



Integrating Environment in Post-Conflict Needs Assessments

UNEP Guidance Note

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Cover photo: © UNEP – Consultation with local stakeholders is a large and continuous part of UNEP's assessment work, as here in the small village of Mireir, Southern Darfur

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1 Introduction

The Post-Conflict Needs Assessment (PCNA) methodology, developed by the United Nations Development Group (UNDG) and the World Bank (WB), was reviewed by a multi-stakeholder group in 2006. This review examined PCNAs conducted from 2000 to 2006, with a view to improving and fine-tuning the methodology, and developing tools for UN Country Teams. Inter alia, the review considered how cross-cutting issues such as environment, gender, human rights and HIV/Aids were taken into account within the PCNA and made recommendations on improving the way they were addressed. **This note addresses environmental issues specifically; see Note on Integrating Gender Perspectives for specific guidance on gender, and Note on HIV/AIDS Issues for specific guidance on HIV/AIDS.**

With regard to environment, the PCNA Review concluded that “[W]here conflict analyses are conducted, particular attention has to be paid to the links between environment, conflict and peace consolidation. Overlooking or failing to prioritize environmental needs adequately presents risks to human health, livelihoods and the maintenance of ecosystem services. Bearing in mind the important role environment plays in populations’ lives and the economies of most post-conflict countries, all of these risk factors can negatively impact sustained peace and recovery. Pre-existing chronic environmental problems pre-dating the conflict, e.g. land degradation, must be addressed in order to ensure sustainable recovery and reconstruction, especially where they affect livelihoods.”¹

The link between environment, natural resources and conflict is now well recognized. The UN Security Council, for example, has emphasized the need to highlight these issues in post-conflict operations.² Other reports, including a study recently commissioned by UNEP,³ have

demonstrated the need for interventions and capacities to better address concerns related to natural resources, the environment and conflict across the spectrum of conflict prevention, resolution and peacebuilding activities.

Natural resources and the environment underlie several key peacebuilding interventions (See Annex II). Not only are they critically important in articulating a peace dividend, but they can contribute to stabilization, conflict transformation, and to the prevention of conflict relapse during a fragile peace process. In other words, the way they are addressed and managed can influence the success or failure of the process itself.

Deferred action or poor choices regarding natural resources and the environment are easily “locked in,” establishing unsustainable trajectories of recovery that can potentially undermine the fragile foundations of peace. This is particularly the case when environmental and natural resources management issues are not taken into account in peace agreements or negotiations.

Based on the above, the purpose of this guidance note is to:

1. **Advise** PCNA practitioners on how to ensure knowledge of environment issues is available and used during the PCNA process.
2. **Facilitate the identification of priority interventions** that may be considered for inclusion in the TRF.
3. **Give guidance on core indicators** relevant for most any context, as well as suggested indicators for specific contexts to enable monitoring and evaluation of environmental issues.

This note was developed by UNEP in consultation and cooperation with UNDG and the World Bank.

2 Pre-Assessment Phase

The first step toward assessing the environmental aspects of a given conflict is a desk study that examines the risks, impacts and opportunities related to environment and natural resources. This study will support the prioritization done during the pre-assessment.⁴ Previous PCNAs have included desk studies on environmental impacts and causes at the end of the assessment phase. This is far too late in the process to inform cluster leads about the environmental linkages that should be considered throughout the assessment. As a result, inputs related to environment have not been well integrated and have largely been left out of most PCNAs' main recommendations.

Desk studies use existing documentation and data combined with off-site interviews of relevant organizations, experts and stakeholders to gather and synthesize the best available information regarding the environmental dimensions of the conflict. The resulting study frames key environmental issues in terms of risks, impacts and opportunities and details the concrete steps required to validate these findings during the PCNA field mission. It is important to ensure that the desk study is linked to any pre-existing accords, treaties, peace agreements, as well as any ongoing process at country level.

More specifically, the study should:

- *Explore the links:* Frame key environmental issues related to conflict risks, impacts, and peace-building opportunities that should be addressed in the full assessment and analysis phase.
- *Map the analysis to peacebuilding:* Assess how the identified risks, impact and opportunities could potentially influence peacebuilding.
- *Map the actors:* Help identify key stakeholders related to the conflict and natural resources, including their interrelationships, as well as the actors to include in the PCNA process.
- *Help prioritize:* Guide the prioritization of interventions related to the environment and natural resources, with a specific focus on those with a high peace dividend and potential for stabilization.

