretary-General level, responsible for helping to ensure implementation and progress on integration related issues.

Minimum standards for closely aligned or integrated planning features in a three-part set of guidance (Strategic Assessment, Role of the Field, Role of the HQ) issued in 2009, and are embedded in a new planning tool called the Integrated Strategic Framework (ISF).[24]

Process Entry Points

The IMPP is a dynamic and non-linear process that depends on many different factors, such as the urgency of deployment and the size, scope, and aim of the peacekeeping mission as determined by the Security Council. Possible entry points that allow for consideration of natural resource management factors in planning depend on the peace agreement, the stage of a Mission and the nature of the IMPP process. Key areas for engagement are outlined below:

- **Strategic Assessments (SAs):** SAs aim to assist the UN system to formulate a shared analysis, vision and strategy in conflict-affected, post-conflict or political crisis countries. They are undertaken by the Secretariat in mission and non-mission settings. In mission settings they are often the first analytical step in a broader IMPP process. SAs include the following components: a conflict analysis; an analysis of priority objectives for peace consolidation; and, an articulation of UN strategic options. Findings are customarily presented to the Secretary-General's Policy Committee for approval which evaluates the recommendations and decides on the form of UN engagement. The approved system-wide guidance offers a step-wise methodology for how the UN collectively can identify necessary "course corrections" after "dramatic changes" in such contexts (which might be positive – such as the ending of a transition period – or negative – such as the aftermath of a coup or the outbreak of violent conflict). NRM issues should be factored into each component of the SA. Diagnostic questions offered in Part 2 of this guidance support the conflict and wider context analysis. In thinking through priority objectives for peace consolidation and the UN's strategic options, awareness is needed of ongoing efforts of other actors, gaps in response, as well as capacities and needs of national institutions.

- **Development of Mission Concept:** The Mission Concept consists of three elements: ***Vision*** (describing the purpose of the peacekeeping or political mission and approach to achieving its mandated tasks); ***Concept*** (sequencing and prioritisation of tasks in light of an evaluation of the implementation context, the development of mission and partners' capabilities and task dependence); and ***Direction*** (detailed directives from the Head of Mission to Mission components). NRM issues should be factored into each of these elements as appropriate, alongside the conditions set by the peace agreement, and an assessment of Mission and partners' capacity for implementing mandated tasks.

- **Technical Assessment Missions (TAMs):** TAMs usually involve a mission from HQ to the field to validate the initial assumptions and elements of planning for a new mission or the adjustment of an existing mission's mandate and operations, including for drawdown. The TAM offers an opportunity to re-evaluate NRM factors on the framing of the mission mandate and in relation to the implementation of mission tasks. Drawing on the SA – or where non-existent, guided by Part 2 of this guidance and/or other context/conflict assessments – NRM issues should be factored into analysis and recommendations as appropriate to the context and phase of operations.

- **Report of the Secretary General to the UN Security Council:** undertaken by the lead department, contains detailed options and recommendations on strategic priorities for the mandate of a new peacekeeping mission. It provides the basis for the debate in the Security Council on the mission's mandate. These reports offer an opportunity to address NRM factors in the framing of the mission mandate and the implementation of mission tasks.

- **Integrated Strategic Frameworks (ISFs):** ISFs are short, strategic documents that articulate the shared vision of the Mission and the UNCT for peace consolidation in a given country. Key elements include a conflict analysis (or an SA), a situation analysis, priority areas, results, responsibility, timelines and a monitoring and evaluation mechanism. The process of developing an ISF includes a mapping of strategies and frameworks and the development of ISF content through thematic working groups involving all relevant UN stakeholders, and a retreat of senior managers. Most ISFs cover the following thematic priorities: security sector reform, DDR, rule of law and restoration of state authority. They also seek to mainstream cross cutting issues. Consultations with external actors, including national actors, will vary depending on the context. The ISF process and product offers opportunities to ensure NRM factors are considered in the ongoing framing of the mission mandate and peace consolidation priorities, as well as the implementation of mission tasks. NRM actors should participate in thematic working groups and NRM issues should be included at all stages, as appropriate. Inclusion of NRM factors in the monitoring and evaluation mechanism enables discussion of the concrete ways in which NRM supports peace consolidation.

Field Examples

The role of peacekeepers in relation to natural resource issues is principally determined by the mandate given to the peacekeeping mission by the UN Security Council. The Security Council decides on the scope of a mandate on the basis of the nature of the conflict, the peace agreement and on the specific role requested of the UN. Despite the deployment of 17 UN peacekeeping operations since 1948 that address conflicts with clear links to natural resources, the mandates rarely acknowledge this fact.[25] Only peacekeeping missions in four countries have been given a direct role to address natural resources: Cambodia, Sierra Leone, Liberia and the DRC. In addition, the new peacekeeping mission in Abyei has been mandated to provide security for oil infrastructure in the Abyei Area when necessary and in cooperation with the Abyei Police Service. However, a number of missions including in Sudan and Darfur, have been given an indirect role in addressing natural resource issues as they relate to the implementation of peace agreements. In cases where peacekeeping missions have either a direct or indirect role, it is essential for this to be addressed within the IMPP process and resulting IFS.

3.3 Peacebuilding frameworks and tools

Overview

The Peacebuilding Commission (PBC), Peacebuilding Support Office (PBSO) and Peacebuilding Fund (PBF) are part of the broader UN Peacebuilding Architecture. They were established in 2005 and 2006 by the Security Council and the General Assembly to provide sustained attention and coherence towards, and to mobilise resources for, countries emerging from conflict.

The PBSO has three main functions within the UN Secretariat at UN Headquarters in New York: (i) serves as the secretariat for the Peacebuilding Commission; (ii) administers the Peacebuilding Fund; and (iii) develops policies, coordinates peacebuilding efforts within the UN system and disseminates good practices and lessons learned. The PBSO is headed by the Assistant Secretary-General (ASG) for Peacebuilding Support, who reports to the Secretary-General.

