Helpdesk Research Report: Mainstreaming peace and conflict into development and humanitarian interventions in Zimbabwe

Date: 29.01.10

Query: Please provide:

a) Research on and guidelines for development and humanitarian interventions that provide entry points for peacebuilding, conflict prevention, and conflict resolution.
b) Examples of and lessons learned from development and humanitarian interventions in Zimbabwe that have provided entry points for peacebuilding, conflict prevention, and conflict resolution.

Enquirer: DFID

Contents

---

1. Overview

The general literature available indicates that the importance of mainstreaming peace and conflict concerns into both development and humanitarian programming is an issue which has gained prominence over the last ten years, largely in response to: a) security concerns, the 'War on Terror' and the emergence of the 'fragile states' agenda; and b) considerations of how best to achieve the Millennium Development Goals. What has been called the 'security-development' nexus is of key concern to donors such as DFID, the World Bank and USAID who have made explicit statements regarding the intrinsic relation between conflict, security and development. In particular the notion of 'conflict-sensitive' programming at both national and local level can be found in a wide range of programme and project documents. In regard to NGOs, the work of Mary Anderson and the Local Capacities for Peace project in promoting the 'Do No Harm' approach has made a significant contribution to how the international community designs and implements development and humanitarian interventions.

There are few resources available detailing how peacebuilding, conflict prevention and conflict resolution have practically been integrated into developing and humanitarian programming in Zimbabwe. The available resources are mainly UNDP documents. One reason for this could be that bilateral aid programmes to Zimbabwe have been patchy and politically problematic, with a significant degree of aid being channelled through international NGOs. More literature is available on the issue in relation to Sub-Saharan Africa as a whole. Further, the issue of *humanitarian* aid, peace, and conflict does not arise in discussions..

Complications arise over whether Zimbabwe should be classed as a 'fragile' state, a 'conflict' state or a 'post-conflict' state. The answer to this question may determine donor approaches to the security-development nexus.

The general literature on this topic demonstrates a concern for mainstreaming peace and conflict issues with others such as gender, youth, and livelihoods. There is little indication of this in the Zimbabwe-specific literature. However the Zimbabwe literature is in-keeping with the general literature in that it talks about: a) governance; b) education; and c) developing the capacities of staff within these sectors. In terms of lessons learned in these discussions it is possible to identify some trends:

- ➢ Immediate political concerns in regard to Zimbabwe's power-sharing agreement, the safety of the MDC and the prospects for long-term reform;
- ➢ The centrality of the education sector in developing the long-term security of the country and facilitating an 'enabling' environment for human development;
- ➢ The need for international support in ensuring security and planning for reconstruction;
- ➢ An approach to peace and conflict which entails extensive training for all aspects of society;
- ➢ The notion of 'transformation' in order to denote how and why peace and security concerns should be mainstreamed into development planning and implementation.

2. General

The following documents provide a comprehensive picture of how and why peace-and conflict-related concerns can and should be mainstreamed into development and humanitarian programming. Many of these documents and document summaries can be found in the GSDRC's Conflict Topic Guide (particularly Chapter 3 and Chapter 4).

Paffenholtz, T., 2009, 'Understanding the Conflict-Development Nexus and the Contribution of Development Cooperation to Peacebuilding', in Handbook of Conflict Analysis and Resolution, eds., D. J. D. Sandole, S. Byrne, I. Sandole-Staroste, and J. Senehi, Routledge, Oxon and New York, pp. 272-285.
http://books.google.co.uk/books?id=GXMANhrG2pgC&dq=Handbook+of+Conflict+Analysis+ and+Resolution&printsec=frontcover&source=bl&ots=RYz_B7Uqoo&sig=E1mtSQpn5Z1YoP X8Cy_RqjJb8Ns&hl=en&ei=GC0JS7zcIceA4Qa6opDGCw&sa=X&oi=book_result&ct=result& resnum=3&ved=0CBcQ6AEwAg#v=onepage&q=&f=false

This chapter examines the connections between conflict, security, peace and development. It summarises: (a) research debates about the causes of armed conflict; (b) discourse in the development community on conflict and peace and (c) the influence of these debates and discourses on development cooperation in conflict-affected contexts. Development policies should be an integral part of the peacebuilding agenda., but transfer from research to policy has largely ignored the complexity of development in conflict situations and the contribution of development to peacebuilding.

From a development perspective, understanding armed conflict is an important part of understanding the context in which efforts to reduce poverty take place. The development practitioner debate has focused on varying themes such as the prevention of armed conflict, reducing the negative effects of aid on conflict ('Do no harm'), human security, and the role of development in conflict resolution and peacebuilding.

