



## Orientation Framework

# Conflict-Sensitive Approach in Overseas Co-operation

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The management of conflicts of widely varying types plays a key role in the overwhelming majority of countries and areas of support in which Deutsche Welthungerhilfe (DWHH) works. Natural disasters and violent internal conflicts began to increase dramatically as the 20th century drew to a close. Moreover, the conflicts over scarce resources begin to multiply, in particular conflicts over access to land and water. The conflict-sensitive approach is thus relevant not only to those countries and regions in which conflicts are currently raging, or which have entered a post-conflict phase. This strategy is also important as a general principle, and growing more important all the time in the work of DWHH in overseas countries.

Women and men are affected differently by conflicts, and violence towards women frequently tends to escalate. That is why it is important to carefully take into account relations between the sexes and the role perception assumed by women and men as well as their needs, potential and future expectations in project work.

DWHH has adopted the conflict-sensitive project management as a cross-cutting issue in its programmes overseas. "Do no harm" is an important instrument with which to include participants in the planning and execution of development projects right from the outset and to be conflict-sensitive in all activities.

The Orientation Framework "Conflict-Sensitive Approach in Overseas Co-operation" above all provides our staff, our committees and institutions, our external experts and our partner organisations in the respective countries a useful and necessary strategy upon which to base their conduct as well as a practical tool. Guiding questions help support the use of "do no harm" in the planning, implementation and monitoring of programmes and projects. The Orientation Framework is also aimed, however, at informing actors operating at the international level about the work performed by DWHH in this area.

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## List of abbreviations and acronyms

AA	Auswärtiges Amt (Federal Foreign Office)
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
CDA	Collaborative Development Action
DNH	Do no harm
DWHH	Deutsche Welthungerhilfe (German Agro Action)
EON	Entwicklungsorientierte Not- und Übergangshilfe (Development-oriented emergency and transitional aid)
ICRC	Internationales Komitee des Roten Kreuzes (International Committee of the Red Cross)
MTD	Multi-track diplomacy
NGO	Non-governmental organisation
PC(I)A	Peace and Conflict (Impact) Assessment
TZ	Technische Zusammenarbeit (Technical Cooperation)
ÜSK	“Übersektorales Konzept Krisenprävention, Konfliktbearbeitung und Friedensförderung” (Multi-sectoral concept for crisis prevention, conflict management and promotion of peace)
UN	United Nations
CPS	Ziviler Friedensdienst (Civil Peace Service)
ZIF	Zentrum für Internationale Friedenseinsätze (Centre for International Peace Missions)

# The current situation and changing basic conditions

At the beginning of the 20th century, the founding of the League of Nations was an initial attempt to institutionally impose peaceful coexistence of peoples at the international level. In the wake of World War I, various civil society organisations were founded such as, for instance, the International Fellowship of Reconciliation, which is still active throughout the world. Following World War II, the founding of the United Nations constituted an effort to create a new set of rules aiming at fostering exchange between nations and helping resolve conflicts. Decolonisation and the founding of independent states was in many cases associated with bloody, and in some cases long-lasting, armed conflict.

Experience since World War II indicates that violent local conflicts can often erupt into regional ones. The efforts of the United Nations to contain conflicts or end them have constantly been thwarted by political bloc alignments and efforts by these blocs to check such efforts. Military intervention in conflicts (by peace-keeping troops) on the one hand and peace-building, non-violent action and conflict mediation by peace organisations on the other hand tended to be practiced alongside one another with little in the way of practical links being forged between them at the international level into the 1980s.

The collapse of the Eastern European Alliance and the end of the East-West conflict gave way to considerable hopes for a more peaceful world. This hope has not been fulfilled. The Working Group for Research on the Causes of War at the University of Hamburg recorded 39 violent conflicts in 2005. The disappearance of opposing blocs exposed structures, dynamics and causal connections between conflicts worldwide which had so far been submerged by the war of ideology between the blocs. This revealed a need for a fundamental analysis of the causes and development of conflicts. The U.S. army's "Operation Hope" in Somalia in 1992 and the genocide in Rwanda in 1994 as well as events in former Yugoslavia came as a shock, as particularly the helplessness of the international community became sorely evident as did its inability to react quickly in an appropriate manner. Another element which led to a rethinking on the part of political leaders and decision-makers in organisations working in the field of development co-operation and, ultimately, to the establishment of a range of new tools was the realisation that, although the number of armed conflicts between states had declined since the end of the East-West conflict, the number of internal conflicts had grown. The learning process which then began also illustrated the limits and shortcomings of a security and peace policy based on state action.

The new conflicts which have developed increasingly no longer involve regular armies with clearly identifiable fronts, but rather militias, armed groups and gangs. These new conflicts often revolve around the scramble for resources (oil, diamonds, land and water) – which helps finance the belligerents themselves while at the same time creating a whole economy based on violence. Violence becomes the foundation for the development and preservation of economic interests. On top of this, in some regions there have been failing states increasingly unable to assert the state monopoly on force. The conflict in Somalia and the violent struggles in West Africa in the 1990s (Liberia, Sierra Leone and the Ivory Coast) are examples of how internal conflicts can spill over into neighbouring countries and lead to a destabilisation of entire regions. These "low-intensity wars", which tend to drag on for long periods of time and whose intensity and regional scope are subject to constant fluctuations within a country, constitute a new phenomenon.

The systematic analysis of conflicts makes evident that the main objectives of development co-operation, such as combating poverty and structural injustice and working for more social justice may inadvertently lead to an exacerbation of conflicts and sometimes even ignite violent conflict.

This realisation has led to an analysis of possibilities to prevent violent conflicts and the sustainability of development co-operation projects with respect to promotion of peace.

The topic of conflict management has been on the international agenda since the beginning of the 1990s. This goes back to the lessons learnt from purely military interventions such as, for example, in Somalia. The importance of civilian-military co-operation on the one hand and preventive diplomacy and post-conflict peace-building for UN structures on the other were underscored through the adoption of the (UN) "Agenda for Peace" in 1992. "Crisis prevention, conflict management and promotion of peace" were firmly established as a cross-cutting task in German development co-operation for the first time in 1998. The implementation of this new political orientation included the establishment of the Civil Peace Service (CPS), which has the task of despatching peace experts to conflict-torn areas, the creation of a new budget item in the Federal Ministry for Economic Cooperation and Development and the Federal Foreign Office as well as the establishment of training sites for civil-military cooperation (e.g. ZIF) and the strengthening of bilateral and multilateral cooperation at the international level.



# Definitions and approaches to crisis prevention, conflict management and promotion of peace

# 2

A host of terms are used, often inconsistently, in the international debate. The terms used herein correspond to the terminology used by the Federal Ministry for Economic Cooperation and Development and the Federal Foreign Office as well as most German organisations working in the field of development co-operation.

## 2.1 Basic understanding of conflict and peace

### Conflict

Conflicts are unavoidable and are an element of human coexistence necessary for social change in a society.

- ▶ A social conflict is a process in the course of which two or more parties have different or differently perceived standpoints, interests, needs or values.
- ▶ A conflict involves actual or perceived tangible differences and deterioration in the relationship between the parties.
- ▶ Conflicts are frequently labelled according to the tangible dispute which is most salient, i.e. conflicts over resources, identity, borders, a conflict of interest, etc.
- ▶ Conflicts are ambivalent phenomena because they can promote life or be detrimental to life at the same time
- ▶ It is not the conflict in and of itself which is the problem, but rather the manner in which it is dealt with. Violence is a form of dealing with a conflict and not an inherent part of a conflict.
- ▶ To be able to understand a conflict it is necessary to know the causes, the previous history and historical development. This also includes knowledge of the parties involved and their positions, interests and needs as well as their relationship to one another.

### Peace

The ability of a society to settle conflicts in a constructive manner without violence and to negotiate an accommodation of interests denotes its capacity for peace. The absence of a certain condition, namely the absence of war, is not equivalent to peace, as peace is not a condition, but rather an active social process which is based on tolerance, social justice and a willingness to achieve reconciliation.

## 2.2 Crisis prevention, conflict management and promotion of peace

In 2005 the Federal Ministry for Economic Co-operation and Development adopted a “multi-sectoral strategy on crisis prevention, conflict management and promotion of peace” (Übersektorales Konzept zu Krisenprävention, Konfliktbearbeitung und Friedensförderung – ÜSK) setting out a binding framework for reviews of all new applications for projects in bilateral development co-operation and technical co-operation since the beginning of 2006. The multi-sectoral strategy (ÜSK) is a guiding principle for non-governmental organisations (NGOs).