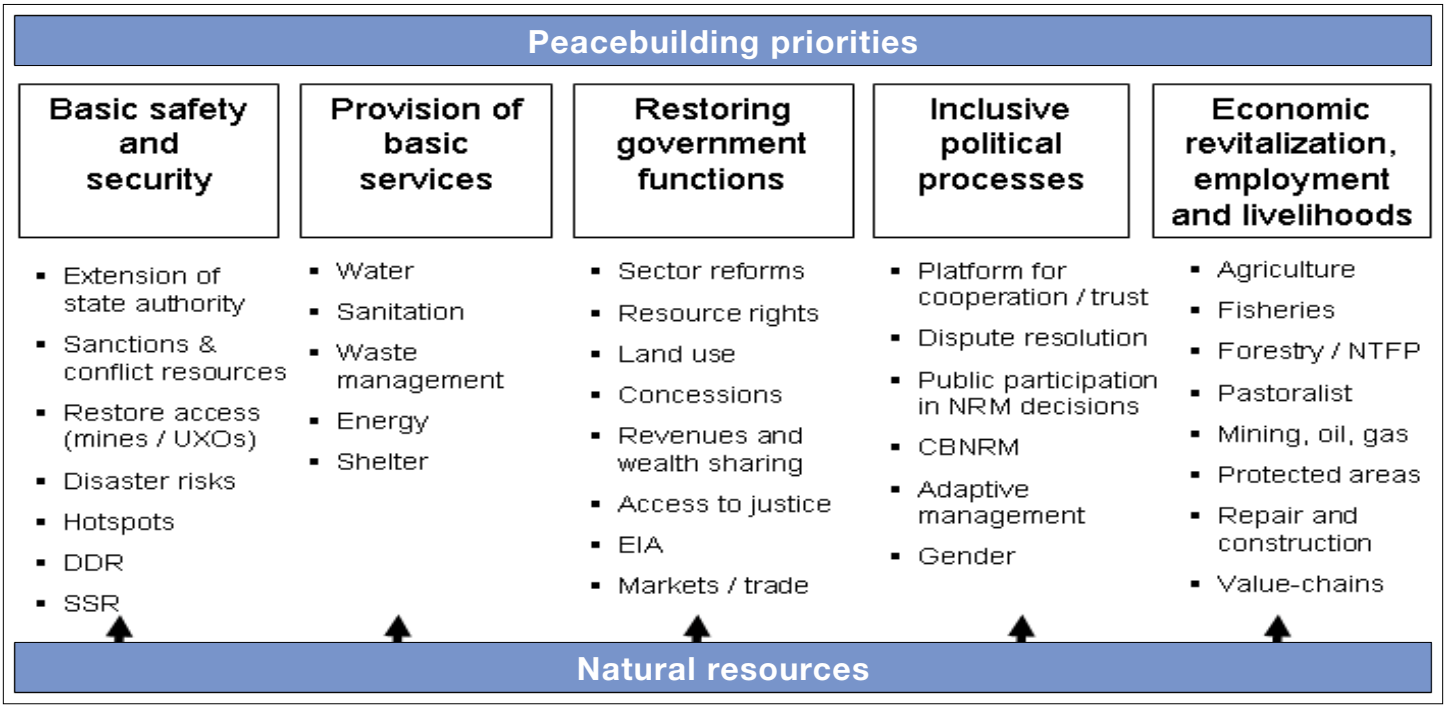
The PBC is an intergovernmental advisory body, which reports annually to the General Assembly and the Security Council on its support of peace efforts in countries emerging from conflict. The core pillars of its mandate are focused on: (i) bringing together and coordinating all relevant actors, including international donors, the international financial institutions, national governments and troop contributing countries; (ii) marshalling resources; and (iii) advising on and proposing integrated strategies for post-conflict peacebuilding and recovery, extending the period of attention and, where appropriate, highlighting any gaps that threaten to undermine peace.

The PBF is the UN's global multi-donor trust fund to provide a critical bridge between conflict and recovery. It is designed to inject fast, relevant and catalytic funding into key projects and programmes that help prevent a country from relapsing into violence.

Process Entry Points

- **PBC engagement at country level:** Following its mandate, the PBC developed integrated peacebuilding strategies, known as "Strategic Frameworks" to engage with the first four countries on its agenda - Burundi, Central African Republic, Guinea-Bissau and Sierra Leone. In recent years, the PBC made a strategic shift

Figure 1: A mapping of natural resources and peacebuilding linkages



to support the rationalizing of strategic frameworks through shorter and more focused documents, and to build on existing strategies. This recognises the advantages of having a single overarching planning document that national authorities and the international community can coalesce around.[26] Examples of this shift are the PBC's 2009 endorsement of Sierra Leone's second Poverty Reduction Strategy Paper (PRSP)[27], entitled "An Agenda for Change", as the foundation for its engagement, and the 2010 Statement of Mutual Commitments between the PBC and the Government of Liberia, which builds on Liberia's current PRSP. The challenge facing the PBC and its partners is ensuring that these overarching strategic planning frameworks are responsive to and deliver on specific peacebuilding needs. The development of a Statement of Mutual Commitments presents an opportunity for NRM-related issues, where they constitute peacebuilding priorities, to be addressed as part of PBC engagement.

- **Peacebuilding Fund:** With a mandate to take risks and work in politicised and fragile environments, the Fund provides two types of support that can be considered for NRM programming:

a) Responding rapidly to critical transition moments: In the immediate aftermath of conflict – after a peace agreement has been signed or a critical political transition has occurred – the PBF supports the rapid reinforcement of the governments and actors involved in building a sustainable peace; and,

b) Providing longer-term support to stay the course to consolidate peace: When a country's leadership commits itself to tackling the issues that drive violent conflict, the Fund seeks to provide more significant, nationally-owned support over a longer period of time to increase a State's responsiveness to its citizens.

To date, there has been a relatively low level of support for NRM programming, as reflected by the low amount of resources allocated to the area – $3.5 million between 2007 and 2011. Recognising that most of the post-conflict countries supported by the PBC are natural resource rich, the PBF is keen to see greater prioritisation of NRM as a funding area in peacebuilding support, and more will be done to encourage countries to do greater programming in this area. Possible entry points and examples of PBF-funded projects[28] in NRM are discussed further on.

Thematic Entry Points

In general terms, natural resources have important implications in all five dimensions of peacebuilding as defined by the Secretary-General in 2009.[29]

Thematic entry points for addressing natural resources in these five areas are suggested below (see figure 1). These can be considered in PBC-related processes as country peacebuilding priorities are developed and infused within strategic frameworks and/or mutual commitments that arise through PBC country engagement:

- **Support to basic safety and security:** Natural resources are critical for the success and sustainability of DDR programmes through natural resource-based livelihoods and access to land. Security Sector Reform (SSR) programmes need to consider safeguards for preventing armed groups from continuing to benefit from or tax natural resources. Mines and Unexploded Ordnances (UXO) threaten basic safety and food security of families and communities, making agriculture-based livelihoods particularly vulnerable. As a component of basic safety, environmental hotspots caused by damage to industrial sites during the conflict should also be addressed. One key peacebuilding priority is to prevent the illegal sale of natural resources to fund armaments and armies. In addition, during the reintegration of ex-combatants, unsustainable resource extraction as a substitute or supplementary livelihood is common. Mechanisms are needed to monitor the extraction and export of high-value natural resources, as well as to increase financial transparency.