The literature indicates that there is not a single developmental variable that causes conflict, but many variables that foster violence when combined in specific contexts. Research

debates examine the causes of conflict in relation to issues such as globalisation, poverty and inequality, resources and aid. However there is little conceptual thinking about the consequences of globalisation and modernisation for peacebuilding; it is assumed that liberal market economies will promote both peace and development, and critical research is largely ignored.

Comparative studies show that development and peacebuilding must be integrated (not just linked) at an early stage – for example by including the political context in development policy and practice in conflict-affected fragile states and by addressing the structural causes of conflict. Development policies and resources are a very important dimension in addressing armed conflict – when applied coherently and with an orientation towards peace that goes far beyond 'Do no harm'. Likewise, peacebuilding must be seen by development practitioners as much more than just another policy and operational option.

Rintaloski, K., and Autti, M., 2008, 'Trends, Challenges and Possibilities for Cooperation in Crisis Prevention and Management', Seminar Publication on Comprehensive Approach, Ministry of Defence, Helsinki.
http://www.reliefweb.int/rw/lib.nsf/db900sid/YSAR-7LPT6W/$file/comprehensive-approach.pdf?openelement

This seminar report focuses on the implementation of the 'Comprehensive Approach' to conflict prevention and management which entails the integration of political, security, development, rule of law, human rights and humanitarian dimensions of international support. The approach has also been called the 'Whole-of-Government' approach, and the 'integrated missions' concept. The rationale behind the approach is two-fold: to avoid the duplication of efforts; and to recognise that the goals of military and civilian organisations are co-dependent. A number of donors have adopted an integrated approach to security and development, including the United Nations (UN), European Union (EU), North Atlantic Treaty Organization (NATO), The Organization for Security and Cooperation in Europe (OSCE) and the Multinational Experiment 5 (MNE5). Attempts have also been made at national levels, including:

- ➢ Canada: The Stabilisation and Reconstruction Task Force (START)
- ➢ UK: Stabilisation Unit
- ➢ USA: Office of the Coordinator for Reconstruction and Stabilization (S/CRS)
- ➢ Norway: Inter-department Working Group on Afghanistan
- ➢ Finland: Inter-ministerial cooperation and coordination process on crisis management

The seminar report emphasises the role of civil society in implementing the Comprehensive Approach, the role of African regional institutions and how the Whole-of-Government approach can be fed into Security Sector Reform.

Jantzi, T.L., and Jantzi, V.E., 2009, 'Development Paradigms and Peacebuilding Theories of Change: Analysing Embedded Assumptions in Development and Peacebuilding', Peacebuilding and Development, Vol.5, No.1, pp65-80.
http://cua.wrlc.org/bitstream/1961/5881/1/V5_N1_Jantzi.pdf

The fields of development and peacebuilding have become 'increasingly intertwined' in the past decade, although inter-disciplinary conversations have not always been easy due to differing theoretical frameworks and specialist terminologies. However as practitioners have become more aware of the intertwined nature of poverty and conflict both development and peacebuilding fields have expanded their scope. The paper goes on to discuss peacebuilding theories of change and theories of development (modernisation, growth with equity and liberation) and presents the implications of these trajectories for peacebuilding. These can be explained as follows:

➤ Modernisation and peacebuilding approaches assume that individuals, groups or nations are in conflict because they are not sufficiently integrated into modern society. Some theorists may believe that conflict is a temporary condition caused by the transition of a group into modern society. Peacebuilding solutions entail the transfer of processes, systems, and values into societies in conflict.

➤ Growth with equity and peacebuilding approaches frame conflict as being due to structural barriers impeding access rather than an 'innate' (p70) refusal of a group to integrate. Cultural and contextual factors are taken into account and the transference of models and processes are avoided. Peacebuilding programmes of this kind operate on a small-scale, local fashion through which integration can be achieved.

➤ Liberation theory and peacebuilding frameworks focus on transforming power relations and are therefore sceptical of traditional peacebuilding initiatives which are seen to perpetuate existing relations. It also provides scepticism of state-led approaches to peacebuilding and instead focuses upon grassroots 'empowerment'.