- *Prepare the way:* Outline the steps required in anticipation of the assessment phase, including by identifying knowledge gaps, and suggesting methods of operation and expected outcomes for the final assessment. Key guidance and tools should also be identified, as the PCNA team will need to decide which tools or methodologies to use to conduct environmental assessments.

When planning for and conducting this exercise, it is important to bear in mind often considerable limitations in terms of data, information and capacity. These are often unreliable in a conflict-affected context, in particular where the conflict has been protracted, where the capacities of local stakeholders are minimal, and where international presence has been limited. Furthermore, the dynamics between key stakeholders, natural resources and the environment might differ significantly between the beginning and the end of the conflict. Field-based work, during the full assessment phase, is thus critically important.

a. **Assessing risks, impacts and opportunities from natural resources and the environment⁵**

The desk study should help answer the following questions:

- How did natural resources and the environment contribute to the conflict and how could they contribute to conflict relapse?
- How were natural resources and the environment impacted by the conflict and what are the implications for human health, livelihoods and security?
- What opportunities exist for natural resources and the environment to concretely contribute to peacebuilding?

The study, therefore, ascertains the main risks, impacts and opportunities to be addressed within the full assessment and analysis phase. These can include:

- **Risks.** Natural resources and the environment can increase the risk of conflict or conflict relapse by:

- *Contributing to the outbreak of conflict:* Natural resources can contribute to the outbreak of conflict or prompt violence between interested groups or individuals over access, wealth sharing and ownership.
 - *Financing and sustaining conflict:* Natural resources and associated management institutions can help finance belligerents and enable the continuation of conflict.
 - *Undermining peacemaking:* The prospect of peace may be undermined by individuals or groups that could lose access to the revenues generated by resource exploitation if peace were to prevail. The role of the socio-economic elite – which often acts as a peace “spoiler” – should also be examined in the analysis of risks, as it is critical actor in peacebuilding efforts.
- **Impacts.** Conflict can impact on natural resources and the environment, as well as environmental management institutions by:
 - *Directly damaging* natural resources and ecosystems, including physical damage and the release of hazardous substances (e.g. direct impacts).
 - *Indirectly damaging* natural resources and ecosystems through the coping strategies employed by local populations and displaced people (e.g. indirect impacts).
 - *Reducing* the management capacity of relevant institutions and policy mechanisms (e.g. institutional impacts). It is important to bear in mind that the collapse of governance institutions, including those related to the management of natural resources and the environment, can allow opportunistic entrepreneurs to establish uncontrolled systems of resource exploitation, thus fuelling conflict through new channels.
 - **Opportunities.** Natural resources and the environment can play an important role in peacebuilding by:
 - *Supporting economic recovery:* Properly governed and carefully managed “high-

value” resources can support economic development, employment, and budget revenue, which are critical to building a peace dividend and achieving stability.

- *Developing sustainable livelihoods:* Managing environmental damage caused by conflict, coping strategies and chronic environmental problems, and minimizing vulnerability to natural hazards and climate change through the management of natural resources and the introduction of appropriate technologies can boost sustainable livelihoods and access to essential services.
- *Contributing to dialogue, cooperation and confidence-building:* The environment, for instance through the management of common resources and cooperation on environmental priorities, can be an effective platform for dialogue and reconciliation between divided groups, within states and across borders.

The pre-assessment desk study should address each of these linkages and determine which issues are relevant in the given conflict situation. The study should also note which issues have had the largest impact in the past, and which can be expected to play a significant role in the future.

b. National and sub-national capacity⁶

An important part of the study is to assess national and sub-national capacity for resource management and environmental governance. This helps determine the degree of international technical assistance required and where capacity-building efforts should be focused. This analysis should consider three key indicators of capacity:

- **Institutional, policy and legal framework:** In order for environmental and natural resource management to be effective, national and sub-national authorities must be backed by laws, regulations and ministerial mandates, as well as mechanisms for enforcement that are strong enough to implement best practices. Elements to evaluate include the level of

legitimacy that the environment ministry has vis-à-vis other ministries, and the existence of up-to-date environmental laws, regulations, and functioning enforcement methods at national and sub-national levels.