- **Support to the provision of basic services:** Securing access to safe water and sanitation can provide for initial peace dividends and renew confidence in the government. Peace dividends can be further consolidated by improving access of local populations to health, food assistance, primary education and energy through sustainable means. The link with natural resources, for example, through the location of water wells, should be integrated into the strategies.

- **Support to restoring core government functions:** Given the importance of natural resources in livelihoods, basic services and economic development, (re)building effective governance institutions with NRM in mind at the national and local levels should be a priority, particularly where there is dependence on natural resources for the national economy, government revenues and livelihoods (see also Part 2).

- **Support to political processes:** Developing dispute resolution mechanisms and processes for conflicts over land and natural resources at national and sub-national levels are often a critical priority for peace consolidation and on-going conflict prevention. Inclusive dialogue and transparency over revenues is particularly important where there are high-value extractive resources. Resource wealth-sharing is an important part of solving historical tensions and power differentials. Underlying grievances around natural resources that drive conflict may be resolved as part of reconciliation processes. The shared management of natural resources can also contribute to dialogue, confidence-building and reconciliation among divided communities or ethnic groups.

- **Support to economic revitalisation, employment and livelihoods:** Management of natural resources provides entry points to build sustainable peace in post-conflict societies as it generates employment and creates livelihoods and contributes to the rehabilitation of basic infrastructure and access to land. Natural resources are critical to the development of sustainable livelihoods as well as the successful return and reintegration of refugees and displaced people. Natural resources, such as high-value resources, improved crop yields and the sustainable harvesting of forest products can all be used to promote economic development, particularly for youth and demobilised former combatants. Natural resources are also critical with respect to women's economic empowerment. Women play a critical role in managing natural resources for their livelihoods and that of their families and communities. It is they who most often carry the responsibility of collecting water and gathering wood for fuel, for example, or farming family plots. Yet few have legally recognized access or formal usage rights for these resources, which remain traditionally attributed to men.

Specific Entry Points for Peacebuilding Projects

In designing peacebuilding projects that respond to specific conflicts over natural resources, consideration could be given to the following approaches:

- **Support consensus building:** Train disputing groups on advocacy, negotiation, analysis and dialogue skills to facilitate their engagement in participatory and inclusive decision-making processes involving natural resources. Support critical dialogue, mediation and/or peacebuilding processes between communities in order to support negotiated access to natural resources, including water, grazing and migratory routes.

- **Share good practices:** In the case of land, these might include: demarcation, titling, land commissions to resolve existing disputes, large-scale land reforms, setting evidentiary rules and the resettlement of internally displaced persons (IDP) and ex-combatants. In the case of extractives, these might include: environmental and social impact assessment, grievance mechanisms, transparency, democratic control, capacity to negotiate concession terms, monitoring, dialogue with affected communities, and supporting social investments.

- **Strengthen the capacity of government employees:** Provide training on mainstreaming peacebuilding or conflict-prevention techniques in the management of natural resources that are appropriate to the local context, equitably available, operationally focused and easily applicable. Prioritise a mentoring approach where counterpart staff can "learn by doing". Avoid substituting skills with international consultants or importing foreign models and methodologies.

- **Support restoration and rehabilitation projects:** In particular, support the restoration or rehabilitation of "common resource pools" such as grazing, forests and wells that may be degraded by conflict, re-negotiating management arrangements as required. Look to engage communities with a recent history of conflict in jointly rehabilitating and managing common resources.

Field Examples

Integrating NRM into National Planning Instruments

- **Joint Vision in Sierra Leone:** A US$5 million joint programme by FAO, UNDP, and UNEP to strengthen natural resource and environmental governance capacity aims to build the capacity of key environment and natural resource actors in Sierra Leone, including the Sierra Leone Environmental Protection Agency (SLEPA), the Ministry of Agriculture (Division of Forestry), and the Ministry of Transportation and Aviation (MET) Directorate.

- **Integrated Peacebuilding Framework in Central African Republic (CAR):** The Strategic Framework for Peacebuilding in CAR, launched in May 2009, included a specific section on natural resource management, wealth-sharing and environmental protection.

Examples of PBF Projects Supporting NRM

- **Creation of Commercial Centres, Democratic Republic of Congo (US$500,000):**[30] The project aims to strengthen the capacity of the Government of the DRC to regulate and control the production and trade of metals and minerals mined in strategic areas in eastern DRC. Through the construction of five trading centres it further aims to increase revenues through the deployment of mining authorities in these centres.

- **Support to the National Commission on Land and Other Assets, Burundi (US$700,000):**[31] Access to land has become the main cause of conflicts at the community level, further fuelling socio-political crises. Over 80 percent of conflicts registered in courts are land conflicts. The project aims to enhance the capacity of the National Commission on Land and Other Assets to resolve the most urgent land disputes, including the resettlement of returning refugees and IDPs.

- **Support to Water-User Associations, Kyrgyzstan (US$278,200):**[32] Increased ethnic tensions in the wake of the June 2010 violence in southern Kyrgyzstan coincided with a reduction in water supply due a natural disaster. This raised the prospect of conflict between Kyrgyz and Uzbek communities over very limited water resources. The project encourages members of Water-User Associations (WUA) along the canal to work together towards the common goal of cleaning and maintaining the canal and to peacefully resolve disputes over its use.

3.4 UN Development Assistance Framework (UNDAF)

Overview

Prevention and management of conflict and sustainable development are mutually reinforcing and can be well articulated through the UNDAF mechanism. In helping to address root causes of conflict and to promote peace, good

natural resource governance is a key aspect. The preparation of a UNDAF provides opportunities to design activities that support and invest in the responsible management and use of natural resources while preventing environmental impacts.