3. Donor approaches

Rose, T., 2005, 'Integrating Conflict Prevention and Peacebuilding into United Nations Development Framework', International Peacebuilding Assistance Discussion Paper 3, WSP International.
http://www.interpeace.org/pdfs/Publications_(Pdf)/Current_Reports/Integrating_Conflict_Prevention_into_UNDAFS.pdf

Conflict prevention, conflict resolution and peacebuilding have gained a higher profile in recent years and have become mainstreamed into international development and donor funding decisions. Conflict prevention and peacebuilding require time, patience, flexibility and local ownership which arise out of a participatory national process. Two fundamental issues make integrating peacebuilding, conflict prevention and conflict resolution into the UNDAF difficult:

➤ Presenting the roots of conflict and ways to overcome them with endorsement from national political actors
➤ Participatory and legitimate processes cannot follow a time-bound schedule

Peacebuilding entails reconstruction, reconciliation and social transformation which requires: a) the restoration of trust and confidence in the government; and, b) national empowerment. Facilitating the capacity of 'internal' actors to participate in the reconstruction process is essential to its success.

DFID, 2009, 'Building the State and Securing the Peace', Emerging Policy Paper, Department for International Development, London.
http://www.gsdrc.org/docs/open/CON64.pdf

In this policy paper, state-building is focused upon as an instrument for development and for securing peace. DFID sets out its understanding of statebuilding, a way of integrating statebuilding with peacebuilding and the operational implications of such an approach. With support to peace and stability being understood as a way of achieving the MDGs, the DAC Fragile States Principles go further by making an explicit connection between the need for donors to place the need for peaceful states at the top of the fragile states agenda. DFID's conceptual understanding of peacebuilding and statebuilding results in four integrated objectives:

➤ Supporting inclusive political settlements

- ➢ Addressing the causes of conflicts and building resolution mechanisms
- ➢ Developing state survival mechanisms
- ➢ Responding to public expectations

Statebuilding and peacebuilding are both fundamentally linked to the political settlement, and both depend on a level of security. Economic growth and job-creation are also important components of the integrated approach. Although state-building and peacebuilding can create tensions (such as the bargains required for peaceful settlements) DFID is investing in new research and guidelines on issues such as political settlements, equity and service delivery.

Operationally the implications of the integrated approach mean that the following programming aspects are of particular concern:

- ➢ Prioritising and sequencing
- ➢ Designing interventions that support the four objectives
- ➢ Staying engaged for the long-term
- ➢ Thinking and working politically
- ➢ Taking a regional approach, such as addressing economic migrants from Zimbabwe in Southern Africa
- ➢ Adapting aid instruments to make way for fast, flexible funding
- ➢ Measuring progress and learning lessons.

Bannon, I., 2005, 'The Role of the World Bank in Conflict and Development: An Evolving Agenda', World Bank, Washington D.C.
http://www.amun.org.br/2005/files/peace_and_security-
conflicts_and_development/the_role_of_the_world_bank_in_conflict_and_development.pdf

This paper reviews the Bank's experience in implementing its conflict and development agenda (Operational Policy 2.30). Following the creation of the Bank's Post Conflict Unit (later renamed the Conflict Prevention and Reconstruction Unit) the review asserts that the conflict sensitivity has been mainstreamed into all aspects of the Bank's work. The Bank's attention turned to the prevention of conflict in 2001 and opened a debate on the economic causes of conflict, led by Paul Collier. The formulation of the Operation Policy 2.30 meant that the active consideration of conflict in all World Bank activities was required, although clearly states that the Bank does not engage in peacemaking or peacekeeping.

The Bank's policies and instruments used to engage in conflict settings consist of:

- ➢ Watching Briefs, Transitional Support Strategies (TSS) and Country Assistance Strategies (CAS)
- ➢ Conflict analysis frameworks (CAF) and Peace and Conflict Impact Assessment (PCIA)
- ➢ Poverty reduction strategy papers (PRSPs)
- ➢ Low-income countries under stress (LICUS)

The Bank has a number of approaches and interventions in conflict settings:

- ➢ Community-driven development which focuses on the rebuilding communities and their social capital
- ➢ Demobilisation and reintegration programmes
- ➢ Demining
- ➢ Public Sector Reform and capacity building
- ➢ Governance and the Rule of Law including corruption, and improving accountability and transparency

There are two principal ways in which the Bank finances post-war reconstruction: through Multi-Donor Trusts Funds (MDTFs), and the Post-Conflict Fund (PCF) which has been used in countries such as Eritrea, Somalia, Yugoslavia and Colombia.

House of Commons International Development Committee, 2006, 'Conflict and Development: Peacebuilding and Post-conflict Reconstruction', Sixth Report of Session 2005-6, Volume I, House of Commons, London.
http://www.publications.parliament.uk/pa/cm200506/cmselect/cmintdev/923/923i.pdf

This document reflects upon British parliamentary discussion regarding the relation between conflict and development. The report is based on Committee visits to Uganda, Sierra Leone and the Democratic Republic of Congo, and presents a useful insight into the direction of UK development policy. Based on the premise that without focusing on the prevention and resolution of conflict the Millennium Development Goals are unlikely to be met, the Committee sets out the need for DFID's increased engagement in peace- and conflict-related issues. The notions of both human security and the 'securitisation of development' are emphasised, the latter particularly in relation to terrorism. The Committee observes that human security should be the 'bedrock' of development policy given that it links the two spheres of security and development. Ultimately this means placing a greater emphasis on the causes of conflict and in particular the economic factors which are at play.