- **Funding and staff:** In many countries, environment-related ministries lack sufficient financial and material resources. In addition, they often do not have the technical expertise to manage and regulate natural resources effectively, or resolve disputes over access and ownership. Issues to consider include the level of annual financing, the number and technical strength of staff, political support, level of monitoring and enforcement of regulations, number of successful prosecutions, and access to basic office and field equipment.
- **Public participation and access to information:** In many post-conflict countries, natural resource allocation and management is done in an ad-hoc, decentralized, or informal manner. Elements to consider include the level of capacity at the national and local levels of government to engage civil society, the private sector, donors and other development agents in discussions on key development priorities; the level of public access to information on environment and natural resources; and transparency and accountability of decision-making, including a transparent role for the media.

c. Outcomes

The final desk study should synthesize all three main areas of interest – links between environment and the conflict, links with other clusters, and national and sub-national capacities – in a concise, accessible form suitable for multiple audiences. A successful study should have achieved five key outcomes:

- **Raise awareness of national environmental issues** to assist the national priority-setting process.
- **Identify key environmental focal points (cluster, sub-cluster and/or other)** to ensure an adequate flow of information on environmental issues.
- **Brief cluster leads** on the key environment and natural resource impacts of conflict in the country, and the environment-related peacebuilding risks and opportunities. The study should help cluster leads understand how environment and natural resources impact their cluster and how the environment will be integrated within other clusters.
- **Enable a determination of next steps**, including whether an environment and natural resources cluster or sub-cluster is needed in the given PCNA, the scope of the environmental analysis to follow, and the human and financial requirements needed during the PCNA.
- **Identify knowledge gaps** about the role of environment and natural resources in the conflict that can be prioritized during the field assessment. Information about natural resources, such as verifiable data on resources exports, reserves, and access to or ownership of valuable resources, is often unavailable on a desk basis.

The 2006 PCNA review emphasized that improving information-sharing and the competence of cluster leaders would be important to strengthening the PCNA. A well-designed and implemented pre-assessment phase is essential to achieving these aims and setting the stage for good communication and cooperation during the rest of the PCNA process.

3 Assessment and Analysis

a. Cluster, sub-cluster, or cross-cutting issue

Based on the country context, environment and natural resources will be included in the PCNA as a key cross-cutting issue, but it may also be appropriate to create a cluster or sub-cluster on environment and natural resources. This step is advisable when the desk analysis indicates that environment and natural resources have played a strong role in causing, exacerbating or financing the conflict, or where environment and natural resources could play a key role in peacebuilding efforts. In these cases, addressing environment only as a cross-cutting issue is not sufficient. The best integration of environmental needs has occurred when environment has been treated both as a cross-cutting issue and as a cluster.

b. Field analysis

Once the composition of the environmental team and organization within the mission has been established, the linkages explored in the pre-assessment phase must be effectively validated and expanded upon during the actual assessment. The results of the pre-assessment phase feed directly into this work, with cluster leads and national authorities integrating the main findings of the desk study into fact-finding activities on the ground.

The field analysis should be focused on several main tasks. First, it must evaluate the assumptions and conclusions made in the desk study to determine their applicability and usefulness. Insofar as possible, any gaps in knowledge identified in the desk work should also be investigated on the ground. Second, the field analysis should strengthen the desk evaluation of national and sub-national capacities, in order to set capacity-building priorities and determine the type of assistance that international actors can supply in the implementation phase. Third, the fieldwork must determine which of the risks and impacts identified in the desk phase are of the highest priority, and if any risks and impacts were initially missed. Finally, the analysis should ascertain what the opportunities for peacebuilding from natural resources and environmental management are,

and how the international presence can best assist the peace consolidation process through these avenues.