The UN Development Assistance Framework (UNDAF) is a common programming tool to help "…achieve a goal-oriented collaboration, programmatic coherence and mutual reinforcement" at the country level. Its use is supported and mandated by the General Assembly with an emphasis to be country-driven, consistent with national priorities, aiming to achieve impact at country level, and to be developed with full participation of the host government.[33] Key characteristics of the UNDAF include:

- Full government participation; formal government and UN agreement on the contents; and direction from the country's development priorities.
- UN system engagement on the basis of comparative advantage.
- Emphasis on coherence and collaboration, avoidance of duplication, and true impact.
- Long-term planning (five-years) with results-based outcomes.

The official guidance for conducting the UNDAF exercise is provided in a two-part document endorsed by the UN Development Group in January 2010 (How to prepare An UNDAF Part I and Part II). There are also a range of thematic guidance notes that can support thinking about NRM inclusion into UNDAF processes (see Box 3).

Process Entry Points

The UNDAF development process has four well defined steps that suggest entry points for NRM considerations:

- **Roadmap:** The roadmap lays out the steps and milestones for the UNCT's contribution to country analysis and UNDAF preparation and identifies the support needed from regional offices and agency headquarters. In planning for the country analysis, community organisations, the private sector, resource user associations and others who depend on natural resources and/or contribute to the management of these resources should be included. A multi-stakeholder analysis can help to identify sources of natural resource grievances and contribute to broader participation and a collective sense of ownership in the process moving forward.

- **Country Analysis:** The Country Analysis strengthens the national analytical process, and facilitates consensus on the priority development problems and opportunities. The UNDAF Guidelines recommend that in transition settings, when a multi-stakeholder analytical process has taken place, such as a post-conflict needs assessment (PCNA), it should be used as a basis for the UNCT's analytical contribution. It is important that the analysis is conducted with a conflict sensitive lens and includes a comprehensive study on the causes and drivers of conflict. This will inform the planning processes and align interventions in a conflict sensitive manner. The natural resource drivers of conflict should be identified in this process. Part 2 of the present guidance outlines

Box 3: Other relevant guidance notes for including NRM in UNDAFs

The thematic guidance notes below compliment the present guidance in thinking through NRM considerations in transition settings.

The *Guidance Note on Mainstreaming Environmental Sustainability into CCA/UNDAF*[34] should be used together with the present guidance note when preparing an UNDAF in a transition country. It provides the steps and entry points for bringing environmental concerns into the UNDAF and into its results matrix.

The *Guidance Note on Integrating Climate Change Considerations in the CCA/UNDAF*[35] may be particularly useful to those transition countries in which climatic events are prevalent or the effects of climate change are already linked to social and political pressures such as internal migration.

The *Guidance Note on Integrating Disaster Risk Reduction into CCA/UNDAF*[36] can help countries to reduce future disaster risk and can be seen as a preventive tool.

potential drivers related to extractive industries, renewable resources, and land, by providing diagnostic questions to help identify their role as conflict drivers in a particular context. In analysing conflict dynamics, particular attention should be given to the role that natural resources, such as high value extractives and land, have played in contributing to the outbreak of conflict and/or supporting and financing the ongoing conflict. Undertaking political economy analysis within the overall conflict analysis is vital for understanding the various interests, constraints and incentives in a particular context.

- **Strategic Planning:** In this step a results matrix of activities is developed that the UN system will carry out to assist the programme country. A strategic prioritisation exercise is critical to this step. Conflict sensitive development planning should be implemented during this phase, building on information gained during the Conflict Analysis phase. The Strategic Planning phase provides an opportunity to design NRM related activities that can support conflict prevention and peacebuilding. Within the extractives industry, benefit sharing and transparency should be part of a long-term strategy for development and conflict prevention. With regards to land, urgent issues relating to land allocation procedures, informal settlements and review of concessions should be addressed and incorporated into the strategic planning phase. Finally, with renewable resources, structural measures to prevent conflict and strengthen livelihoods should be prioritised. These can include promoting sustainable forest management, eliminating legal and policy inconsistencies and clarifying tenure and rights; and improving the participation of marginalized groups in policy development. As water is another often cited source of tension, measures can be taken to: strengthen institutional and legal frameworks for water resource management; inform and strengthen the capacity of stakeholders, and; adopt appropriate technologies to address scarcity.

- **Monitoring and Evaluation:** Conducting monitoring and evaluation provides for necessary tracking of the implementation process to make mid-course corrections and measure achievements, or the lack thereof, for long-term learning. M&E provides an important opportunity to integrate conflict sensitivity into both programming and monitoring of the implementation results. Furthermore, the UNDAF evaluation can be used to assess how accurately the initial conflict and stakeholder analysis has been reflected in programming and creates a space for updating analysis and re-orienting interventions to ensure that they are aligned with the "Do No Harm" principle. This is particularly important in transitional situations where rapid change and relapse to conflict is a possibility. Natural resources and land management should be considered when establishing systems for monitoring and evaluation. This can be done through the creation of delivery and results tracking systems for land commissions and natural resource management programmes. Further, mechanisms should be created that oversee and coordinate decisions about how social benefits (or compensation) from the extractives industries are provided or invested to ensure the benefits meet local needs.

The development and implementation of an UNDAF may be put on hold in the immediate aftermath of a violent conflict or a disaster when more urgent matters and priorities may take precedence over longer-term development goals. Preventing conflict reoccurrence will be an even greater priority when the UNDAF is picked up again, in keeping with the point the Panel on UN Peace Keeping Operations made over a decade ago: *"development entities in the United Nations system should view humanitarian and development work though a 'conflict prevention lens' and make long-term prevention a key focus of their work, adapting current tools, such as the common country assessment and the UNDAF to that end."* [37]

Field Examples

Liberia: The UNDAF documents for Liberia addressed both natural resources and the environment. Within the country analysis, the environment was treated as one of nine main challenges. The analysis acknowledged the importance of natural resources such as timber, rubber, gold or diamonds for the national economy and for people's livelihoods. Among other issues, it mentioned key issues such as water shortages, waste management, deforestation, loss of biodiversity and the lack of capacities of environmental agencies. The 2008-2012 UNDAF recommended that the UN system focus on developing national capacities for sound natural resource management, enhancing transparency in the concession agreements procedures, and assessing the social and environmental impacts of infrastructure.[38]

Other UNDAFs have also directly addressed natural resources and the environment, including those in Afghanistan, Iraq and Sudan.

