

# **CONFLICT ANALYSIS FOR PROJECT PLANNING AND MANAGEMENT**

A practical guideline - Draft

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## **Sector Project Crisis Prevention and Conflict Transformation**

### **Contact addresses:**

***Dr. Uwe Kievelitz, Team Leader***

e-mail: uwe.kievelitz@gtz.de  
Telephone: 06196-791326  
Office: GTZ, Building 1, Room 1326

***Katharina Hübner-Schmidt, Specialist Adviser at the BMZ***

e-mail: huebner@bmz.bund.de  
Telephone: 0228-5353245  
Office: BMZ, Room 1.2.046

***Nina Scherg, Programme Officer***

e-mail: nina.scherg@gtz.de  
Telephone: 06196-791324  
Office: GTZ, Building 1, Room 1324

***Melanie Seegräf, Programme Assistant***

e-mail: melanie.seegraef@gtz.de  
Telephone: 06196-791307  
Office: GTZ, Building 1, Room 1307

**Author: Manuela Leonhardt**

Manuela Leonhardt is a development-policy expert. She has worked in various posts for GTZ, the British NGO International Alert, and consulting firms. She has substantial foreign-country experience in the Caucasus and in West Africa. Her thematic key areas of work are the contribution of development cooperation to peaceful transformation of violent conflicts, especially methods of conflict-sensitive planning and impact monitoring.

She has also worked on inter-ethnic conflicts and traditional forms of conflict management in the Northern Caucasus. Manuela Leonhardt has published a series of studies on these themes, including the frequently quoted *Conflict Impact Assessment of EU Development Cooperation with ACP Countries: A Review of Literature and Practice* (International Alert/Saferworld 2000).

## Contents

|  |           |
|--|-----------|
| <b>ABOUT THESE GUIDELINES</b>  | <b>5</b>  |
| <b>GLOSSARY</b>  | <b>7</b>  |
| <b>1. INTRODUCTION</b>   | <b>9</b>  |
| <b>2. WHAT IS THE PURPOSE OF CONFLICT ANALYSIS?</b>  | <b>10</b> |
| <b>2.1. TASKS</b>  | <b>10</b> |
| <b>2.2. CONFLICT ANALYSIS AS PRACTISED BY GERMAN AND INTERNATIONAL DEVELOPMENT ORGANISATIONS</b> | <b>11</b> |
| <b>2.3. CONFLICT MANAGEMENT AND PEACE-BUILDING IN PROJECT PRACTICE</b>                           | <b>13</b> |
| <b>2.4. PROCEDURE AND AREAS OF APPLICATION OF CONFLICT ANALYSIS</b>                              | <b>16</b> |
| <b>3. BASIC ELEMENTS OF CONFLICT ANALYSIS</b>  | <b>17</b> |
| <b>STEP 1: CONFLICT PROFILE</b>  | <b>18</b> |
| <b>STEP 2: STAKEHOLDER ANALYSIS</b>  | <b>18</b> |
| <b>STEP 3: CAUSE ANALYSIS</b>  | <b>20</b> |
| <b>STEP 4: TRENDS AND OPPORTUNITIES</b>  | <b>22</b> |
| <b>4. BASIC ELEMENTS OF PLANNING IN CONFLICT SITUATIONS</b>                                      | <b>24</b> |
| <b>STEP 5: CAPACITY ANALYSIS</b>   | <b>24</b> |
| <b>STEP 6: OBJECTIVES ANALYSIS</b>   | <b>25</b> |
| <b>STEP 7: STRATEGY DEVELOPMENT</b>  | <b>26</b> |
| <b>STEP 8: RISK APPRAISAL</b>  | <b>26</b> |
| <b>STEP 9: CONFLICT INDICATORS</b>   | <b>28</b> |
| <b>5. HOW CAN CONFLICT ANALYSIS BE INTEGRATED INTO PROJECT CYCLE MANAGEMENT (PCM)?</b>           | <b>28</b> |
| <b>6. PARTICIPATORY</b>  | <b>29</b> |