The risk of not having adequate access – in particular to groups of stakeholders who play an important role in the management and/or exploitation of natural resources (i.e. rebel groups, populations in remote areas) – must be appreciated during this phase. Their exclusion from the process of assessment and prioritization of post-conflict rehabilitation and reconstruction needs, and of the role that natural resources can play in the process may undermine prospects for peace. Risks of manipulation of the process must also be assessed.

c. Keys to success in the assessment

Several key ingredients are essential to the success of post-conflict environmental assessments:

- **Environmental leads:** There are many options for leading the effort to cross-cut environment (or lead a cluster or sub-cluster). One effective method is joint coordination of partner organizations (e.g. WB-UN). In the 2008 Georgia PCNA, for example, a co-coordinators model was used, with each partner mobilizing different but complementary capacities.
- **Environmental lead integrated on the ground:** One key to success is having a field-level presence for environment and natural resources issues during the PCNA. If environment is a cluster/sub-cluster, substantial technical expertise will need to be deployed to properly assess environmental issues. Even if technical expertise and planning is provided from afar, at least one environmentally experienced partner should be integrated into PCNA activities on the ground. In Haiti, for example, UNEP and UNDP co-coordinated environmental assessment efforts. UNEP provided technical expertise and direction. UNDP provided ground-level coordination and back-stopping, and participated in field meetings. This co-coordination enabled the team to mainstream environment with inputs from actors on the ground who could easily adapt the assessment to local conditions.

Integration of environmental issues in PCNAs

In the PCNAs conducted in Iraq and Liberia, environment was treated as a cross-cutting issue only. Most cluster leads had little prior experience addressing environmental concerns in their work and it was difficult to integrate environment into their areas of responsibility. While environment was acknowledged as an issue of importance, it failed to have a significant profile when interventions and budgets were crafted.

In Somalia and Haiti, environment was recognized from the outset as a driver of poverty and conflict. As a result, the issue of environment was given cluster or sub-cluster status, as well as continuing to be treated as a cross-cutting issue. This provided high visibility and political importance to the issue within the PCNA, resulting in more concrete interventions.

PCNA	Date	International Environmental Lead(s)	National Environmental Lead	Treatment of Environment	Rationale
Georgia	2008	World Bank as cluster lead, with UNEP as environmental lead	Ministry of Environmental Protection and Natural Resources	Environment was treated as a cluster within the "Infrastructure and Environment" cluster.	Environment was elevated to the cluster level as major environmental impacts to the forest sector and protected areas were suspected, as well as chemical contamination from sunken vessels.
Darfur	2006 - ongoing	UNEP as environmental lead	Ministry of Environment and Physical Development (GoNU)	Environment was treated as a sub-cluster within two main clusters: "Agriculture and Rural Development" and "War-Affected Communities."	Environment was elevated to the sub-cluster level due to the high reliance on natural resources for livelihoods, the high levels of environmental degradation and the conflicts over scarce resources such as land and water.
Somalia	2005-ongoing	World Bank as cluster lead, with UNEP as environmental lead	Ministry of Agriculture, Livestock and Environment	Environment was treated as a cluster within the "Productive Sectors and Environment" cluster.	Environment was elevated to the cluster level due to the heavy reliance on natural resources for livelihoods. In addition, natural resources were also contributing to and fuelling the conflict.
Sudan	2004-2005	UNEP as environmental lead	Ministries of: Environment, Wildlife and Tourism (GOSS) & Environment and Physical Development (GoNU)	Environment was treated as a cross-cutting issue. Environment was also treated as a key theme within the "Productive Sectors" cluster.	Environment was treated as both a cross-cutting issue and as a key thematic issue due to the high potential for resource-led growth from the oil and forestry sectors.
Haiti	2004	UNDP and UNEP as co-leads for the environment	Ministry of Environment	Environment was treated as a sub-cluster entitled "Environmental Protection and Rehabilitation" within the "Economic Recovery" cluster.	Environment was elevated to the sub-cluster level due to the high level of environmental degradation, deforestation, soil erosion and pollution faced by the country.
Liberia	2003-2004	UNEP as environmental lead	Environmental Protection Agency of Liberia	Environment was treated as a cross-cutting issue. Environment also treated as a sub-cluster entitled "Forestry, Extractive Industries and Natural Resources Management" within the "Economic Policy and Development Strategy" cluster.	Environment was treated as both a cross-cutting issue and as a sub-cluster due to the high reliance on natural resources for livelihoods and due to fact that natural resource revenues partially financed the conflict.
Iraq	2002-2003	UNEP as environmental lead	Ministry of Environment	Environment was treated as a cross-cutting issue. The "Agriculture, Water Resources and Food Security" Cluster also addressed environment and natural resources as a key theme.	Environment was treated as both a cross-cutting issue and as a key thematic issue due within a dedicated cluster due to the strong links between food security, human health and environmental quality.