ANNEX: UN Tools, Guidance and Capacities on NRM in Transition Settings

This annex includes:

- Peacebuilding Benchmarks and Indicators for NRM
- Surge Capacity, Rosters of Experts and HQ Human Resources to Support the Field
- EU-UN Guidance Notes on Natural Resources and Conflict Prevention
- Case Studies
- Training Resources
- Database Resources

Peacebuilding Benchmarks and Indicators for NRM

In order to keep natural resource and land interventions connected to broader peacebuilding goals, it is important to explicitly articulate the 'theory of change' – how is the specific NRM response intended to address the transition towards peace consolidation. A common understanding of how the intended change is contributing to peace consolidation also helps to create a coherent vision among the various UN agencies/departments. As natural resource responses typically involve a system level change, it is also important to understand the many linkages to other transition issues such as employment, rule of law, security sector reform, transitional justice etc.

If the analysis and theory of change are robust, measuring results are easier. In reality, measuring peace consolidation has many challenges and this practice is only starting to emerge. It is difficult to prove that a relapse into violent conflict or a dangerous escalation was prevented by addressing underlying conflict factors. Understanding and monitoring the critical factors for successful transitions can provide a dynamic system analysis that is beneficial for detecting what is changing in the circumstances. An evidence-based discussion on such success and failure factors can also help to steer the responses.

Where natural resources are part of this equation, the dynamics need to be also articulated. On the one hand, there are quantitative, measurable factors - such as effective wealth sharing. On the other hand, such indicators and standards need to be connected to the social and political factors.

A common resource for practitioners across the UN system engaged in measuring peace consolidation. Is "Monitoring Peace Consolidation: United Nations Practitioners Guide to Benchmarking,"[39] published in December 2010. The handbook, developed under the guidance of an inter-agency committee chaired by PBSO, identifies principles and methodologies that can be used in establishing benchmarking systems adapted to specific peacebuilding contexts. Further, UNEP's publication ***Natural resources for peacebuilding and statebuilding: A toolkit for analysis and programming***[40] provides a suggested list of natural resources and land related benchmarks to assist with monitoring towards stabilisation and peace consolidation.

Surge Capacity, Rosters of Experts and HQ Human Resources to Support the Field

A number of UN entities have capacity to support the field which can be in the form of surge capacity or a roster of experts that can be deployed to provide technical assistance in transitional settings. These include:

- **The UN Department of Political Affairs (DPA) Mediation Support Unit (MSU) and a stand-by team of mediation experts**, including on natural resources. MSU provides technical support to UN agencies and missions in conflict prevention and mediation process design and implementation. DPA and UNEP have jointly

developed a guidance note titled *Mediating Resource Conflicts*, which is applicable in transition settings.[41]

- **The UN Department of Peacekeeping Operations (DPKO)** can directly address the administration of land and natural resources in post-conflict settings when mandated to do so by the UN Security Council.

- **The UN Environment Programme (UNEP) Post-Conflict and Disaster Management Branch (PCDMB)** upon request, deploys teams of experts to assess the impacts of conflicts or disasters on the environment and natural resources as well as the risks to human health, livelihoods and security. UNEP uses the outcomes of the assessments to develop recovery programmes that address environmental needs and the governance of natural resources. UNEP also acts as a neutral third party to help resolve disputes over shared natural resources or environmental degradation.[42]

- **The UNDP Bureau for Crisis Prevention and Recovery (BCPR)** can directly address urgent requests for in country capacity through its SURGE capacity, i.e. a roster with readily available experts to be deployed or short, medium and longer term assignments in crisis and conflict affected places. The roster includes experts on DDR, livelihoods, areas based development, emergency employment and, enterprise development, including with specific NRM related expertise.

Other institutional resources include:

- **UN Networks Peacebuilding Portal**, a website that shares background and contact information on organisations that are involved in the natural resources and land nexus.[43]

- **The UN Development Programme (UNDP)**, in its development, reconstruction, conflict prevention and statebuilding programmes often address the natural resource governance issues as well as livelihoods and economic recovery in crisis and post conflict settings. These are designed and implemented in close cooperation with other UN entities.

- **UN-HABITAT's Shelter Branch** works in housing policy, housing rights, land and tenure and slum/settlement upgrading.

- **The UN Food and Agriculture Organisation (FAO)** addresses sustainable natural resource management (including land, fisheries, forests and water) in the context of food security and poverty elimination. In its work on tenure security and access to natural resources, FAO initiated the development of the Voluntary Guidelines on Tenure of Land, Fisheries and Forests in the Context of Natural Food Security, and is supporting countries in their implementation.[44]

- **The EU-UN Partnership on Land and Natural Resource Conflicts** was developed to enhance policy development and programme coordination between key actors at the field level in four main areas: extractive industries, renewable resources, land and capacity building. The partnership includes the EU and six UN partners (UNEP, UNDP, DPA, PBSO, HABITAT and DESA), and is managed by the UN Interagency Framework for the Coordination of Preventive Action. The partnership has developed a series of guidance notes and training programmes for UN country teams and EU delegations on preventing conflicts over natural resources (below).[45]

EU-UN Partnership: Toolkit and Guidance for preventing and managing Land and Natural Resources Conflict

- Guidance Note: Land and Conflict (2012). EU-UN Partnership on Natural Resources and Conflict Prevention.

- Guidance Note: Renewable Resources and Conflict (2012). EU-UN Partnership on Natural Resources and Conflict Prevention.

- Guidance Note: Extractive Industries and Conflict (2012). EU-UN Partnership on Natural Resources and Conflict Prevention.

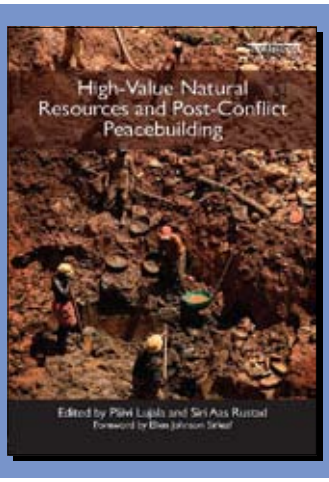
- Guidance Note: Capacity Development for Natural Resources and Land (2012). EU-UN Partnership on Natural Resources and Conflict Prevention.

- Guidance Note: Conflict Prevention and Resource-Rich Economies (2012). EU-UN Partnership on Natural Resources and Conflict Prevention.

- Online training for each of the guidance notes listed above.