|  |           |
|--|-----------|
| <b>ANNEX I: GUIDING QUESTIONS FOR SELECTING, PREPARING AND ASSESSING DEVELOPMENT PROJECTS IN CONFLICT SITUATIONS</b>     | <b>34</b> |
| GUIDING QUESTIONS FOR BRIEF ASSESSMENT TO THE BMZ  | 34        |
| GUIDING QUESTIONS FOR OFFERS TO THE BMZ  | 36        |
| GUIDING QUESTIONS FOR PROJECT PROGRESS REVIEW (PPR)  | 43        |
| <b>ANNEX II: PRACTICAL SUGGESTIONS FOR A CONFLICT ANALYSIS WORKSHOP</b>  | <b>48</b> |
| <b>ANNEX III: TOOLBOX FOR CONFLICT ANALYSIS</b>  | <b>51</b> |
| TOOL 1 : CONFLICT PROFILE  | 51        |
| TOOL 2 : CONFLICT PHASES   | 53        |
| TOOL 3 : TIMELINE  | 56        |
| TOOL 4 : CONFLICT ARENA  | 58        |
| TOOL 5 : CONFLICT MAPPING  | 59        |
| TOOL 6 : CONFLICT PYRAMID  | 63        |
| TOOL 7 : CONFLICT LAYER MODEL  | 66        |
| TOOL 8 : CONFLICT TREE   | 69        |
| TOOL 9 : CONFLICT PILLARS  | 71        |
| TOOL 10: TREND ANALYSIS  | 72        |
| TOOL 11: CONFLICT SCENARIO   | 74        |
| TOOL 12: CAPACITIES AND VULNERABILITIES ANALYSIS   | 75        |
| TOOL 13: INSTITUTION ANALYSIS  | 76        |
| TOOL 14: CAPACITY ANALYSIS   | 79        |
| TOOL 15: DO NO HARM ANALYSIS   | 82        |
| <b>ANNEX IV: BIBLIOGRAPHY</b>  | <b>85</b> |
| <b>ANNEX V: SELECTED INFORMATION SOURCES FOR COUNTRIES IN CONFLICT</b>   | <b>90</b> |
| <b>TERMS OF REFERENCE FOR THE GUIDELINES ON CONFLICT ANALYSIS IN THE PLANNING AND MANAGEMENT OF DEVELOPMENT PROJECTS</b> | <b>92</b> |

## About these Guidelines

### Who are the Guidelines intended for?

The Guidelines on Conflict Analysis for Project Planning and Management are aimed at anyone who is concerned with the assessment, preparation and implementation of development projects in (potential) conflict zones. Such people include:

- Country advisers at Head Office<sup>1</sup>
- Technical advisers at Head Office<sup>2</sup>
- Advisers, project managers and project staff in the field
- Appraisers operating as members of project planning and progress review missions

Because these groups frequently work together when dealing with certain problems, they are referred to in the following as the “project team”.

### How did the Guidelines come about?

In parallel with the growing significance of crisis prevention, conflict management and peacebuilding as issues in development policy, the demand for practical assistance with the translation of these goals into action in project work has also risen. The sectoral advisory project based at the GTZ, Crisis Prevention and Conflict Management in German Development Cooperation, has the task of meeting this demand by drawing up practical guidelines on project planning and management, conflict impact assessment and conflict-related portfolio analysis.

The methods and instruments described in these Guidelines are founded on many years of experience gained in organisations that are engaged in the reduction and transformation of violent conflicts (including Responding to Conflict and International Alert), but also make use of advanced analysis and planning methods from present-day development practice. It is planned to test these methods in a range of projects and organisations and to develop them further on the basis of the experience gained.

### What can the Guidelines achieve?

The Guidelines can help project teams in a number of ways:

- analyse the political and social conflicts with which they are confronted in their work;
- understand the impacts of these conflicts on the local population and their ways of coming to terms with conflict;
- develop strategies on how their own organisation can make a contribution to managing, lessening and overcoming the conflicts;
- prepare conflict-related project applications or offers, or assess them for the way they deal with the conflict;
- examine the strategy and implementation of the project in respect of the conflict situation and adapt these as necessary.

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<sup>1</sup> For example in the GTZ: regional division

<sup>2</sup> For example in the GTZ: Planning and Development

The Conflict Analysis Guidelines are made up of the following parts:

|              |  |
|--------------|--|
| Chapter I.   | Introduction   |
| Chapter II.  | What is the Purpose of Conflict Analysis?  |
| Chapter III. | Basic Elements of Conflict Analysis (steps 1-4)  |
| Chapter IV.  | Basic Elements of Planning in Conflict Situations (steps 5-9)                          |
| Chapter V.   | How can Conflict Analysis be Integrated into Project Cycle Management                  |
| Chapter VI.  | Participatory Analysis of Conflicts  |
| Annex I      | Central Questions on the Review of Project Applications, Strategies and Implementation |
| Annex II     | Practical Pointers on Conducting Conflict Analysis in a Workshop                       |
| Annex III    | Toolbox  |

Chapter II provides an introduction to the tasks and areas of application of conflict analysis and develops a conceptual framework for determining the objectives of development projects in conflict situations. In addition it includes a brief overview of the international status of the debate and practices in this field.