### Crisis prevention

- ▶ Crisis prevention designates systematic, planned, coherent action early on at different levels of the state and society in order to reduce the potential for conflict to turn violent during, in the wake of a conflict or after a violent conflict.

- ▶ Crisis prevention in the area of development co-operation comprises projects and tools whose intended effect is aimed at making a contribution to the peaceful resolution of conflicts. Projects are designed in such a manner as to avoid anything which would encourage violent escalation through effects caused by the project.

### **Conflict management**

- ▶ Conflict management comprises all non-military intervention, actors and activities which seek peaceful solutions in the course of conflicts and deal with the aftermath of conflicts in a non-violent manner.

### **Promotion of peace**

- ▶ Promotion of peace includes all measures/interventions which promote a non-violent, solution-oriented manner of dealing with conflicts such as, for example, peace-building and dialogue programmes.
- ▶ Promotion of peace furthermore includes all measures which create the foundations for peaceful coexistence. Among these are also, e.g. activities to alleviate poverty, to foster a just distribution of resources, gender equity, and participation of civil society, a state governed by rule of law, democracy and “good governance”.

In particular the latter area subsumes the “classic” tasks of development co-operation, while peace-building and dialogue programmes traditionally tend to be the domain of peace organisations.

## **2.3 Conceptual strategies**

According to Ropers, a typical conflict goes through five phases which are marked by an increase or decrease in violence. Ropers’ concept describes the phases of the conflict and the factors which contribute to a de-escalation or reduction of a conflict and suggests what interventions are possible in which phase for development co-operation and humanitarian aid (Annex 6.1).

There are a host of concepts for implementing crisis prevention, conflict management and promotion of peace, the best-known of which are briefly discussed below.

### **2.3.1 The do no harm-concept**

The do no harm-concept developed by Mary B. Anderson<sup>1</sup> analyses interrelated effects between the context of conflicts and project interventions. The aim is to neutralise factors which exacerbate conflicts, or at least alleviate their impact, and to strengthen factors which support a non-violent resolution of conflict. The do no harm-analysis is an important tool for improving conflict-sensitive planning and implementation of activities and part of approaches for crisis prevention. Do no harm (DNH) sharpens awareness of positive and negative effects of one’s own behaviour in conflict situations and also draws on negative experience from the area of humanitarian aid. DNH is applied in projects which do not directly focus on (the management of) the conflict, but seek to react to conflicts in a sensitive manner (so-called “working in conflict”).

The concept developed by Mary B. Anderson points out that forces which promote or maintain violence (potential for violence), but also potential for peace, are inherent in any social conflict. The task in development co-operation and humanitarian aid projects which stress the conflict-sensitive

1 Anderson, Mary B., Do no harm. How aid can support war – or peace, Boulder/London 1999.

approach is to make use of and strengthen the potential for peace and neutralise or minimise the potential for violence.

The seven lessons of the do no harm concept and the guiding questions provide a rough overview of the basic idea of DNH. The strategy is described in detail under 5.2 Tools and methods.

### The seven lessons of the do no harm-concept

1. Every intervention in the context of a violent conflict has an impact on the conflict.
2. The conflict context is always characterised by two groups of factors:dividers or tensions, and connectors or local capacities for peace.
3. Every intervention involves an interactive process with both groups of factors – both in the positive and negative sense.
4. The transfer of resources within the framework of project intervention has an impact on the conflict context.
5. Implicit ethical messages within the framework of project intervention also have an impact on the conflict context.
6. The details of an intervention determine its impact on the conflict.
7. Experience shows that there are always alternative options for project interventions.

(Source: CDA 2001 ([www.cdainc.com](http://www.cdainc.com)))

#### Questions for the assessment based on the do no harm-concept

#### ►►CHECKLIST

- ✓ **Strengthen the forces in favour of peace:** Who or what are the binding elements, persons or groups which cross over conflict lines and/or hold out prospects for future peace?
- ✓ **Weaken the potential for violence:** How does the measure impact the potential sources of violence?
- ✓ **Empowerment:** What methods are used to make sure that the interests which are being strengthened prevail? Are other actors hurt by this, either directly or indirectly?
- ✓ **Distribution effects:** Is solely one party to the conflict supported? What effects does this have?
- ✓ **Economic effects:** What impact do subsidies have? Are all of them intended? Is a monopoly on the means of violence or a “peace economy” supported?
- ✓ **Substitution effects:** Does external financing free up local resources which can be used to promote violence?
- ✓ **Perpetuation of violence:** Does outside aid serve as an incentive to perpetuate the violence or warfare because certain interests benefit from this?
- ✓ **Publicity:** Do publications harm the target groups of the programme?
- ✓ **Coherence:** Does the aim of the programme (from the perspective of the target group/partners) contradict those of other projects? Are there contradictory effects in the area of activity which lead to conflict and violence?
- ✓ **Selection of partners:** What is the role of the partners and their influence on the conflict? Do they operate at the societal level at which the conflict has its roots? What are their strengths and weaknesses? Is their physical or psychological security threatened?

### 2.3.2 Local capacities for peace

A further-developed approach of DNH is the concept of “local capacities for peace”. The aim of this concept is to directly influence the conflict by project activities. According to Mary B. Anderson in every conflict there are local capacities for peace among the parties to the conflict, or such capaci-

ties exist in addition to the conflicting parties, whose support can contribute to conflict management and promotion of peace. The strategy of building alliances for peace was first formulated and tried out in practice in Guatemala by John Paul Lederach. He attempted to support self-healing forces in a society profoundly divided by the long civil war.

### **2.3.3 Peace and conflict (impact) assessment**

The concept developed by Kenneth Bush and further refined by Reychler/Paffenholz is suitable for projects aiming at directly influencing the course of a conflict (“working on conflict”). Differently from DNH, the analysis here focuses not only on interactions between the project and its direct environment, but rather goes beyond this to also examine developments in the wider societal context (at the meso and macro levels).

### **2.3.4 Lederach’s model of three levels**

John Paul Lederach’s model of three levels (Annex 6.2) is based on experience gained in non-violent conflict management. It makes a distinction between three societal levels at which conflict management is possible. The possibilities of intervention for external actors depend on the degree of access to these levels and are oriented towards existing societal forces favouring a transformation of the conflict<sup>2</sup>, their interests and needs. The multi-level approach as is described in “Multi-Track Diplomacy” (MTD) constitutes a further refinement of this strategy.

### **2.3.5 Multi-Track-Diplomacy**

It became evident in the 1990s that military intervention and international diplomacy at government level (track 1) is not sufficient to solve conflicts and keep peace. Action also needs to be taken by civil society institutions (NGOs, churches and associations) at the mid social level (track 2) and the grassroots level (track 3). In so-called “Multi-Track-Diplomacy” (MTD), interventions at the different levels complement each other. MTD is a further development of the Lederach model and designates different levels of overlapping thought and action. The creation of contacts and co-operation at different societal levels are basic preconditions for successful conflict management and promotion of peace (contacts, coordination, cooperation and coherence).

2 “Conflict transformation” designates an entire cycle from crisis prevention to conflict management and promotion of peace, stabilising and guaranteeing peace.

# Development co-operation and humanitarian aid in the context of crisis prevention, conflict management and promotion of peace

Crisis prevention, conflict management and promotion of peace all operate in a conflictual environment and are frequently confronted with “new” challenges such as failed or failing states, the socio-economic effects of violence (trauma, disintegration of the social fabric and war-based economies) and intangible aspects of conflict management (deconstruction of enemy images, the strengthening of self-esteem and tolerance for others).

Conflicts are dynamic. Changes in the course of a conflict have to be observed and the projects and programmes adjusted if need be. All interventions in the area of development co-operation and humanitarian aid have an impact. Projects and programmes are not neutral because they always seek to support and strengthen underprivileged groups and eliminate imbalances. As a result, certain groups may be placed at a disadvantage, thus bringing about new conflicts – even if this is unintentional. Organisations working in the field of development co-operation and humanitarian aid are actors in conflict and should be aware of this and adopt a conflict-sensitive approach.

## 3.1 Tensions between conflict management and avoiding conflicts

A distinction is made between three modes of procedure in the international debate over development co-operation and humanitarian aid dealing with conflict contexts which goes back to the Department for International Development (DFID):

- ▶ “Working in conflict”;
- ▶ “Working on conflict” and
- ▶ “Working around conflict”.