Case studies on Natural Resources and Peacebuilding

Six thematic books containing 150 case studies written by 225 field practitioners and academics is being published by UNEP and the Environmental Law Institute (ELI) during 2011–2013: [46]

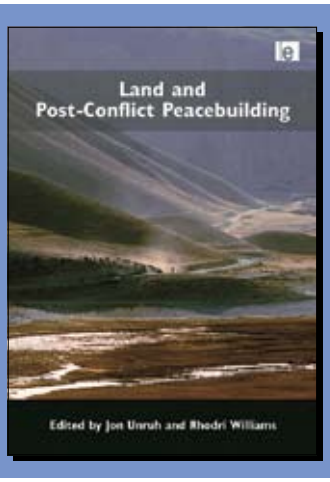


High-Value Natural Resources and Post-Conflict Peacebuilding

Edited by Päivi Lujala and Siri Aas Rustad

30 case studies

Foreword by Ellen Johnson Sirleaf

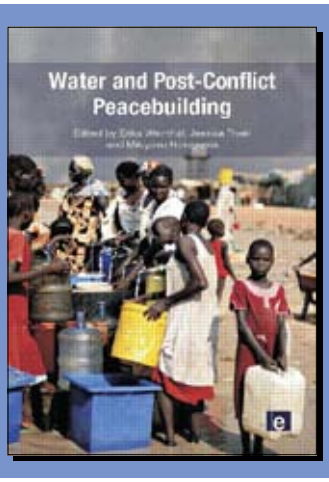


Land and Post-Conflict Peacebuilding

Edited by Jon Unruh and Rhodri Williams

21 case studies

Foreword by Jeffrey D. Sachs



Water and Post-Conflict Peacebuilding

Edited by Jessica Troell, Mikiyasu Nakayama and Erika Weinthal

19 case studies

Foreword by Mikhail Gorbachev

Livelihoods and Natural Resources in Post-Conflict Peacebuilding

Edited by Helen Young and Lisa Goldman

19 case studies

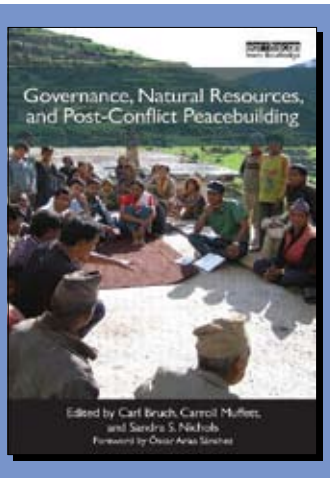
Foreword by Jan Egeland

Assessing and Restoring Natural Resources in Post-Conflict Peacebuilding

Edited by David Jensen and Steve Lonergan

22 case studies

Foreword by Klaus Töpfer



Governance, Natural Resources, and Post-Conflict Peacebuilding

Edited by Carl Bruch, Carroll Muffett and Sandy Nichols

38 case studies

Foreword by Óscar Arias Sánchez

Trainings to Support Natural Resource Management (continued on the next page)

	Conducted by	Trainings	Target / Location / Dates	Objective / Content
Extractive Industries	WWF	Extractive Industries and Sustainable Development	Government officials and NGOs Dates: upon request	Aims to increase awareness among stakeholders on best practices in the sustainable development of extractive industries. *http://wwf.panda.org/about_our_earth/all_publications/?uNewsID=202135*
Renewable Resources	UNESCO	From Potential Conflict to Cooperation Potential (PCCP)	Diplomats, water professionals, civil society academics; The Netherlands and developing countries Dates: offered annually	The UNESCO Programme From Potential Conflict to Cooperation Potential (PCCP) provides specific information on Water and Conflict Resolution, as well as case studies on lessons learned. Most importantly, PCCP offers a number of capacity building tools. Trainings cover dispute resolution and negotiation, professional skills development and regional courses (South East Europe, Latin American Countries, South African Developing Countries). *http://webworld.unesco.org/water/wwap/pccp/*
	SIDA	Integrated Water Resources Management (IWRM)	Individuals with at least 5 years of IWRM experience Location varies Dates: offered annually	Aims to strengthen the capacity of the participants to support and stimulate IWRM in their home countries. Training brochure available at: *http://www.siwi.org/documents/Training_Prog/IWRM_2010_Brochure.pdf*
	World Bank	Water Governance in a Political Economy	Decision-makers/ Practitioners Dates: upon request	Course addresses IWRM, including emerging challenges related to climate adaptation, virtual water trade, water economics, pricing and tariffs, new thinking in agricultural water development, environmental management, governance at local, regional, national and international levels.
	UNESCO	Negotiation and Mediation for Water Conflict Management	Professionals (2-3 years experience) The Netherlands Dates: offered annually	Short course introducing the basic concepts of water cooperation, conflict prevention and mitigation, and contemporary issues related to trans-boundary water conflict. *http://www.unesco-ihe.org/Education/Non-degree-Programmes/Short-courses/Negotiation-and-Mediation-for-Water-Conflict-Management-I-CLOSED-FOR-REGISTRATION*
	Regional Community Forestry Training Centre for Asia and the Pacific	Managing Conflict for Natural Resource Management	Professionals with related experience Thailand, Training location is flexible Dates: upon request	Seminar aims at providing skills, tools and processes for analyzing conflict in natural resource management; provide negotiation and mediating skills to build agreements between conflicting parties. The focus is on regional and community-based conflicts in Asia. *http://www.recoftc.org/site/Managing-Natural-Resource-Conflict*
General	Department of Political Affairs (DPA), Geneva Centre for Security Policy (GCSP)	Coping with non-traditional security threats	UN Staff New York, US Dates: offered annually	Expert training programme on a number of topics, such as War Economies and the Illegal Exploitation of Natural Resources, Illegal Exploitation of Natural Resources: The Case of Conflict Diamonds and Environmental Degradation as a Security Threat. Environmental, land and resource issues comprise almost half of the program. *http://www.gcsp.ch/New-Issues-in-Security/Training-Courses/5th-GCSP-UNDPA-Training-Programme*
	UNITAR, UNEP and IISD	Natural resources management in peacekeeping operations	Military leaders and civilians Web-based Dates: offered annually	Training on the role natural resources play in contributing to conflict as well as undermined peace, the principles of effective post-conflict natural resources management, the relationship between natural resources management and other post-conflict stabilisation interventions, and the benefits of green technologies for peace operations. *http://www.unitar.org/ptp/fr/node/52*
	EU-UN Partnership on Land and Natural Resource Conflicts	Natural resources and conflict prevention	UN and EU delegation staff Where Dates: upon request	Course on the contributions of natural resources and land to conflict and the role of the UN and EU in conflict prevention. *http://www.un.org/land-natural-resources-and-conflict*
	US Centre for Stabilisation and Reconstruction Studies, UNEP and UNDP	Managing Natural Resources During Post-Conflict Reintegration & Recovery	UN staff, NGOs and members of the armed forces Switzerland Dates: upon request	Course on post-conflict countries and the use of inclusive and conflict-sensitive NRM as a tool for peacebuilding and conflict prevention. The training focuses on the relationships between natural resources and post-conflict DDR, recovery and security. *http://www.csrs-nps.org/logistica/public/docs/NRM_Announcement.pdf*