Chapter III presents a possible procedure for action-oriented analysis of conflict situations in four steps. This comprises drawing up a brief conflict profile and analysing the conflict actors, conflict causes, trends and scenarios. Central questions are posed for each step, and reference is made to the relevant tools in Annex II which can be used when dealing with these questions.

Chapter IV describes the actual process of conflict-oriented strategy formation and planning. In accordance with the formula set out in Chapter III, the project team is guided through the following steps: capacity analysis, objectives analysis, strategy development, risk appraisal and indicator development.

Chapter V shows how the methods, central questions and instruments described in these Guidelines can be integrated into the system of project cycle management used by many organisations.

Chapter VI provides an introduction to carrying out participatory field surveys on the local causes and effects of a conflict. These are meant to complement the conflict analysis and strategy formation based on secondary material or carried out in a workshop.

Annex I contains three lists of central questions on drafting and assessing project applications in conflict zones and on reviewing project strategies and project implementation.

Annex II offers practical tips on holding stakeholder workshops on conflict management and project planning.

Annex III contains a collection of practical instruments for conflict analysis and project planning.

### **How can the Guidelines be used?**

Although this manual has its own logical internal structure, it is also possible to pick out individual steps or methods to use as the need arises. We do advise working through Parts III and IV (conflict analysis and planning) together, however, as the various steps follow on from one another closely. The methods, instruments and key questions are merely meant as suggestions. Project teams are therefore encouraged to adapt them to their specific situation and add to them as necessary.

## **Glossary**

### **Conflict**

A relationship between two or more interdependent parties in which at least one of the parties perceives the relationship to be negative or detects and pursues opposing interests and needs. Both parties are convinced that they are in the right. Conflict is an essential ingredient of social change. What is important is that conflicts should be solved in a peaceful and constructive manner. - In these Guidelines we use a narrower definition of the term “conflict” referring to a situation where there is a potential for violence to occur between groups or where violence has already occurred. These are the conflicts with which development cooperation is increasingly preoccupied.

### **Crisis prevention**

Activities set out over the long term to reduce structural tensions and/or to prevent the outbreak or repetition of violence (also: *conflict prevention*)

### **Conflict management**

Short- and medium-term activities directed at the peaceful resolution of material conflicts and relationship-based conflicts between the various parties concerned; can take place at any stage of a conflict.

### **Peace**

Negative peace – no open use of force but the continued existence of structural violence. Positive peace – encompasses human security and structural stability.

### **Human security**

This includes protection not only against violence but also against other threats to people’s physical wellbeing and livelihoods such as environmental destruction, disease and economic crises.

### **Impact**

The actual consequences of an intervention – whether intentional or unintentional – for the life of the target groups and others involved, over and above the direct project inputs.

**Peace-making**

Short-term diplomatic, political and military activities aimed at the immediate ending of violent confrontations and bringing about the conclusion of a peace accord.

**Peace-keeping, peace enforcement**

Observation and enforcement of implementation of a peace accord and of agreed confidence-building measures, if necessary by force of arms.

**Peace-building**

Medium- and long-term measures aimed at setting up mechanisms of peaceful conflict management, overcoming the structural causes of violent conflicts and thereby creating the general conditions in which peaceful and just development can take place.

**Structural stability**

“A situation involving sustainable economic development, democracy and respect for human rights, viable political structures, healthy social and economic conditions, with the capacity to manage change without resorting to violent conflict” (Commission of the European Communities 1996)

**Early warning**

Systematic observation of a latent conflict using conflict prediction models. The objective is to detect the signs of conflict escalation in good time (early warning itself) and initiate preventive measures (early response, early action).

**Conflict analysis**

Action-oriented analysis of the causes and dynamics of a conflict and of the starting points for peaceful management and overcoming of the conflict.

**Conflict impact assessment**

Systematic observation of the positive and negative impacts of development cooperation on the dynamics of a conflict at the project and country level. The term is also used in the sense of risk appraisal.