In general the report identifies three key areas in which DFID could improve its work on conflict:

➢ Providing a greater focus on conflict prevention
➢ Utilising conflict sensitive approaches in the delivery of aid
➢ Increasing the quality and effectiveness of aid to conflict countries

Tools by which this can be achieved are: conflict assessments; conflict-sensitive aid; policy coherence across the Government; coherence amongst donors; and Security Sector Reform.

4. Conflict sensitivity

Centre for Conflict Resolution, Africa Peace Forum, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, Saferworld, International Alert, 2004, 'Conflict-sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: A Resource Pack', Africa Peace Forum, Nairobi.
http://conflictsensitivity.org/?q=resourcepack

This resource pack is the product of a two-year process by a consortium of partner organisations. The goal was to identify, synthesise, complement and enable conflict-sensitive practice in the fields of development, humanitarian assistance and peacebuilding. This was undertaken primarily in Kenya, Uganda and Sri Lanka but also at the global policy level. The focus of the initiative was donors, governments, INGOs and local civil society organisations.

This *Resource Pack* documents current practice, available frameworks and lessons learned. At its heart is the concept of conflict sensitivity - the notion of systematically taking into account both the positive and negative impact of interventions, in terms of conflict or peace dynamics, on the contexts in which they are undertaken, and, conversely, the impact of these contexts on the interventions.
(Taken from website)

Anderson, M., (ed) 2000, 'Options for Aid in Conflict: Lessons from Field Experience', The Collaborative for Development Action, Cambridge, MA.
http://www.cdainc.com/cdawww/pdf/book/options_for_aid_in_conflict_Pdf1.pdf

This seminal work outlining the 'Do No Harm' approach developed through the Local Capacities for Peace (LCP) project during the 1990s. This guide is the result of a collaboration between a variety of field actors who have experience in programming NGO interventions which taken into account the implications for peace and conflict of the intervention itself. In terms of fundamental lessons learned the guide offers a number of key findings from this pilot study:

> ➢ It is both possible and useful to apply the Do No Harm approach in conflict-prone, active conflict and post-conflict situations, and in doing so:
> ➢ Prompts us to identify conflict-exacerbating impacts of aid much sooner than is typical without the analysis;
> ➢ Heightens our awareness of intergroup relations in project sites and enables us to play a conscious role in helping people come together;
> ➢ Reveals the interconnections among programming decisions (about where to work, with whom, how to set the criteria for aid recipients, who to hire locally, how to relate to local authorities, etc.);
> ➢ Provides a common reference point for considering the impacts of our assistance on conflict that brings a new cohesiveness to staff interactions and to our work with local counterparts;
> ➢ Enables us to identify programming options when things are going badly. In fact, many people involved in the pilot implementation project say that for some time they have been aware of the negative impacts of some of their programmes but that they thought these were inevitable and unavoidable.

5. Examples of programming options

The following documents can be used as examples of how conflict prevention, conflict resolution and peacebuilding have been mainstreamed into programmes concerning livelihoods, gender, youths and governance.

Nori, M., Crawford, A., and Switzer, J., 2005, 'Mainstreaming Conflict Prevention in Development Cooperation: Tip Sheet on the Links between Pastoral Livelihoods and Conflict Prevention', Swiss Agency for Development Cooperation (SDC), Geneva.
http://www.iisd.org/pdf/2005/security_pastoral_tipsheet.pdf

USAID, 2005, 'Livelihoods and Conflict: A Toolkit for Intervention', USAID, Washington D.C.
http://www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Livelihoods_and_Conflict_Dec_2005.pdf

Greenberg, M.E, and Zuckerman, E., 2006, 'The Gender Dimensions of Post-Conflict Reconstruction: The Challenges in Development Aid', Research Paper No.62, UNU-WIDER, Helsinki.
http://www.genderaction.org/images/Greenberg-Zuckerman%20Gender%20Conflict%20WIDER%202006.pdf

USAID, 2005, 'Youth and Conflict: A Toolkit for Intervention, USAID, Washington D.C.
http://www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Youth_and_Conflict_Toolkit_April_2005.pdf