“**Working in Conflict**” (conflict-sensitive approach) means developing an awareness of the interaction between development co-operation and conflicts and strategies for avoiding or alleviating the negative effects of intervention on the conflict. This occurs through e.g. the adoption of a do no harm approach in project planning and project implementation, whereby the conflict as such is not directly managed. “Working in conflict” also includes planning exit scenarios for organisations working in the field of development co-operation and humanitarian aid in the event that the security risk for staff is too high.

“**Working on Conflict**” (conflict management) designates project or programme strategies which aim at eliminating the causes of conflicts, the prevention of violent conflicts, the resolution of conflicts or the consolidation of peace processes. This includes e.g. peace-building projects, the promotion of dialogue programmes or the creation of alternatives to a war economy. Elements of DNH are used with “working on conflict” to assess the interaction between the project and conflicts in the project environment, thus complementing conflict management strategies.

Strategies for “working on conflict” projects include:

- ▶ analysing the potential for peace and forging **alliances for peace**;
- ▶ analysing the potential for violence and the development of strategies in order to prevent the formation of **alliances for violence** and to avoid supporting these either directly or indirectly.

“**Working around Conflict**” (or **avoiding or ignoring conflicts**) means that organisations working in a conflictual environment do not take possible interaction between the conflict and their project/

programme into account e.g. they do not work in a conflict-sensitive way. The conflict issue as such is avoided. To take an example: a rural development project ignores conflict over land in designing its programme. Under the "Multi-Sectoral Strategy for Crisis Prevention, Conflict Management and Promotion of Peace" of the BMZ, which was instituted in 2006<sup>3</sup>, this will no longer be possible for technical co-operation projects funded by the Federal Ministry for Economic Cooperation and Development.

### 3.2 Conflict-sensitive design of measures

The following proposals for a conflict-sensitive approach to programmes in the area of economic co-operation and humanitarian aid are the result of a study of development policy practice in countries marked by conflicts, carried out by Dr. Klingebiel on behalf of the Federal Ministry for Economic Cooperation and Development<sup>4</sup>:

#### Development of strategy

- ▶ Crisis prevention and conflict management are reflected in the development of a strategy (e.g. as a country or sector strategy).

#### Coherence

- ▶ In developing a strategy, it is taken into account how and where other areas of policy can make an active contribution to crisis prevention and conflict management, and how these can be coordinated with one another, for example how and what measures in the area of development co-operation can support the initiatives of other actors.

#### A cross-cutting issue

- ▶ The establishment of this issue as a cross-cutting issue within organisations working in the field of development co-operation/humanitarian aid is necessary when projects in such organisations take place for the most part in countries marked by conflicts or crises.
- ▶ In these countries it is often not possible or advisable to assign priority to crisis prevention or conflict management because the topic is avoided in the society or by the government, or citing the conflict is perceived as identifying with one of the parties to the conflict. Situations like these force organisations working in the area of development co-operation/humanitarian aid to be very careful in the use of certain words as well; for example, it might be expedient to refer to "problems in society" rather than "conflict".

#### Hypothetical impact analyses related to conflict

- ▶ A hypothetical analysis of impact offers the possibility to recognise and correct the impact of one's own individual behaviour on conflicts in good time in order to include possible interaction between conflicts (project environment) and project in the strategic planning. Such an impact analysis should not only relate to individual measures, but also include basic development co-operation policy towards the respective partner country (e.g. dialogue between partners) and the development co-operation portfolio.

3 Federal Ministry for economic Cooperation and Development, multi-sectoral strategy "crisis prevention, conflict management and promotion of peace", Bonn 2005

4 cf.: Klingebiel, Dr. Stefan, Entry points for a crisis preventive and conflict-sensitive development co-operation. Analyses and opinions. German Foundation for International Development (4/2001)

### Raising the awareness of staff

- ▶ One of the most important preconditions for a conflict-sensitive approach to development co-operation/humanitarian aid is raising awareness and training of staff of the head-quarter, expatriates and local staff as well as staff of partner organisations.

### Operative measures

- ▶ The possible operative measures (cf. chapters 3.3 and 3.4) emanate from impact analysis related to conflict, the expertise of the organisation and the needs of partner organisations and target groups.

## 3.3 Interventions in humanitarian aid

Development-oriented emergency and transitional aid (EON) frequently operates at a transitional stage between the resolution of an acute (violent) conflict and the long-term improvement in general living conditions. These must be conflict-sensitive **and** act in a development-oriented manner.

Humanitarian aid is generally performed with the aim of achieving balance, while civilian-military co-operation takes place under different conditions, which is why it is viewed in a critical manner, especially by NGOs. Experience shows that civilian organisations can even turn into a target for armed groups in some cases if they have too cosy a relationship with the military. Moreover, armed protection for civilian organisations may unintentionally convey an impression that the use of weapons is accepted (cf. guiding do no harm questions and the DWHH security guidelines).

Systematic analyses of emergency and disaster aid<sup>5</sup> indicate that aid is abused in many cases, directly or indirectly benefiting one of the parties to the conflict and thus exacerbating or prolonging crises. Basic principles have been developed with the aim of strengthening local capacities for peace. These principles seek to avoid unintended effects and strengthen local forces promoting peace. This thus makes a contribution to a non-violent transformation of conflicts. The analyses performed by Anderson related both to experience with intervention measures in response to natural disasters as well as violent conflicts caused by people. The possibilities of abusing aid measures following natural disasters and conflict situations are similar. There is always a danger of unintentionally contributing to the creation, exacerbation or prolongation of conflicts. Many organisations working in the field of humanitarian aid attempt to preclude this danger by agreeing on codes of conduct (e.g. ICRC, international Red Cross organisations, the DWHH). The guiding questions underlying the do no harm concept are a tool to analyse the potential for danger so that counteractive measures can be taken and to analyse the findings generated from this in the planning of measures.

Even if emergency and disaster aid is not able to make a contribution to a structural change in conflicts as a result of the short-term nature of measures, it should nevertheless be sensitive towards conflict in order to avoid exacerbating conflicts through the intervention.

## 3.4 Interventions in development co-operation

The objective of development co-operation is to improve the economic, social, environmental and political conditions of underprivileged groups and thus eliminate the structural causes of conflicts. By promoting underprivileged groups, development co-operation can exacerbate conflicts, however, when the groups which are being assisted demand satisfaction of their rights. This may definitely be warranted because often it is only by exposing conflicts that they can be addressed and resolved. Latent conflicts such as e.g. the constant repression of or discrimination against minorities, the so-

5 cf. Mary B. Anderson

cial exclusion of groups or the refusal of political, economic, social or cultural rights pose constant threats to peaceful coexistence in a society, even if these are not perceived for a long period of time. The so-called empowerment approach within the field of development co-operation is explicitly aimed at compensating for imbalances by assisting and promoting weaker groups. To design such measures along conflict-sensitive lines, development co-operation must act to ensure that forms of non-violent transformation of conflicts are fostered. This is done by strengthening democratic processes and due process of law, by encouraging a dialogue and the negotiation of solutions and by supporting initiatives on the ground.

The field of work “crisis prevention, conflict management and promotion of peace” offers a host of possibilities to have a direct, targeted impact on the course of a conflict, e.g. through:

- ▶ **Supporting non-violent conflict-resolution mechanisms** by strengthening traditional structures for conflict management and continuing education in conflict management and mediation. One example of this approach is the work of the (Swedish) Life & Peace Institute in Somalia, which works with traditional councils of elders and has in addition helped pave the way for the peace process.
- ▶ **Strengthening the participation of civil society and structures of rule of law**, particularly in post-conflict situations:

#### ▶▶ PRACTICE

After the end of the civil war in Mozambique, the Church Development Service supported a project reintegrating former child soldiers. At the same time a Mozambican therapist supported the reintegration process by working closely together with traditional healers. In the presence of the entire village, the cleansing ceremony involved recognition of their responsibility and their asking for forgiveness from the victims and their families. The young people were then taken in again by their families and the village. In the follow-up trauma therapy, which the families were also involved in, social relationships were restored. In addition, the young people received training to open up occupational prospects, which was at the same time of benefit to the village. ◀◀

- ▶ **Developing income-generating possibilities**, which constitute an alternative to war-based economies which thrive on violence:

#### ▶▶ PRACTICE

In Afghanistan the DWHH is assisting a project for the production of rose oil which offers families an alternative source of income to the cultivation of poppy and opium production. Rose cultivation was selected because it promises a much higher income than e.g. the cultivation of wheat. It thus constitutes an important alternative to opium. Because the cultivation of poppy by small farmers often comes under pressure, the alternative is very welcome to farmers. ◀◀