Trainings to Support Natural Resource Management (continued)

	Conducted by	Trainings	Target / Location / Dates	Objective / Content
General	UN Staff College	Land, Natural Resources and Conflict Prevention	UN staff Turin Dates: offered annually	Aims to build an understanding of the relationship between natural resources and conflict, with particular reference to the impact of natural resources on the political, social and economic spheres. The course develops skill sets to formulate and implement conflict prevention measures in relation to land and natural resource management. *http://www.unssc.org/home/line-training-programme-land-natural-resources-and-conflict*
	DESA, UNDP, ESCWA and UNCRD	Sustainable Development in post conflict Countries	National Training Workshops for policy makers and stakeholders involved in development planning. On-Line Guidelines and Training Manual Dates: upon request	Aiming to increase awareness and provide capacity building support to countries emerging from conflict and in transition setting to integrate sustainable development principles into comprehensive national strategies and development plans. *http://www.un.org/esa/dsd/dsd_aofw_nsds/issues.shtml*
	Akademie Für Konflikttransformation	Conflicts and Natural Resources	Professionals Bonn, Germany Dates: upon request	Training aims to cover access to and use of natural resources, and the role they play in conflict. It provides a general overview of the issue, and ways in which peacebuilding can approach these issues at the local level. *http://www.forumzfd-akademie.de/node/1589*

Database Resources

Several databases may provide useful information in assessing and addressing natural resources and land in transition settings. These include:

Title	Description
FAOSTAT	FAOSTAT provides time-series and cross sectional data relating to Food Security and land for some 200 countries. In addition, the FAO offers various other online statistical databases related to land, natural resources and agriculture on a country-by-country base. *http://faostat.fao.org/default.aspx*
Peacemaker	Peacemaker is managed by DPA, as an online mediation support tool for international peacemaking professionals and an extensive databank of modern peace agreements, including provisions on natural resources and land. *http://peacemaker.unlb.org/index1.php*
Global Land Tool Network	GLTN is managed by UN-HABITAT and provides publications and a searchable database on past and current projects in the area of Land, Disaster and Conflict. The projects can be sorted according to region, countries, cross cutting issues, as well as tools and themes. *http://www.gltn.net/*
Vulnerability Analysis and Mapping (VAM)	With the VAM, the World Food Programme (WFP) identifies areas of food insecurity and emerging vulnerability. The in-depth studies identify people at risk of food insecurity, provide information on their numbers and location, explain the reasons for food insecurity and explore opportunities for assistance. These Comprehensive Food Security and Vulnerability Analyses (CFSVA) are available upon request and in part on a common website. *http://one.wfp.org/operations/vam/about_vam/what_vam.html*
Environmental Data Explorer	The EDE is the authoritative source for data sets used by UNEP and its partners in the Global Environment Outlook (GEO) report and other integrated environment assessments. Its online database holds more than 500 different variables, as national, subregional, regional and global statistics or as geospatial data sets (maps), covering themes like Freshwater, Population, Forests, Emissions, Climate, Disasters, Health and GDP. *http://geodata.grid.unep.ch/*
UNEP Post-Conflict Environmental Assessments	At the request of Member States, UNEP conducts field-based environmental assessments focusing on impacts from conflict on natural resources, together with conflict risks and peacebuilding opportunities. Using state-of-the-art science and technology, UNEP deploys teams of environmental experts to assess environmental damage and determine risks for human health, livelihoods and security. Since 1999, UNEP has operated in more than twenty-five countries and published eighteen environmental assessment reports. *http://www.unep.org/disastersandconflicts/Introduction/PostCrisisEnvironmentalAssessment/tabid/54351/Default.aspx*
Case studies on post-conflict peacebuilding and natural resources	To collect lessons learned on natural resources and peacebuilding, a global research partnership was established by UNEP, the Environmental Law Institute and the Universities of McGill and Tokyo. The programme has collected over 150 case studies from 60 conflict-affected countries and territories, written by more than 225 scholars, practitioners, and decision makers. The case studies will be published in six books. All of the case studies will be made freely available on line at: *http://www.environmentalpeacebuilding.org*

ANNEX: Endnotes

1 This note also draws upon UNEP's policy series on Natural Resources, Conflict and Peacebuilding and the UNEP / ELI global research programme on Post-Conflict Peacebuilding and Natural Resources. Co-financing for this guidance note was provided by the Government of Finland through UNEP's Environmental Cooperation for Peacebuilding programme. More information: http://www.unep.org/ecp

2 The Task Team received valuable support from an external consultant, Dr. Erin McCandless.

3 In places such as Afghanistan, Sudan and DRC, over 80 per cent of the population is dependent on the natural resource base for their livelihoods.

4 UNEP. (2009). From conflict to peacebuilding: the role of natural resources and the environment. UNEP: Geneva.

5 EU-UN Partnership on Land and Natural Resource Conflicts. (2012). Executive Summary of Guidance Notes on Natural resources and conflict prevention. UN and EU: New York and Brussels.

6 UNDG. (2004). Report of the UNDG-ECHA Working Group on Transition Issues. UN: New York.

7 High level policy statements such as an Agenda for Peace, report of the Secretary General's High Level Panel on Threats, Challenges and Change as well as In Larger Freedom.

8 UN Security Council. (2005). Resolution 1625: Threats to international peace and security. Adopted by the Security Council at its 5261st meeting, on 14 September 2005. UN: New York.

9 UN Security Council. (2007). Statement by the President of the Security Council regarding the maintenance of international peace and security (Natural Resources and Conflict).S/PRST/2007/22. UN: New York.

10 UN General Assembly. (2009). Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict, A/63/881-S/2009/304. UN: New York.

11 UN General Assembly. (2010). Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict, A/64/866–S/2010/386. UN: New York.

12 UN Security Council. (2011). Civilian capacity in the aftermath of conflict - Independent report of the Senior Advisory Group.A/65/747–S/2011/85. UN: New York.