UNDP, 2005, 'Parliaments, Crisis Prevention and Recovery: Guidelines for the International Community', UNDP, New York.
http://www.arabparliaments.org/publications/legislature/2005/conflict/guidelines-e.pdf

6. Africa and Zimbabwe-specific

Neethling, T., 2005, 'The Security-Development Nexus and the Imperative of Peacebuilding with Special Reference to the African Context', African Journal on Conflict and Development, Vol. 5, No.1, pp33-60
http://www.accord.org.za/downloads/ajcr/ajcr_2005_1.pdf

What confronts the peacebuilding agenda on the African continent? To what extent have peacebuilding endeavours been undertaken by the international community in Africa? This article attempts to answer these questions in order to aid the search for long-term development and security on a continent known for armed conflict and violence.

With 'security' having been reinterpreted along the lines of 'human security' rather than security from external aggression, the security-development nexus has become more protracted. Donors have connected human security to human rights (Canada) and economic growth (China). Peacebuilding provides a bridge between security and development, although not all security interventions have an impact upon development and vice-versa. Peacebuilding is by no means clearly defined, with the UN's initial conception in 'An Agenda for Peace' (1992) being revised in 1995 to suggest that preventative measures were also part of the peacebuilding agenda.

Current debates on the security-development nexus tend to concentrate on the need for greater coordination between UN bodies and other organisations. From an African perspective however, the article makes the following assertions:

- ➢ International peacebuilding programmes have focused upon three key areas: governance; security sector reform; and the rule of law. In its 1999 White Paper the South African government understands peacebuilding with particular reference to governance and rule of law programming.
- ➢ Regional responses to conflict in Africa have been guided by 'overtly political objectives' (Malan, 1994: 4) but recent responses have indicated that actors are now concerned with removing or weakening factors which breed conflict, or facilitate peace (e.g. the case of Angola and Sierra Leone).
- ➢ The South African government has also advanced the concept of 'developmental peacekeeping', defined as post-conflict reconstruction interventions which aim to achieve human security through: a) capacity building; and, b) socio-economic development. Developmental peacekeeping is premised upon the belief that current interventions are unable to resolve resource-based conflicts sustained by 'war economies'.
- ➢ A 'striking feature' (p56) of developmental peacekeeping is the basic assertion that capacity building and socio-economic development will dismantle war economies and replace them with globally competitive economies.

Ford, J., 2009, 'Peacebuilding in Zimbabwe: Some Reflections on the Longer Term Role of the UN and International Actors', Issues Paper 7, Centre for International Governance and Justice, Canberra.
http://cigj.anu.edu.au/cigj/link_documents/IssuesPapers/Ford_IssuesPaper7.pdf

This paper considers the long-term prospects of the UN in Zimbabwe and the ways in which the country can from recover from its current political, economic and humanitarian dilemmas. More policy debate is needed on the involvement of external actors in ensuring a peaceful Zimbabwe. Implicit in the international community's involvement in the country is transformation rather than 'mere recovery and reconstruction' (p2) which requires external supervision. This paper argues that more comprehensive and coordinated efforts to map and scale long-term challenges can assist in four ways:

➢ Assessing the trajectory of problems (for sequencing and prioritising)
➢ Ensuring short-term responses and quick-impact programmes are tied to long-term plans and help lay the foundations for these
➢ Enabling considered determinations on the best roles for a variety of external actors
➢ Conceiving of problems as possibilities, e.g. the 2008 political settlement.

In terms of the role of external actors, it is argued that the UN is unlikely to have any long-term role in Zimbabwe, although a future government may request the UN Peacebuilding Commission (PBC) to coordinate assistance. The World Bank and UNDP will play key roles in reconstruction, as will UNECA. In general donors do not face a 'fragile state' and the idea of a unified Zimbabwe is very much in currency within the population. However the international community has a huge role to play in encouraging Zimbabweans to develop a coherent plan which World Bank practitioners refer to as a 'storyline' for peacebuilding.

Six overriding issues are presented: 1) the balancing act between donor engagement and counter-productive intrusiveness; 2) how donors address sequencing priorities and service delivery; 3) donors must decide how much energy to put into 'watching government' rather than 'helping government' to do its job (p17); 4) the extent to which the coordinated international storyline focuses on enhancing national/central state capacity to deliver and govern, or focuses upon local actors; 5) donors must be mindful not to avoid political issues whilst concentrating on technical capacity-building; and, 6) problems relating to the political manipulation of humanitarian aid.