- ▶ **Assistance for human rights work**, such as for example by MISEREOR in Angola, in which a national human rights organisation is assisted in the execution of seminars and conferences and in the production of radio programmes on educating people about human rights.
- ▶ **Promotion of peace alliances** through encounter and dialogue programmes and strengthening structures which make dialogue possible:

#### ▶▶ PRACTICE

“In Cyprus the strength of the network for the promotion of peace was especially due to the strong link between government, multilateral and non-governmental actors. What has developed into a network here was a form of interaction between primarily American working NGOs for conflict management who trained Cypriots in conflict management and to become trainers themselves. The trainees tried to gradually overcome the lines separating the two population groups by means of dialogue and encounter and other activities. In these activities they received the assistance of semi-state institutions such as the American Fulbright Commission, government offices such as



the American embassy and multilateral institutions such as the United Nations. With the assistance of such actors, the Cypriots were at least able to surmount obstacles set up by the state to prevent the encounter.”<sup>6</sup> ◀◀

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6 Müller, Barbara, Possibilities for the promotion of alliances for peace in conflict regions by external grassroots organisations. Working paper no. 17, January 2002, ISSN 1439-4006, International Society for Peace, Kassel

# 4

## The work of Deutsche Welthungerhilfe in the area of crisis prevention, conflict management and promotion of peace

### 4.1 The position of Deutsche Welthungerhilfe

Conflicts play a role in almost all countries and sectors (e.g. water, land, HIV&AIDS, disadvantaged young people and women) in which DWHH works. DWHH's presence and the commitment in these sectors oblige DWHH to choose careful and conflict-sensitive approaches in **all projects and programmes** in order to:

- ▶ avoid unintentionally contributing to an exacerbation of conflicts;
- ▶ avoid endangering the success of project measures due to the effects of conflicts,
- ▶ avoid endangering staff; and
- ▶ ensure that as great a contribution as possible is made to reducing conflict.

It is with this in mind that a **conflict-sensitive project management** is to be established as a **cross-cutting issue**. This means that projects and programmes are planned, executed, controlled and evaluated in a conflict-sensitive way through the systematic application of DNH.

Active management of conflicts in the sense of "working on conflict" is assigned to priority support area 5.3 "Conflict management and peace-building". The precondition for these projects is that expert know-how is available at the local level – in the external structure or with the partner organisation – and that DWHH be able to make use of the experience of partners and can support and strengthen them. It is to this end that DWHH also makes use of the expertise of external experts or specialised organisations. Preparation for these projects includes a comprehensive conflict analysis during the project identification. The conflict analysis serves the purpose of assessing risks and forms the basis of the planning (cf. also DWHH's security guidelines). The development of conflict-sensitive indicators constitutes an important element of the project planning matrix. The list of indicators developed by Spelten (under 5.2.4) can be used as orientation here.

The DWHH's **security guidelines** are an important fundament for the personal and institutional assessment of risks and provides fundamental guidelines on how to deal with risks. The principles and options for action described in the security guidelines have come about through years of actual practice and conform to international standards. As a tried-and-proven tool introduced by DWHH, the security guidelines supplement approaches to a conflict-sensitive design of projects and programmes.

### 4.2 Experience to date and "lessons learnt" for conflict-sensitive project management

A systematic analysis of conflicts and their relevance to the work of DWHH has scarcely taken place to date. DWHH nevertheless has had a considerable amount of experience providing a good basis for a general, systematic conflict-sensitive design of projects. This experience includes:

- ▶ The promotion of **peace alliances** through dialogue programmes, peace-building and the establishment of centres / meeting places (for example, the DWHH project in **Burundi**);
- ▶ The creation of **alternative income possibilities** aimed at extricating parties from war economies based on violence (for example, the DWHH project in **Afghanistan** aimed at the promotion of rose cultivation and the production of rose oil as an alternative to opium production);
- ▶ Assistance for **mechanisms of non-violent conflict resolution** by means of peace education, mediation and support of local groups (for example, the DWHH projects in **Columbia** and **Liberia**);

- ▶ **“Capacity building”** for local groups aimed at making a contribution to peaceful conflict settlement, e.g. through education and training, counselling and legal aid in conflicts over land issues (for example, the DWHH project in **Bolivia**);
- ▶ **Trauma and reconciliation work**, e.g. through reintegration in society, assistance and empowerment of victims of violence, or through re-integration and assistance for child soldiers (reconciliation work is part of project activities in **Burundi** and **Sri Lanka**; trauma work has rarely taken place in DWHH projects to date);
- ▶ **Strengthening of solidarity and sense of belonging** through assistance for village development plans, self-organisation or round tables (for example, DWHH projects in **Sri Lanka**).
- ▶ **Consolidation of peace** in post-conflict situations through food security and promotion of peace along with reconstruction and the strengthening of dialogue (for example, DWHH projects in **Angola** and the **Sudan**).

In order to be able to draw conclusions from the experience for the future work of DWHH, a survey was performed on eight DWHH projects working in the areas of crisis prevention, conflict management and promotion of peace in January 2006 addressing the question as to whether, and if so, how do no harm is taken into account already at the planning stage and respective measures planned. The following **“lessons learnt”** were summarised on this basis:

#### Lessons learnt

#### ▶ PRACTICE

- ✓ If conflict management projects are conceived to follow up emergency aid projects, a reorientation is required for the project and target group in order to clarify the prerequisites (needs, acceptance, potential for conflict and risks) and objectives. Analyses of other organisations which have already been carried out may be made use of in some cases.
- ✓ The inclusion of partners in the conflict and risk analysis is an important precondition for successful execution of the project.
- ✓ The selection of target groups should be performed in a clear, transparent manner in order to avoid possible conflicts.
- ✓ The planning of the project must take the conflict-sensitive approach into account and formulate indicators to measure impact.
- ✓ It is not sufficient to proceed along conflict-sensitive lines merely with one component while ignoring conflict potential with other components. This gives rise to the danger that (unintended) negative effects could exacerbate the conflict.
- ✓ Do no harm training is an appropriate means of sensitising staff and partner organisations to the interactions between the project and the conflict, and of creating the preconditions for conflict-sensitive planning and implementation. ◀◀

Before the decision is made to conduct projects in the area of crisis prevention, conflict management and promotion of peace, financing should be secured for processes aimed at reducing conflict over the medium and long term.

### 4.3 Public relations and educational work

Project work and the guiding political principles of DWHH have to conform with one another in order to strengthen the impact of the work and to ensure that these are perceived as coherent and credible. For lobbying, education, public relations and the organisation of campaigns, this means that the issues around crisis prevention, conflict management and promotion of peace are addressed in connection with the projects of DWHH.

The objectives of policy oriented and effective public relations in these areas in the countries of the North include:

- ▶ Presenting the “conflict-sensitive approach to project management” in public-relations;
- ▶ Revealing of constraints of project activities resulting from difficult political conditions of the overall framework;
- ▶ Acting as “advocates of the poorest and weakest” to show political decision-makers conflicts and crises in project countries of DWHH, their causes and their impact and call for political solutions (advocacy);
- ▶ Trying to win the support of media and decision-makers from different areas of society for these objectives;
- ▶ Attaining acceptance among the general public for these objectives.

In the countries of the South DWHH can assist partner organisations and civil society groups in their lobbying, while at the same time crisis prevention and promotion of peace measures are taking place.

At the national and, if warranted, the international level, DWHH supports peace agreements, UN resolutions and UN missions by reporting to the public on these. An important principle in the execution of respective lobbying and public relations is coherence: lobbying must be based on concrete project experience. At the same time it is necessary to closely coordinate all organisational units of DWHH which are involved (e.g. policy and campaigns, press, information, education and marketing).

#### ▶▶ PRACTICE

#### “Survival: a women’s issue” – women and armed conflicts

DWHH put the focus on the everyday lives of women in wartime at the centre of its public-relations using this slogan. In 2003–2004 the campaign communicated the special role of women in and after armed conflicts to people interested in development policy in Germany. It illustrated how women are affected in a much different manner than men are, and that women and girls bear the main burden for the survival of the weaker and develop their own survival strategies. Nevertheless, they usually do not have any say in the decision to make peace and reconstruct war-shattered societies, and they frequently draw the short straw when resources are redistributed and a peaceful society is built anew. The campaign sent out a plea to assist women in their struggle to survive thus involving men **and** women in the effort to secure peace. It is at the same time based on the experience and strategies from projects carried out by DWHH (coherence).