- **Nationally driven process:** The PCNA process is driven by national priorities and goals. Close cooperation with national counterparts is essential in order to ground-truth findings, strengthen local capacities, and increase integration of environmental issues into the overall national/sub-national recovery agenda and processes.

d. Prioritizing environmental needs

The assessment process, as well as the structure of the environmental portion of the assessment, will vary from one situation to the next, depending on the specific circumstances and dynamics within the country. As cluster teams on the ground work with national counterparts to assess conditions and develop national goals, environmental needs should be prioritized. Environment and natural resource priorities in a post-conflict context depend on the timeframe that is addressed. The top natural resources priorities are those that contribute to consolidating peace in the immediate future. In conflicts where natural resources have played a significant role, resources can be used to help achieve lasting peace and stabilization. Specific measures that will take time to realize fully but should begin in the near term include:

- **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,**⁷ 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** by 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.
- **Creating jobs through environmental rehabilitation,** including the reintegration programmes for ex-combatants (e.g. Haiti, Liberia, Georgia).
- **Kick-starting economic growth.** Sound governance and management of “high-value” resources/extractive industries⁸ can contribute to economic development, employment and budget revenue (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 stabilize. Similarly, the funding, capacity and authority of relevant environmental authorities should be strengthened. Specific medium-term interventions include:

- **Building sustainable livelihoods,** such as livelihoods that use extractable commodities or revamped agricultural exports to promote disarmament, demobilization and reintegration of ex-combatants, preserve intact local communities, or enable the return and resettlement of displaced people and refugees.
- **Mitigating chronic environmental problems.** Environmental damage or degradation inflicted upon critical natural resources such as fertile land and water may threaten lives. Clean-up operations should be initiated to protect health and restore public confidence in governance (e.g. Iraq, Liberia, Somalia).
- **Building and empowering governance capacity** in the ministries relevant to environment and natural resources at the national and sub-national levels.
- **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.** Capitalize on shared natural resources to enhance dialogue, build confidence, broaden cooperation between divided groups, as well as within and between states, by promoting processes that address grievances between groups 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.** Establish 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 environmental capacity-building and the creation or continuation of development initiatives with more extended horizons. While these do not usually fall within the PCNA-TRF window, PCNAs and TRFs should be developed with an eye to long-term environmental needs and impacts, such as climate change, long-term ecosystem revitalization, and management capacity.

e. Ensuring environmental integration

When the issue of environment has been considered as a cluster in its own right, it will appear as a separate chapter in the PCNA. When it has been addressed as a cross-cutting theme in all clusters, it is important to ensure that each cluster report within the PCNA treat environment in a harmonized way. It is during this period that despite best efforts and substantial commitments of time and donor resources, environmental considerations sometimes do not make the “final cut” in PCNA chapters. In order to ensure that environment is properly integrated in the PCNA as a cross-cutting issue, close cooperation must continue between the PCNA team leader, cluster team leaders and environment focal points during the finalization phase.

f. Outcomes and indicators

Beyond the goal of “achieving environmental sustainability,” there is no standard set of outcomes and indicators that fits all post-conflict settings. On the contrary, given that environmental and natural resource conditions vary widely on the ground, outcomes and indicators must be carefully tailored to reflect the particular needs of the country, as identified by the desk and field analyses.

The location of these outcomes and indicators within the TRF is largely dependent on the manner in which environment has been addressed throughout the PCNA process, and decisions should be based on where the priorities are likely to be implemented most effectively through the TRF and follow-up.

Several types of outcomes are commonly considered when monitoring frameworks that have been developed to indicate progress towards environment and natural resource goals. The following are six sample outcomes that could be included in the TRF to indicate environmental progress:

1. **An effective legal and regulatory system** for environmental and natural resource management;
2. **Capacity developed at national and sub-national levels** to effectively manage natural resources, and to protect and restore environment;
3. **Equitable ownership of, and access to, natural resources**, including commodities and scarce resources;
4. **Sustainable natural resource use** contributing to economic productivity and recovery;
5. **Explicit use of natural resources as a tool for peace** negotiations and consolidation; and
6. **Public participation and buy-in** in the resource management process.