UNCT Zimbabwe, United Nations Zimbabwe Development Assistance Framework 2007-11, 2006, United Nations Country Team, Harare.
http://www.undp.org.zw/images/stories/Docs/ZUNDAF.pdf?3a1ed061a28f8a5e62fd4865066ea7fa=ayuodyvj

The 2007-11 Assistance Framework for Zimbabwe indicates that mainstreaming conflict-sensitive issues into the overall development plan for the country was a concern for the UN country office when the strategy was formulated in 2006. Although of the six states outputs conflict and/or peace is not mentioned, peacebuilding does appear in the document:

➢ ZUNDAF Outcome 3 (Governance and Human Rights), Priority 1: Includes the 'maintenance of peace' (p23) (though national-level dialogue.
➢ ZUNDAF Outcome 3, Priority 1: Refers to the need to strengthen educational institutions to 'mainstream values of peace' (p24) into educational frameworks and to enhance the capacity of the Ministry of Education in integrating the value of peace into the curriculum.

Kievelitz, U., 2003, 'Recent Experiences of BMZ and GTZ with Country Studies on Conflict Transformation and Peace Building', CPR Network Conference, Berlin, January 20-21 2003. http://www2.gtz.de/dokumente/bib/05-0558.pdf

In November 2000 the German Ministry for Economic Cooperation and Development (BMZ) established a sector programme entitled 'Crisis Prevention and Conflict Transformation in German Development Cooperation' in order to mainstream peace and conflict know-how into German development cooperation. The programme includes 16 country case studies, one of which is Zimbabwe (although this case study is unfortunately only available in German and cannot be accessed online). Each study is based on a thorough conflict analysis, an analysis of GTZ's current portfolio, and a peace and conflict impact assessment (PCIA) for the existing projects and programmes. The Zimbabwe case study focused on NGO actors.

A synthesis of the country assessments provides the basis for a number of conclusions and recommendations:

- ➢ Conflict assessments at country level have been a methodological means of influencing country policies and have helped in making project portfolios more sensitive in regard to crisis prevention and peacebuilding.
- ➢ Conflict assessments are an important means to further the coherence among different conflict actors.
- ➢ In many cases the assessments indicate that national governments are conflict actors.
- ➢ Conducting conflict assessments demonstrated the value of Goodhand's (2001) differentiation between donors and programmes working 'around conflict', 'in conflict' and 'on conflict'.
- ➢ Conflict assessments can be a means of adjusting country portfolios, integrating components of crisis prevention and conflict management into existing projects, such as the 'Do No Harm' approach, and developing projects directed towards crisis prevention and conflict management.
- ➢ Development coordination needs to work more closely with different types of organisations and institutions in order to share knowledge on conflict-related issues.
- ➢ There is a need to improve instruments of donor cooperation in order to have an impact in conflict transformation.
- ➢ Conflict assessments should become regular tools of country-related development work in order to improve institutional synergy and improved policy coherence.

Koros, M., 2001, 'Consultative Meeting on Integrating Peacebuilding and Conflict Prevention into Development Practice: Towards a Global Applied Research Network', Draft Report, IDRC, Ottawa, November 8-10 2000.
http://www.idrc.ca/uploads/user-S/10596756201Meeting_Report.pdf

This consultative meeting brought together IDRC, Saferworld and International Alert in order to discuss how to integrate peacebuilding and conflict prevention into development practice. A number of regional perspectives were presented, including that of Zimbabwe. The following points emerged from this case study:

- ➢ The Southern African Regional Institute for Policy Studies (SARIPS) integrated Peace and Conflict Impact Assessments (PCIAs) into a land reform research project entitled the Land Reform and Resettlement Programme.
- ➢ In order to be rooted in local circumstances, the research methodology would have to go beyond the current conflict over land occupations to overcome the inequalities in land ownership which led to land occupations.
- ➢ The resulting research methodology encompasses macro and micro stakeholder and conflict analyses and has developed an initial set of indicators across six themes.

7. Capacity building and government strengthening

UNDP Zimbabwe, 2009, 'Strengthening National Capacity for Conflict Prevention, Management Resolution and Transformation (CPMRT) in Zimbabwe Project', Project Note, UNDP, UNDP Zimbabwe, Harare.
http://www.undp.org.zw/component/content/180.html?task=view&3a1ed061a28f8a5e62fd486 5066ea7fa=ngbutzuy

The CPRMT project, which was implemented in June 2009, is designed to enhance the capacity of governance institutions to prevent and resolve conflict and transform Zimbabwe from its current state. The overall objective is to facilitate an 'enabling' environment for sustainable human development. The project explicitly links the need for conflict-sensitive governance with the ability of Zimbabwe to face its development challenges over the coming years. The principal components, or outputs, of the project are as follows:

➢ Strengthening the capacities of institutions of governance and other key stakeholders for CPMRT
➢ Developing curricula on CPMRT for key national training and educational institutions
➢ Supporting national economic stabilisation frameworks, policy relevant research analysis
➢ Supporting a network of facilitators, mediators and other actors in peace building initiatives
➢ Empowering women and mainstreaming gender sensitive issues in conflict prevention and resolution techniques into all programme activities
➢ Establishing a programme management structure which is effectively linked with relevant partners for ensuring advocacy, resource mobilisation and technical support.