A pilot project developed out of the campaign: one result of a conference was the co-operation between DWHH and medica mondiale in Liberia, where the latter has carried out a component called “coping with trauma” with women within the framework of a DWHH project. ◀◀

# The implementation of programmes and projects in the area of crisis prevention, conflict management and promotion of peace

## 5.1 Principles of the conflict-sensitive approach in the design of measures

### 5.1.1 The general validity of human rights

Features of unjust structures and mechanisms of repression, the failure to satisfy economic, social and cultural rights and the violation of individual human rights are often a reflection and cause of conflicts and their violent handling at once. That is why strategies aimed at ensuring respect for human rights are a necessary part of all measures carried out in the area of crisis prevention, conflict management and promotion of peace.

### 5.1.2 The need for inclusion

Sustainable conflict resolutions can only be achieved if all the parties to a conflict are included in the process of conflict transformation. For development co-operation this definitely does not mean that equal weight should be assigned to the interests of all the parties involved, as it usually focuses on underprivileged and poor people. Peaceful conflict resolution requires dialogue, negotiations, accommodation of interests, compensation and agreements in which all the parties involved and their interests have to be taken into account in order to allow structural changes to the benefit of the underprivileged. The partisanship of development co-operation in favour of underprivileged groups may make latent conflicts more visible and even bring these to a point. Inclusiveness, i.e. the inclusion of all parties to the conflict in the process of finding a solution therefore does not mean accepting illegitimate positions, but rather the application of generally valid principles such as human rights which are not negotiable as such.

### 5.1.3 Gender equity

There is a (direct) correlation between gender relations and conflicts. In most countries the roles ascribed to women and men have a negative impact on socio-economic and political structures. Such unjust gender relations create a potential for conflict.

The more or less marked discrepancy in power held by men and women in many societies is frequently capitalised on and exacerbated by violent conflict and wars. In many conflicts, for instance, rape becomes “part of the war strategy”. By the same token, women are the ones who attempt to survive under difficult conditions. They are frequently the ones who assume responsibilities going considerably beyond their traditional roles. In post-war situations this often leads to conflicts when men attempt to re-establish their supremacy.

Women suffer from armed conflicts and their effects in many different ways. They are usually viewed to be victims, which blinds people to other possible roles. Women are scarcely perceived as combatants in the public eye, for instance.

Women are often “forgotten” in peace agreements and re-integration programmes. A sustainable peace is only possible when values and standards which are discriminating a socially underprivileged group are changed, when society learns to establish non-hierarchical relationships based on equal rights between the genders. In 2000, the United Nations Security Council already unanimously adopted Resolution 1325 calling for a greater involvement of **women at all levels** in preventing, coping with and resolving conflicts ([www.internationalefrauenliga.de/un%20Resolution%201325.html](http://www.internationalefrauenliga.de/un%20Resolution%201325.html)).

In many conflicts the involvement of women in the peace process has proven to be a sort of guarantee of the viability of approaches to solutions. It is frequently the women who keep the dialogue going across the lines of conflict, who lead the initiative for peace and reconciliation.

## 5.2 Tools and methods

From the large number of tools and methods which exist, those tools and methods are presented here which are of direct relevance to the work of DWHH. Additional references to material and literature are contained in the Annex.

### 5.2.1 Rapid appraisal of projects and programmes

The following checklist is generally recommended in carrying out a brief review of programme planning and management in the context of conflicts:

#### ▶▶ CHECKLIST

#### Rapid appraisal of projects and programmes

- ✓ Are there latent conflicts in the project region/in the country holding a danger of violent escalation? Are conflicts carried out by violent means?
- ✓ Do DWHH and the partners have access to analyses of conflicts by other organisations (for the project region/the country)? If not, does it appear advisable for DWHH to perform such an analysis?
- ✓ Is a conflict-related country policy available? Is this policy oriented toward active promotion of conflict management by civil society?
- ✓ To what extent has a conflict-sensitive project assessment been carried out/is supposed to be carried out in order to guarantee the success of the project?
- ✓ Does DWHH or do the partners have the opportunity to forge alliances with other organisation in order to jointly act to minimise, reduce or avoid violence?
- ✓ Is it possible for DWHH to ascertain the attainment of the objective (minimisation of conflict potential)?

### 5.2.2 Conflict analysis

In the context of conflict, the analysis of conflict is a necessary element in the planning, development and review of regional and country policies and project-related measures.

Because conflicts are by nature dynamic, it is advisable to repeat conflict analyses in the course of implementation when special events take place or changes can be expected in the conflict constellation. If partner projects are involved, the partner organisation must be included in this analysis.

The most important elements in a conflict analysis are:

- ▶ **The subject** of the dispute;
- ▶ **The conflict context:** geographic, cultural, political, social, economic, institutional conditions, external factors, connecting and dividing elements;
- ▶ **Course of the conflict:** history of the conflict, current phase of the conflict and degree of escalation;
- ▶ **Actors** involved in the conflict: directly and indirectly involved parties, their positions, interests and needs, in particular the interests and attitudes of co-operating partners and target groups towards the conflict;
- ▶ **Options for action:** presentation of the options of the various actors and the latitude of DWHH partners to take action;
- ▶ **The role** of DWHH and the intended **effects** of its interventions.

Conflict Analyses are also part of a comprehensive “**peace and conflict (impact) assessment**” or a **do no harm analysis**.

## ▶▶CHECKLIST

Guiding questions for the conflict analysis<sup>7</sup>**Conflict framework**

- ✓ What is the (best-known) conflict about at the macro level?
- ✓ At what levels is the conflict taking place?
- ✓ What additional conflicts are taking place at the meso and macro levels?
- ✓ Do the conflict lines run across e.g. regional or national borders?

**Actors**

- ✓ Are the actors belonging to majorities or minorities?
- ✓ Are the actors national/international parties?
- ✓ What groups of actors tend to assume central roles and which ones peripheral ones?
- ✓ Are key individuals acting as partisans to the conflict?
- ✓ Who (persons or groups) has an interest in prolonging the conflict?
- ✓ Who (persons or groups) has an interest in ending the conflict?

**Conflict themes and attitudes**

- ✓ What are the main conflict issues for the various parties? What do they identify as the problem/conflict?
- ✓ What are the positions of the parties with respect to the conflict themes?
- ✓ What interests lie behind the positions of the individual parties with respect to the different conflict themes?
- ✓ Where is there agreement/disagreement between whom?
- ✓ Which of these themes are of what importance to which parties?
- ✓ To what extent do the parties identify with the themes?
- ✓ To what extent are the parties aware of the conflict issues bearing relevance to the opponents?
- ✓ What expectations do the parties have of one another or third parties?

**Relations within and between the parties of the conflict**

- ✓ What is the power constellation?
- ✓ Do the parties to the conflict stand in any relationships to one another? If so, of what nature?
- ✓ Do certain parties to the conflict exercise an influence on other parties? If so, what type of influence? Is pressure exerted in any particular form?
- ✓ What are the conflict lines between the parties? Have there been any significant changes in the course of the conflict?
- ✓ Is the positioning of the parties to the conflict clear-cut or does it overlap?
- ✓ Are persons/groups threatened who do not wholeheartedly support one party to the conflict?
- ✓ How do the parties behave towards indifferent groups/persons?

**Genesis/causes of the conflict**

- ✓ Where do the parties involved see the causes of the conflict?
- ✓ Where do outsiders see the causes of the conflict?
- ✓ What are the primary causes?
- ✓ What are the secondary causes (causes maintaining and prolonging the conflict)?

7 Based on Dirk Sprenger, Kontrair, 2002, ([www.kontrair.de](http://www.kontrair.de))



**Course of conflict/conflict dynamics**

- ✓ Frequency of cases of conflict: How often do conflicts occur, in what situations, and what parties are involved?
- ✓ Are there times/circumstances in which the number of conflicts tends to be particularly high or low?
- ✓ At what level of escalation are the different conflict?
- ✓ What do the parties to the conflict perceive to be positive/negative turning points in the course of the conflict?
- ✓ What are the crucial events in the course of the conflict?
- ✓ Is anyone fomenting the conflict? What is the underlying intention?

**Manner of coping with conflict management up to now**

- ✓ What strategies are used by which persons/groups in what situations and with what impact?
- ✓ Are there culturally established, institutionalised forms for conflict management?
- ✓ How binding are these processes?
- ✓ Who takes advantage of these and in what situations?
- ✓ What attempts to reach solutions have there been to date, and what impact have they had for whom?