Developing more specific indicators consistent with these themes requires a careful application of findings regarding field conditions and national priorities. Environmental indicators, like any other, should be definite, clear and verifiable, and yet flexible enough to accommodate evolving conditions, and not too onerous for national authorities to monitor. Below are examples of generic indicators that are offered for reference purposes, keeping in mind the need for country and site-specific refinements on a case-by-case basis.

Outcome Theme	Example Indicators
Effective legal and regulatory systems for environmental governance and natural resources management	<ul style="list-style-type: none"> - Laws governing priority natural resource areas developed - Ministerial mandates for natural resource management strengthened - Reduced smuggling of high-value resources
Capacity developed at national and sub-national levels to manage natural resources as well as protect and restore the environment	<ul style="list-style-type: none"> - Increased human and financial resources in environment-related ministries - Functions devolved to sub-national authorities - Capacity for high-value resource certification developed - Increased number of successful environmental prosecutions
Equitable ownership of and access to high-value and scarce natural resources	<ul style="list-style-type: none"> - Resource concessions reviewed and made transparent - Resource and/or revenue-sharing plans developed - Natural resource revenue transparency strengthened - Basic services delivered (water, energy, food)
Sustainable natural resources use for economic productivity and sustainable livelihoods	<ul style="list-style-type: none"> - Employment in natural resource sectors increased - Use of sustainability indices increased (e.g. EPI) - GDP growth from sustainably managed natural resources
Natural resources used as a tool for dialogue, confidence-building, cooperation and reconciliation	<ul style="list-style-type: none"> - Multilateral dialogues held - Joint management plans developed - Methods developed to eliminate the financing of arms and conflict parties through natural resources
Public participation/buy-in in the resource management process	<ul style="list-style-type: none"> - Regular and substantive stakeholder consultation - Evidence of community-based resource management - Traditional management techniques integrated into law

4 Implementation and Monitoring

Several key actions are needed to ensure that environment and natural resource priorities are effectively put into practice when implementing the TRF:

- **Support and strengthen national counterparts.** When implementing environment and natural resource projects, cooperating with and strengthening the capacities of national authorities helps to ensure that they are better able to manage natural resource issues for livelihoods and economic development.
- **Practice adaptive management.** Environmental conditions and needs shift during the implementation phase. Project management will need to adapt to changed circumstances and priorities.
- **Maintain funding to development stage.** The TRF and early recovery phases often use time horizons of two to three years for planning purposes. Because the timeframe for ecosystem recovery, confidence-building and establishing long-term sustainable resource use is ordinarily quite a bit longer than this, the implementation phase should envision how projects will be sustained financially over the long term.
- **Include non-resident agencies and partners in implementation and monitoring.** In many cases, the technical expertise of non-resident agencies and partners can be harnessed by the environmental focal point to increase the effectiveness and efficiency of project vetting and monitoring. In particular, regional partners and collaboration between developing countries is advised.

Annex I: Glossary⁹

Conflict resources: Conflict resources are natural resources whose systematic exploitation and trade in the context of conflict contribute to violations of human rights and tend to promote continued conflict.

Environment: The environment is the sum of all external conditions affecting the life, development and survival of an organism. In the context of this guidance, environment refers to the physical conditions that affect natural resources (climate, geology, hazards) and the ecosystem services that sustain them (e.g. carbon, nutrient and hydrological cycles).

Ecosystem services: Ecosystem services are the conditions and processes through which natural ecosystems and the species that comprise them sustain and fulfill human life.

Natural resources: Natural resources are actual or potential sources of wealth that occur in a natural state, such as timber, water, fertile land, wildlife, minerals, metals, stones, and hydrocarbons. In most post-conflict countries, natural resources are the foundation for rural livelihoods, essential services and economic development.

Sustainable livelihood: A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is considered sustainable when it can cope with and recover from stresses and shocks, and maintain or enhance its capabilities and assets now and in the future, while not undermining the natural resource base.