The programme delivers these outputs through a combination of the following CPMRT activities: capacity building, facilitation of dialogue processes, reviewing of relevant policies and designing CPMRT frameworks.

International Crisis Group, 2009, 'Zimbabwe: Engaging the Inclusive Government' Africa Policy Briefing No.59, International Crisis Group, Harare/Pretoria/Nairobi/Brussels.
http://www.crisisgroup.org/library/documents/africa/southern_africa/b59_zimbabwe___engagi ng_the_inclusive_government.pdf

This briefing paper focuses on the Zimbabwean political settlement between the ZANU-PF and MDC and explains how the international community (including regional actors) can support the strengthening of the Government of Zimbabwe in order to promote peace and avoid conflict. A number of relevant recommendations are made by the International Crisis Group in regard to how this support can be provided:

➢ Donors should pursue a 'humanitarian plus' assistance strategy which treats Zimbabwe as a post-conflict country. Key areas of focus should be the revival of the education and health sectors, civil service reform, and the reconstruction of basic infrastructure.
➢ In providing this assistance donors need to both coordinate their efforts and front load the aid provided.
➢ The SADC has a pivotal role to play in providing more direct assistance and requiring stricter compliance with the GPA. It should also avoid direct support to the Reserve Bank in order to reduce the risk of corruption.
➢ Support is particularly needed to politicised legal institutions such as the judiciary, as well as towards the strengthening of civil society.

- ➢ Senior members of the security sector need to be removed in order to counter any threat against Morgan Tsvangarai or other members of the MDC.
- ➢ The Government of Zimbabwe should also consider setting up s transitional justice mechanism, such as a truth commission.

Securing the stability of Zimbabwe's inclusive government and redressing the economic collapse, humanitarian catastrophe and violent political repression is essential to the development of the country and rebuilding of the state.

UNDP, 2005, 'How to Strengthen Parliaments in Conflict and Post-Conflict Countries: Zimbabwe Case Study' Draft Report, UNDP, New York.
http://www.parlcpr.undp.org/pwdocs/Zimbabwe2nd.pdf

After 25 years of armed conflict based on race and ethnicity, the Government of Zimbabwe embarked upon a programme of parliamentary reform from 1995-2000. Within this context the assistance of the UNDP was sought in order to prevent the outbreak of further violence. This paper looks at the role Parliament has played in conflict management in Zimbabwe and how its role may be made more effective.

There has been a 'relatively new' recognition that Parliament has an explicit role to play in promoting peace and sustainable development. In conflict and post-conflict contexts such as Zimbabwe's the need for the peacebuilding function is more acute, but the Parliament has previously failed in fulfilling this role. The Parliamentary Reform programme which ended in 2000 went some way in helping the Parliament strengthen its position and indeed its actors are better-placed to build peace and resolve conflict.

The UNDP project, Developing Capacity for Negotiation Skills and Conflict Transformation (CTP) was the next stage in reform, with stakeholders ranging from governmental actors to civil society. In the wake of the project's end a number of instructive recommendations were made to the UNDP's Conflict Management Project staff:

- ➢ The UNDP should assist educational institutions in mainstreaming conflict management skills into their curricula;
- ➢ The UNDP should focus upon creating a conducive environment for meaningful negotiations on 'burning' (p26) issues to occur;
- ➢ The UNDP should aid Zimbabweans in dealing with hostility from outside actors;
- ➢ A greater number of MPs should be exposed to conflict management training, particularly given the rapid turnover of MPs in the Zimbabwean Parliament;
- ➢ Leadership structures within political parties should also be provided with conflict management skills training.

The case study report concludes that there is a clear need for conflict transformation skills in Parliament, but that reforms will be hard to achieve with the current polarisation of actors within it. The CTP has however brought the possibility of managing conflict to the forefront of the country's development agenda.