**5.2.3 Do no harm-matrix and list of questions**

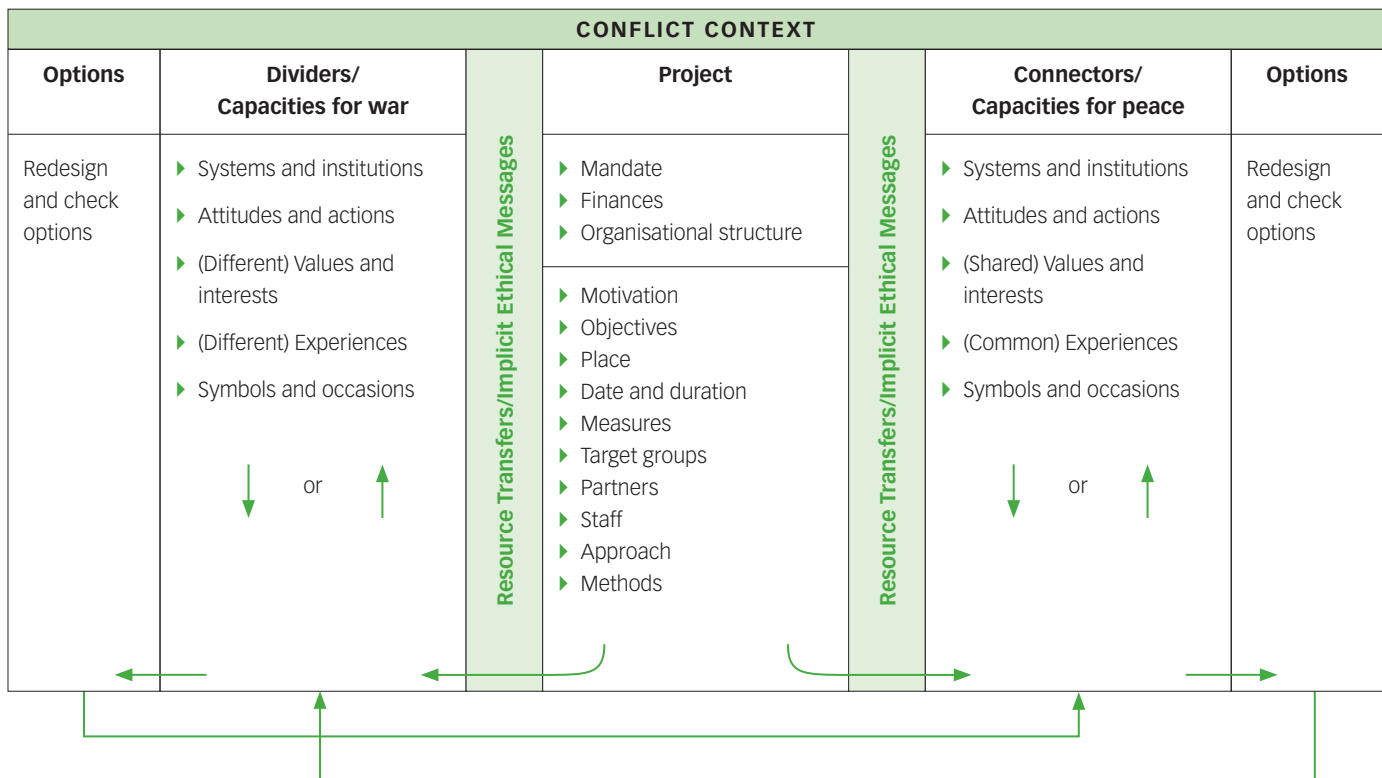
The **matrix** developed within the framework of the do no harm concept visualises the steps which are required for a do no harm analysis. A list of guiding questions has been developed to this end which is based on the seven steps in the hypothetical impact analysis based on do no harm and can be adapted for the respective conflict situation. Specific questions have been devised as an orientation for the analysis in steps 1 to 5. This was not possible for steps 6 and 7. These analytical steps involve the search for and review of alternative options for the project measures and these depend on the respective project.

**The seven steps in the hypothetical impact analysis in accordance with “Do no harm”**

- Step 1: Understanding the context of the conflict
- Step 2: Analysis of dividers and the sources of tensions
- Step 3: Analysis of connectors and local capacities for peace
- Step 4: Analysis of the project
- Step 5: Analysis of the impact of the project on the context of conflict
- Step 6: Search for alternative options for the project measure
- Step 7: Testing of options and re-design of project measures

(Source: CDA 2001)

**Do no harm matrix for considering the impact of aid on conflict**



(Source: based on Sprenger 2004 and Anderson 1996)

**Guiding questions for the impact analysis based on the do no harm-concept****►►CHECKLIST****Step 1: Understanding the context of the conflict****Context of the conflict**

- ✓ What context of the conflict should be analysed?
- ✓ How is this conflict to be delineated in geographic and social terms?
- ✓ What inter-group conflicts are at the focus of analysis?

**Step 2: Analysis of dividers and the sources of tensions****Systems and institutions**

- ✓ In what respect do societal groups differ in terms of their own perception, and what differences as sources of tensions can be identified (political orientation, ethnic origin, socio-economic status, lifestyle, religion)?
- ✓ What societal structures are perceived by the groups as unjust?
- ✓ What institutions are controversial, and which ones aggravate the tensions?

**Attitudes and actions**

- ✓ What attitudes can be perceived which create divisions between people and cause tensions to arise between them?
- ✓ What actions are performed by individuals or groups which serve as the cause of tensions?

**Values and interests**

- ✓ What cultural, philosophical and religious values distinguish the groups, and what causes tensions to arise between them?
- ✓ What different interests are the groups pursuing? What differences in interests are perceived by the groups?

**Experience**

- ✓ What historical experience do the groups have with one another which relate to the tensions?
- ✓ What historical experience is cited in order to draw attention to differences between the groups?

**Symbols and events**

- ✓ What symbols are used by the different groups in order to express their own identity and which ones create tensions?
- ✓ What events such as holidays are of special importance to the groups in terms of their identity, and which ones are perceived as fraught with tension?

### Step 3: Analysis of connectors and local capacities for peace

#### Systems and institutions

- ✓ What commonalities do the societal groups have in terms of their own perception, and what commonalities are of a bonding nature or hold out the potential for such (political orientation, ethnic origin, socio-economic status, lifestyle, religion)?
- ✓ What societal structures link the groups or can bring them together?
- ✓ What institutions are non-controversial in the view of the groups involved, and which ones are seeking co-operation?

#### Attitudes and actions

- ✓ What attitudes can be perceived which connect and bond people?
- ✓ What actions are carried out by individuals or groups together or which ones express commonalities?

#### Values and interests

- ✓ What cultural, philosophical and religious values do the groups share and which ones connect them?
- ✓ What interests do the groups have in common?

#### Experience

- ✓ What historical experience have the groups had with one another in the way of peaceful co-existence?
- ✓ What historical experience is cited to draw attention to connectors between the groups?

#### Symbols and events

- ✓ What symbols do the groups hold in common allowing them to express their own identity?
- ✓ What events such as holidays are of common importance to the groups in terms of their identity and which have a bonding effect on them?

### Step 4: Analysis of the project

#### Mandate

- ✓ What is the mandate of the organisation?
- ✓ What requirements of the mandate bear relevance to the project measure?

#### Organisational structure

- ✓ How is the organisation structured internally?
- ✓ What decisions can be made by whom which bear relevance to the project measures?

#### Financial situation

- ✓ What does the financial situation of the organisation look like?
- ✓ Who funds the organisation/project measure and what conditions are related thereto?

**Motivation and objective**

- ✓ Why are these project measures supposed to be carried out?
- ✓ What is the motivation to carry out the project?
- ✓ What objectives are pursued with the project measure?

**Location**

- ✓ Where are the project measures to take place?

**Dates and periods**

- ✓ When are the project measures to be carried out?
- ✓ What is the period for the project?

**Activities**

- ✓ What activities should the project measures include?

**Approaches and methods**

- ✓ How should the project measure be designed?
- ✓ What strategies have been adopted?
- ✓ What methods are being used?

**Target groups**

- ✓ For whom are the project measures being carried out?
- ✓ Who are the target groups and beneficiaries?

**Project partners**

- ✓ What kind of co-operation is part of the project implementation?
- ✓ Who is being included as a partner?

**Staff members**

- ✓ By whom is the project measure to be carried out?
- ✓ Which and how many staff members will be needed and used?

**Step 5: Analysis of the impact of the project on the context of conflict****Transfer of resources (e.g. consultancy programmes)**

- ✓ What resources are being transferred through the project measure?