Annex II: Links between environment and peacebuilding

Natural resources and the environment have important implications for all four dimensions of peacebuilding:

- **The socio-economic dimension:** Natural resources provide for basic human needs in post-conflict societies, including land, food, shelter, and livelihoods. Resources are critical to the development of sustainable livelihoods as well as the successful return and reintegration of refugees and displaced people. Essential services such as water, energy and waste management also rely on natural resources. “High-value” natural resources are often used to kick-start economic development and provide budget revenues. In some cases, restoring degraded, damaged or destroyed natural resources where they are posing a threat to human health, livelihoods or security is also a priority.
- **The governance dimension:** Given the importance of natural resources in livelihoods, essential services and economic development, rebuilding effective governance institutions for natural resources at the national and local levels, including community-based resource management is an important need. This includes efforts to build legitimate and effective political institutions, meaningful democratic participation, the reform of bureaucracy and the public sector, capacity-building for political parties and civil society, jump-starting constitutional and electoral processes, reviving traditional management techniques and enhancing legislative and policy frameworks.
- **The security dimension:** One key peacebuilding priority is to prevent the illegal sale of natural resources from funding arms and armies. In addition, during the disarmament, demobilization and reintegration (DDR) of ex-combatants, unsustainable resource extraction as a substitute or supplementary livelihood is common. Mechanisms are needed for monitoring the extraction and export of “high-value” natural resources, as well as increasing financial transparency. On the positive side, natural resources can also support DDR processes in terms of job creation.
- **The justice, truth and reconciliation dimension:** The shared management of natural resources can contribute to dialogue, confidence-building and reconciliation between divided communities or ethnic groups. Resource wealth-sharing is an important part of solving historical tensions and power differentials. In some cases, underlying grievances that might have contributed to the conflict such as access to land and other resources need to be resolved as part of reconciliation processes.

Annex III: Key tools and references

Detailed methodologies:

UNEP. (2009). *Conflict Analysis Framework: Evaluating the role of natural resources in conflict*. UNEP. Nairobi.

Multiple authors. (2004). "Conflict analysis." *Conflict-sensitive approaches to development, humanitarian assistance and peacebuilding: A resource pack*, APFO, CECORE, CHA, FEWER, International Alert, Saferworld. London. Chapter two.

Suggested reading:

UNEP. (2009). *From conflict to peacebuilding: The role of natural resources and the environment*. UNEP. Nairobi.

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Homer-Dixon, T. (1999). *Environment, scarcity and violence*. Princeton University Press. Princeton.

Matthew, R. (2004). "Networks of threats and vulnerabilities: Lessons from environmental security research." *Environmental Change and Security Report*, No 10, pp. 36-42.

Najam, A. (2003). "The human dimension of environmental insecurity: Some insights from South Asia." *Environmental Change and Security Report*, No 9, pp. 59-73.

Annex IV: Endnotes

- 1 UN/WB. 2007. PNCA Review, Annex II: Cross-cutting Issues, p. 10.
- 2 UN Security Council Presidential Statement S/PRST/2007/22: "The Security Council recognizes the role that natural resources can play in armed conflict and post-conflict situations. Moreover, the Security Council notes that, in specific armed conflict situations, the exploitation, trafficking, and illicit trade of natural resources have played a role in areas where they have contributed to the outbreak, escalation or continuation of armed conflict."
- 3 UNEP. 2009. *From conflict to peacebuilding: The role of natural resources and the environment*, p. 31.
- 4 For more information on the prioritization or the PCNA pre-assessment please visit:
<http://www.undg.org/index.cfm?P=148>
- 5 See PCNA Guidance and Practice Note on Capacity Assessment.
- 6 See PCNA Guidance and Practice Note on Capacity Assessment.
- 7 Groups and individuals who might have an interest in undermining the peacebuilding process in order to gain or retain control over "high-value" natural resources.
- 8 Hydrocarbons, minerals, metals, and export timber.
- 9 UNEP. 2009. *From conflict to peacebuilding: The role of natural resources and the environment*.

Further information

Further technical information may be obtained from the UNEP Disasters and Conflicts Programme website at:
<http://www.unep.org/conflictsanddisasters/>