Sambureni, N.T., 2006, 'Negotiation Skills and Conflict Transformation in Zimbabwe: Strategic Assessment Draft Report', UNDP/Government of Zimbabwe, Harare.
http://erc.undp.org/evaluationadmin/reports/viewreport.html;jsessionid=95D29A1BCF224170B6B908E1266B913A?docid=932

This report assesses the UNDP's 3-year Conflict Transformation Project (CTP), the objective of which was to build the capacity for constructive conflict transformation to a range of actors in society. Conflict transformation is defined here as a 'process for engaging with and

transforming the relationships, interests and discourses [of actors in Zimbabwe]' (p10). The impact of the project was assessed using an Outcome Evaluation approach, which goes beyond evaluating a project only in relation to its stated objectives but to its overall contribution to an enabling environment for human development.

In terms of activities or outputs, the CTP consisted of the following:

- Conflict transformation skills workshops (870 trained in total)
- Enhanced capacity of academic and training institutions to integrate conflict transformation skills into their curricula
- Peace and consensus building initiatives conducted (including workshops, art projects and consultative dialogues)
- Partnership with UNIFEM
- National network of facilitators and mediators established
- Peace building awareness and publicity campaigns undertaken
- Coordination of research, analysis and information-sharing activities (including 30 workshops on conflict-related issues)

With regards particular successes, the assessment identified the following:

- Educational institutions such as Solusi University were described as 'outstanding' (p18) in embracing conflict transformation into its curricula;
- There has been a clear transformation in the behavior of MPs , who are more accommodating of others' viewpoints and are less aggressive;
- A 'major breakthrough' has been made by training members of the Defence Forces and Police.
- A number of tertiary institutions, alongside the Ministry of Education, Sport and Culture intend to develop and support a curricula on negotiation skills and conflict transformation.

Amongst the various lessons learned presented, a number of key points are raised:

- The need to support curriculum development from primary to university levels
- The need for an operational partnership between the UNDP and Government of Zimbabwe
- The importance of interagency linkages, such as: ILO for dispute settlement; UNESCO in mainstreaming peace and conflict transformation in the education sector; UNICEF on youth initiatives; WHO on HIV/AIDS, women and children; UNIFEM on mainstreaming gender and human rights; and the FAO on the agricultural sector and the need to engage farmers associations.
- The need for community participation.

Kagwanga, P., 2008, 'Saving Zimbabwe: An Agenda for Democratic Peace', Human Sciences Research Council/Africa Policy Institute, Pretoria/Nairobi.
http://www.hsrc.ac.za/research/output/outputDocuments/5322_Kagwanja_SavingZimbabwe.pdf

Chapter Six ('Towards a Democratic Peace Agenda') of this policy report provides useful entry points for which peacebuilding in Zimbabwe can be promoted through donor-supported governance programming. There is an emphasis on the importance of regional bodies to deal with electoral disputes and an suggested expansion of the AU/SADC Mediation with an 'African character' (p34). The paper also argues for an end to the 'culture of political violence' and instead the promotion of a culture of 'Democratic Peace' (p35).

8. Additional information

Author
This query response was prepared by **Emma Broadbent:** emma@gsdrc.org

Contributors
Dr Tsiliso Tamasane (Human Sciences Research Council, Cape Town)
Gift Chatora, (Action Aid Zimbabwe)
Marta Foresti (ODI)
James Darcy (ODI)
Hesta Groenweld (Saferworld)
James Bishop (InterAction Zimbabwe)
Ysabel Fougary (OCHA)
Rania Dagash (OCHA)
Lyndsay Maclean Hilker (Social Development Direct)
Habib Kambanga (Organ on Politics, Defence and Security, SADC)

Websites Visited
GSDRC, Oxfam, World Vision, UNDP, World Bank, Peace and Development Collaborative
Development Network, United Nations Institute for Training and Research, Overseas
Development Institute, Institute for Security Studies, DFID, Human Sciences Research
Council, Research 4 Development, International Crisis Group, Saferworld, InterAction, Save
the Children, UNCEF, Action for Southern Africa,, ECHO, OCHA, JStor, Eldis, UNRISD,
Africa Peace Forum, Conflict Sensitivity.org, Action Aid, Sida, Research Centre for
Constructive Conflict Management, Brookings Institute, IMF, RUSI, Kings College London
War Studies, UNDG, Southern African Regional Institute for Policy Studies, American Friends
Service Commmittee, Centre for peace Initiatives, SADC.

About Helpdesk research reports: Helpdesk reports are based on 2 days of desk-based
research. They are designed to provide a brief overview of the key issues; and a summary of
some of the best literature available. Experts are contacted during the course of the research,
and those able to provide input within the short time-frame are acknowledged.

Need help finding consultants?
If you need to commission more in-depth research, or need help finding and contracting
consultants for additional work, please contact consultants@gsdrc.org (further details at
www.gsdrc.org/go.cfm?path=/go/helpdesk/find-a-consultant&)