**Distribution effects**

- ✓ How are resources being distributed through the project?
- ✓ What social groups benefit from the project measure, which ones do not, and which ones benefit less?
- ✓ How do connectors and dividers in the conflict context influence the distribution of resources through the project measure?

**Market effects**

- ✓ How does the transfer of resources by the project influence local markets or the local context?
- ✓ What impact do these market effects have on the connectors and dividers?

**Substitution effects**

- ✓ What local resources or sources of resources are affected by the transfer of resources through the project measure?
- ✓ What impact do these substitution effects have on connectors and dividers?

**Effects of misappropriation**

- ✓ What project resources have been stolen, directly or indirectly confiscated, misappropriated or not used for the intended purpose?
- ✓ What impact do these effects related to misappropriation have on connectors and dividers?

**Legitimation effects**

- ✓ What social group's legitimacy is strengthened by the transfer of resources – as recipients or intermediaries?
- ✓ What impact do these legitimation effects have on connectors and dividers?

**Implicit ethical messages**

- ✓ What implicit ethical messages are being conveyed by the project and its staff and what impact do these have on connectors and dividers in the context of the conflict?

**Cultural characteristics**

- ✓ Are implicit ethical messages being conveyed in connection with the cultural characteristics of project staff?
- ✓ What impact does this have on connectors and dividers?

**Living standard**

- ✓ Are implicit ethical messages being conveyed in connection with the living standard of the project staff?
- ✓ What impact does this have on connectors and dividers?

**Use of resources**

- ✓ Are implicit ethical messages being conveyed in connection with the use of resources by project staff?
- ✓ What impact does this have on connectors and dividers?

**Disrespect and competition among external actors**

- ✓ Is disrespect and competition prevailing among the external actors? What implicit ethical messages are conveyed as a result?
- ✓ What impact does this have on connectors and dividers?

**Powerlessness**

- ✓ Do project staff try to escape their responsibility and does this convey implicit ethical messages?
- ✓ What impact does this have on connectors and dividers?

**Tension and mistrust**

- ✓ Do the project staff exhibit a great deal of tension and considerable mistrust? What implicit ethical messages are conveyed as a result?
- ✓ What impact does this have on connectors and dividers?

**Different values attached to human lives**

- ✓ Are local staff adequately involved in emergency planning? What implicit ethical messages are conveyed if this is neglected?
- ✓ What impact does this have on connectors and dividers?

**Victimisation and demonisation through public-relations**

- ✓ Does public-relations work with images and a language emphasising the cruelty of the conflict and people's suffering? What implicit ethical messages are being conveyed as a result?
- ✓ What impact does this have on connectors and dividers?

**Weapons and power**

- ✓ Are weapons used for self-protection and what implicit ethical messages are conveyed as a result?
- ✓ What impact does this have on connectors and dividers?

(Source: based on CDA 2001)

#### 5.2.4 Conflict monitoring

Conflict monitoring, i.e. the monitoring of changes in conflict dynamics, is particularly important in the case of conflicts in which there is a risk of escalation as well as for projects whose task is conflict management itself (working on conflicts). Several methods are available for conflict monitoring:

- ▶ The periodic repetition of conflict analyses and do no harm analyses;
- ▶ The use of question matrixes bearing relevance to the conflict;
- ▶ The development of conflict indicators and their verification as part of the project planning and the M&E process;
- ▶ The use of already-existing lists of indicators.

Generally speaking, in monitoring conflicts the question must be raised as to what information will be needed in order to be able to assess the development of the conflict dynamic which could have an effect on the project.

#### **Conflict indicators (“List of indicators developed by Spelten”)**

The following list includes conflict indicators involving some of the sectors under analysis which appear to be particularly important. It is an excerpt from a comprehensive paper written by Angelika Spelten (see the bibliography).



## List of indicators developed by Spelten

## ▶▶CHECKLIST

**A Structural conflict factors and crisis potential****Sector of analysis 1: structural disparities**

- 1.1 Does the distribution of wealth coincide to a significant degree with factors creating identity such as ethnic, religious, regional or cast belonging?
- ✓ no      ✓ yes
- 1.2 Is there a clear, politically intended dominance on the part of religious, regional or other groups with a common group identity in the composition of political actors or institutions?
- ✓ no      ✓ yes, in:
  - ✓ Government institutions (executive branch, etc.)
  - ✓ Security forces
  - ✓ Political parties

**Sector of analysis 2a: Societal awareness of conflict**

- 2.1 Are the competitive conditions as determined under 1 usually addressed in private discussions?
- ✓ No or only as an exception; it is politically suppressed
  - ✓ No or only as an exception; there are cultural barriers to expressing political opinions
  - ✓ Yes
- 2.2 Are political interests or positions associated with ethnic, religious or regional groups in the public arena (e.g. in the media, gatherings, speeches, as a musical theme)?
- ✓ No, these are primarily associated with political groups
  - ✓ No, no association is made
  - ✓ Yes

**Sector of analysis 2b: legitimacy of state institutions**

- 2.5 Are decisions made by institutions generally implemented by the executive?
- ✓ No      ✓ Yes
  - ✓ In part      ✓ No decisions capable of implementation are made

**Sector of analysis 3: external influence on the conflict potential**

- 3.1 Is the country a destination for immigrants or migrants from neighbouring countries?
- ✓ No, there is no significant pressure from migration
  - ✓ Yes, there is pressure from migration, but this has not had a negative impact on political stability to date
  - ✓ Yes, and this is causing an increase in tension in some localities
  - ✓ Yes, and this is making it increasingly difficult to meet basic needs throughout the entire country, causing outbreaks of violence or political tensions
- 3.2 Are there violent conflicts between groups in a neighbouring country who have a close relationship with elements of the population in the country under analysis?
- ✓ No      ✓ Yes

## B Future strains caused by the process of modernisation or transformation

### Sector of analysis 4: forecast of future conflict accelerators

4.1 Have decisions already been made by national institutions or international organisations, or is the probability very high that decisions will be made which could cause significant changes in political, economic or social structures?

- ✓ No
- ✓ Yes, in one or more of the following areas:

Additional areas of examination in sector of analysis 4:

- ✓ Political system (e.g. constitutional reform, transformation of the governmental system, referendums, elections)
- ✓ Underlying economic conditions (e.g. agreements on structural adjustments, privatisation)
- ✓ Internal social structures (e.g. through agrarian reform, resettlement schemes or controversial mega projects)

### Sector of analysis 5: collective perceptions of threat

5.1 Have any of the ethnic, religious or regional groups specified under 1 had collective experience of massive economic or political discrimination or use of violence by members of another group?

- ✓ No
- ✓ Yes

5.2 Do the current political and/or economic processes show clear parallels to these historical experiences or are such parallels subjectively perceived by one or more groups?

- ✓ No
- ✓ Yes
- ✓ Tendency rising

## C Strategies of conflict management and potential for violence

### Sector of analysis 6: trends towards internal polarisation of society

6.1 Are interaction and communication between the various social groups in everyday life declining (e.g. in previously common institutions or at festivals)?

- ✓ No
- ✓ Yes, in:
  - ✓ A few regions
  - ✓ There is a trend towards this throughout the entire country

6.2 Have individual parties to conflicts withdrawn from political institutions, have these been dissolved by the government or military or rendered inoperative?

- ✓ No
- ✓ This has not happened, but there is a threat that it might
- ✓ Yes

6.3 Is group consciousness being reinforced, e.g. through ethnic, religious or regional membership becoming a more frequent topic or issue in everyday life or political discussion?

- ✓ No
- ✓ Yes, with tendency rising
- ✓ Yes, with a sharply rising trend

**Sector of analysis 7a: changes in the political strategy of individual actors**

7.1 Do opinion leaders who influence politics in the media or government demonise certain religious, regional or ethnic groups in a systematic manner (exploiting ethnicity)?

✓ No      ✓ Yes

**Sector of analysis 7b: increasing use of force and violence**

7.4 Has the number of political prisoners increased sharply over the last 6–12 months?

✓ No      ✓ Yes

7.5 Have the parties to the conflict increased their potential for violence in the period under report (e.g. through arms purchases or the formation of militant units) or have they entered into alliances with existing armed units (e.g. secret police, guerrillas)?