13 World Bank. (2011). World Development Report on Conflict, Security and Development. World Bank: Washington, DC.

14 To learn more about the IDDRS: http://www.unddr.org/iddrs/

15 These include: (3) Migration, competition over natural resources and other coping responses of those faced with climate-related threats could increase the risk of domestic conflict as well as have international repercussions; (4) Sea level rise causing the disappearance of territory has implications for the loss of statehood and could affects rights, security, and sovereignty; and (5) The implications from climate change impacts on shared or un-demarcated international resources could threaten co-operation between countries.

16 United Nations. (2011). Statement by the President of the Security Council, S/PRST/2011/15. http://www.un.org/Docs/sc/unsc_pres_statements11.htm

17 UN-WOMEN, PBSO, UNDP and UNEP have established a technical partnership to further explore opportunities for empowering women during peacebuilding through natural resource and land entry points.

18 See A/HRC/17/31. (2011). The Human Rights Council endorsed the Guiding Principles in resolution 17/4 (2011). The Guiding Principles have played a key role in the development of similar standards by other international and regional organizations, leading to global convergence around the standards they set out. The corporate responsibility to respect human rights is reflected in the updated Guidelines for Multinational Enterprises of the Organization for Economic Cooperation and Development (OECD), in the Guidance on Social Responsibility from the International Organization for Standardization (ISO 26000), and in the revised Sustainability Framework and Performance Standards of the International Finance Corporation, the private lending arm of the World Bank Group.

19 UNEP. (2013). Natural resources for peacebuilding and statebuilding: A toolkit for analysis and programming. UNEP: Geneva. http://postconflict.unep.ch/publications/UNEP_NRP_toolkit.pdf

20 Bruch, C., Jensen, D., Nakayama, N., and J. Unruh. (2013 forthcoming). Post-conflict peacebuilding and natural resources: The promise and the peril. Cambridge University Press: Cambridge.

21 Completed PCNAs, reviews and guidance can be accessed at: http://www.undg.org/index.cfm?P=144

22 UN and World Bank. (2009). PCNA-TRF Tool Kit: Note on Addressing Environmental Issues. http://www.undg.org/docs/9926/Final-Draft-Toolkit-Note-Environment-9-March-2009.doc

23 In 2000 "structural integration" made the RC/HC a Deputy to the SRSG and established the Integrated (Mission) Task Force. Subsequently, step by step guidelines for integrated planning of a new mission were developed. Later, "integrated approach" was reaffirmed as the guiding principle in countries with a UNCT and either a multidimensional peacekeeping mission or Special Political Mission.

24 These include a shared vision of UN objectives, closely aligned or integrated planning, agreed results, timelines and responsibilities for delivery on tasks critical to peace consolidation and a mechanism for monitoring and evaluation.

25 UNEP. (2012). Greening the Blue Helmets: Environment, Natural Resources and UN Peacekeeping Operations. UNEP: Geneva. http://postconflict.unep.ch/publications/UNEP_greening_blue_helmets.pdf

26 Review of the United Nations peacebuilding architecture, A/64/868–S/2010/393, 21 July 2010, p. 15, para. 51.

27 Poverty Reduction Strategy Papers (PRSPs) are national planning instruments whose principal aim is to reduce poverty, but which in post-conflict contexts often also include peacebuilding objectives.

28 To learn more about the PBF: http://www.unpbf.org/what-we-fund/

29 Secretary-General, "Peacebuilding in the Immediate Aftermath of Conflict" (A/63/881-S/2009/304).

30 http://mdtf.undp.org/factsheet/project/00074614

31 http://mdtf.undp.org/factsheet/project/00066657

32 http://mdtf.undp.org/factsheet/project/00076632

33 A/RES/53/192, 53rd session, 25 February 1999

34 UNDG. (2009). Guidance Note on Mainstreaming Environmental Sustainability into CCA/UNDAF. http://www.unemg.org/LinkClick.aspx?fileticket=_bcGl6uZRsU%3D&tabid=2895&language=en-US

35 UNDG. (2010). Guidance Note on Integrating Climate Change Considerations in the CCA/UNDAF. http://www.hayzara.org/index.php?option=com_docman&task=doc_download&gid=560&Itemid=&lang=fr

36 UNDG. (2009). Guidance Note on Integrating Disaster Risk Reduction into CCA/UNDAF. http://www.undg.org/docs/9866/UNDG-DRR-Guidance-Note-2009_DUP_08-07-2009_11-43-02-734_AM.PDF

37 UNGA. (2000). Report of the Panel on United Nations Peace Operations, A/55/305, S/2000/809, paragraph 30. UN: New York.

38 The precursor to the UNDAF in this country was a PRSP named "Lift Liberia" adopted for the period 2008-2011 with a total budget of USD 1.6 billion. The document included forests, mining, agriculture, and land management within the macroeconomic recovery pillar and also integrated the environment as a cross-cutting issue. The overall approach of the PRSP acknowledged that the sustainable use of natural resources coupled with strong environmental management is crucial for growth, job creation and poverty reduction. The PRSP underlined the necessity of ending the Liberian "resource curse" by enhancing transparency and benefit-sharing mechanisms in extractive industries (GL 2008).

39 PBSO. (2010). Monitoring Peace Consolidation: United Nations Practitioners Guide to Benchmarking. UN: New York. http://www.un.org/peace/peacebuilding/pdf/Monitoring_Peace_Consolidation.pdf

40 UNEP. (2013). Natural resources for peacebuilding and statebuilding: A toolkit for analysis and programming. UNEP: Geneva. http://postconflict.unep.ch/publications/UNEP_NRP_toolkit.pdf

41 DPA and UNEP. (2013). Mediating Natural Resource Conflicts: Guidance for Mediators. UN: New York. http://postconflict.unep.ch/publications/DPA_UNEP_mediating_resource_conflicts.pdf

42 To learn more about UNEP's Disasters and Conflicts Sub-Programme: http://www.unep.org/disastersandconflicts/

43 To learn more about the Peacebuilding Portal: http://www.peacebuildingportal.org/index.asp?pgid=3&undb_orgfocus=6

44 To learn more about the Voluntary Guidelines: http://www.fao.org/nr/tenure/voluntary-guidelines/en/

45 To learn more about the EU-UN Partnership: http://www.un.org/land-natural-resources-and-conflict/

46 All of the case studies will be made freely available online: http://www.environmentalpeacebuilding.com

More technical information available at: http://www.unep.org/ecp
Or: postconflict@unep.org

UNITED
NATIONS