✓ No      ✓ Yes

**Evaluation**

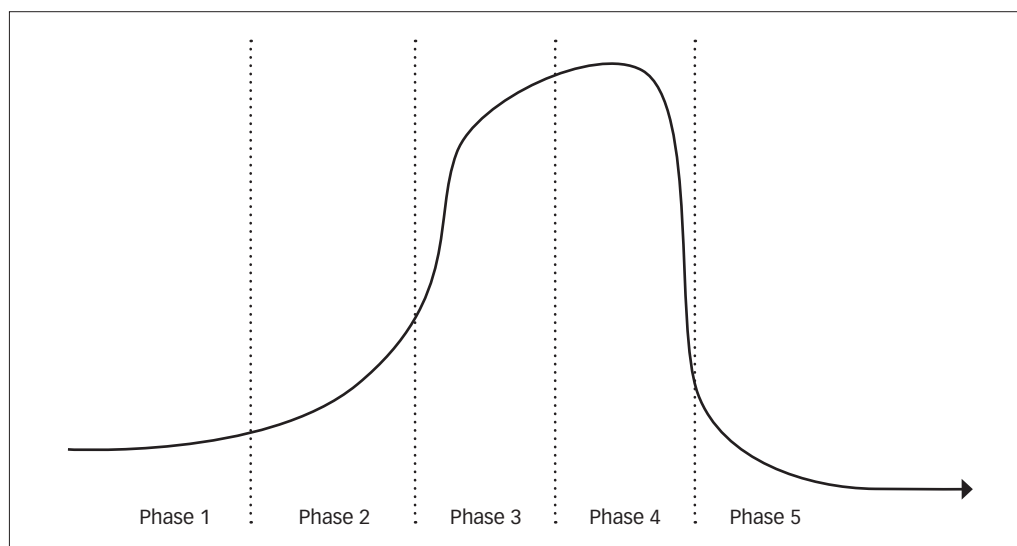
Categorisation of a country according to needs for preventive measures

Stable need ——— growing need ——— acute need

(Source: based on excerpts from Spelten 1999)

# Annex

## 6.1 Ropers' model of phases



Norbert Ropers<sup>8</sup> has identified five typical phases in conflicts:

### **Phase 1: The latent conflict down to the outbreak of a political crisis**

Although there are differences of opinion between the parties to the conflict, the debate is only taking place at the political level. No polarisation is taking place in the form of demands which exclude others.

### **Phase 2: The conflict is leading to confrontation, but there is no violence yet**

Polarisation has begun between the parties. The conflict has become visible, but no violence has occurred yet and the parties are still willing to make compromises. This attitude may come about because the parties are afraid of the conflict escalating.

### **Phase 3: The violent confrontation**

The beginning of this stage is marked by the systematic use of violence by both sides in an effort to reach their objectives. The escalation of violence may take place in stages (from occasional attacks all the way to open warfare). Military leaders and their strategies are gaining importance compared to political leaders. In addition, a "war economy" and a "culture of violence" may come about.

### **Phase 4: End of the war**

This stage may last a long time because cease fire agreements are violated, often leading to a "regionalisation" of violence.

### **Phase 5: Post-war era**

The use of violence is no longer accepted. Peace has to be put on a secure long-term footing and consolidated.

<sup>8</sup> Leonhardt 2001, based on Ropers, Norbert, 2002, pp. 37–38

## 6.2 Lederach's model of three levels

John Paul Lederach<sup>9</sup> distinguishes between the following three levels:

### Upper level of leadership

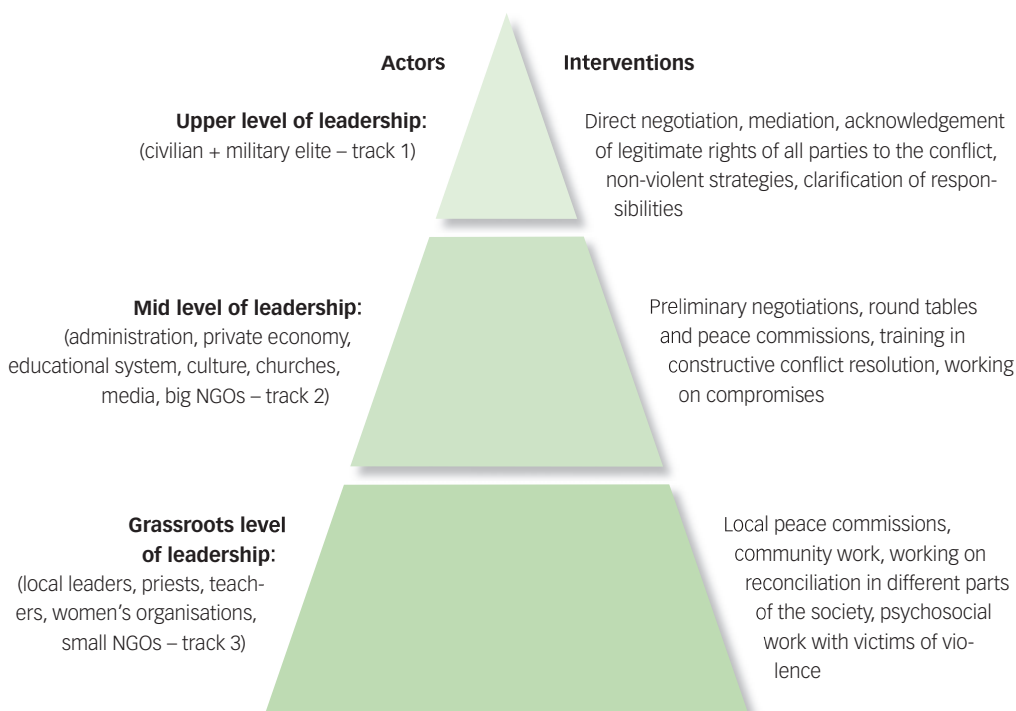
At the highest societal level are found the national leaders, who are members of the government, the military command structure and the leaders of the opposition. The primary feature of these actors is their control of power which excludes others in part. In addition to this comparative advantage, they are often less flexible as a result of their position in public (including in negotiations) because they fear to lose face or the support of their followers.

### Mid level of leadership

At the mid level of leadership, according to Lederach, are those forces that have the advantage of good contacts with authorities and structures at the upper level of leadership as well as social groups at the grassroots level of leadership. Their power base is much smaller and tends to be based on a network of relationships rather than publicly conferred power. Relationships here often extend across conflict lines.

### Grassroots level of leadership

Lederach assigns to the lowest level of leadership, the grassroots level, leaders and persons holding leadership functions at the local community level. These are those actors who are most directly affected by the everyday effects of the conflict. The situation often forces them to fight for survival in the scramble for food, water and security. The conflict lines often run straight through local communities and the population experiences hostile actions and deep-rooted hatred on a daily basis.



<sup>9</sup> Leonhardt 2001, based on Lederach, John Paul, 1997, pp. 39

Local leaders have the advantage of having direct contact with the “population in general”. They have an intimate knowledge of the living situation of the population and the way that the population perceives conflict. Their dilemma is their position in society, which on the one hand gives them a better understanding of the effects of the conflict, but on the other works as a constraint on their overview of the conflict and their decision-making latitude.

### **Strategic points of departure**

There are three strategies for the promotion of peace in accordance with the three levels:

#### ▶ **Top-down approach**

Strategies which focus on the top level of leadership are referred to as “top down” approaches. They focus on “imposing” and assume that the solutions negotiated by the national leadership will be imposed all the way down to the lowest level.

#### ▶ **Bottom-up approach**

In contrast to the top-down approach, “bottom-up” approaches are based on the assumption that changes taking place at the lower level will ultimately spread throughout the entire society.

#### ▶ **“Middle-out” approach**

Lederach supplements the first two strategies with the “middle-out” approach, i.e. from the mid level leadership. Leaders at this level can reach all important actors. This is based on the comparative advantages of their contacts across conflict lines reaching both into the upper and the grassroots levels and as a result their understanding of the various societal groups and their respective perceptions. This mid level leadership is thus an important point of departure for all types of activities promoting peace in Lederach’s view.

The concept of multi-track diplomacy also uses these three levels of society. It is based on a strategy which provides for coherent activities at all the levels.

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- ▶ Orientation Framework Emergency Aid

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- ▶ Country concept Haiti
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- ▶ Country concept Cuba
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Adriana Guerra with schoolchildren at the Santa Fé Elementary School, Antioquia, Columbia

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“Peace is an endless process, the result of many decisions made by many people from many countries. It is an individual attitude, a way of life, a way of solving problems and managing conflicts. It cannot be imposed on the smallest nation nor can it be forcibly imposed on others by the biggest nation. It can neither ignore our differences nor our common interests. It impells us to work and live together.”

(Oscar Arias Sánchez, 1987 Noble Peace Prize)



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