Sources: DFID 2000, Leonhardt 2000, Ropers 1999



## 1. Introduction

Crisis prevention and conflict management are two topics which have become considerably more significant within the development-policy debate since the early 1990s. The Federal Ministry for Economic Cooperation and Development (BMZ) has specified preventive action, civil conflict management and a greater focus on peace policy in development cooperation as central concerns. German development cooperation is now faced with the challenge of translating this commitment into action through the use of practical concepts and instruments in its work on the ground.

One important task in this connection is to devise practical tools which enable those involved to systematically assess and understand conflict situations and to develop appropriate action strategies for development-policy projects. It was against this background that the sectoral advisory project "Crisis Prevention and Conflict Management in German Development Cooperation" arranged for these Guidelines on Conflict Analysis for Project Planning and Management to be drawn up. It offers pointers on how to approach gathering and evaluating action-related information about the conflict situation and about the strategic focus of project activities with regard to the prevention, management and resolution of violent conflicts.

## 2. What is the Purpose of Conflict Analysis?

### 2.1. Tasks

The purpose of conflict analysis in a development-policy context is to devise strategies, programmes and projects which respond sensitively to a conflict in a particular country and hence make a certain contribution to reducing or resolving the conflict. Conflict analysis can be performed at the country level and at the project level. Whereas at the country level the aim is to develop long-term political strategies of conflict management and to manage entire project portfolios, at the project level the primary focus is on the local impacts of the conflict or on local conflicts themselves. These Guidelines concentrate on conflict analysis at the project level. It is advisable to complement this by performing conflict analysis at the country level.

Conflict analysis can assist the project team in dealing with the following types of questions:

- What is the risk of conflict and violence in the project region? What negative effects on the project activities can be anticipated? How can these be reduced?
- What risks do the project activities hold in terms of potential exacerbation of the conflict? How can these be avoided (risk appraisal)<sup>3</sup>?
- Where are there possible starting points for constructive conflict management and/or peace-building? How can these be integrated into the project?

Taken as a whole, therefore, it is a matter of systematically taking account of the conflict in project planning and project management. As a means to this end, the Guidelines aim to provide practical suggestions which the project team can integrate into its own discussions and decision-making processes.

Conflict analysis can also be used for other purposes, although these will not be examined in any depth here:

*Early warning:* This is the systematic observation of a latent conflict in order to predict the likelihood of violent escalation. Early-warning systems require a level of resources and a degree of methodological competence which are beyond the means of an individual project. There are already early-warning systems in place in many countries, however<sup>4</sup>; projects should use information from them for their work.

*Conflict management:* Mediation processes usually begin with jointly conducted conflict analysis. This is based on the assumption that the parties to the conflict will find it easier to arrive at rational ways of resolving the conflict if they recognise the “true” causes of the conflict and their common interests. Conflict analysis of this nature must be moderated by an experienced mediator.

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<sup>3</sup> This subject is dealt with in more detail in the Guidelines on Impact Assessment in Conflict Situations.

<sup>4</sup> Early-warning systems are in place for example in the territory of the former Soviet Union (FAST by the Swiss Peace Foundation, FEWER network) and in West and Central Africa (FEWER). The Web sites of these organisations are listed in Annex IV.

### 2.2. Conflict Analysis as Practised by German and International Development Organisations

Experience gained by many organisations has shown that one of the key prerequisites for successful intervention in conflict situations is an in-depth understanding of the local situation. The head of the British conflict transformation NGO International Alert, Dr. Kevin Clements, once said that the most important element of his organisation's work was "analysis, analysis, analysis". Over recent years a whole series of analytical frameworks and planning methods have been created for development organisations with this in mind. In some cases they were commissioned by the organisations themselves, while in others the initiative originally came from experts. A range of analytical and methodological approaches has emerged from this. The typology presented below describes some of these approaches arranged according to their objective or purpose, the analytical level at which they are applied (macro/micro) and their methodology<sup>5</sup>.

#### 1. *Indicator-based conflict analysis*

*Description:* These methods use checklists with qualitative and quantitative crisis and conflict indicators. Depending on how the instrument is aligned, the indicators relate to structural causes of the conflict, factors precipitating the conflict (accelerators and triggers) and the intensity of the conflict. Normally these are derived from research in the fields of political science and peace studies, and are claimed to be universally applicable. The indicator frameworks are often associated with the creation of an index, which is used as a basis for measuring conflict risk, conflict intensity or the significance of certain conflict causes.

*Purpose:* (i) Indicator-based analysis schemes are mainly used in **early warning**, where they assist in the detection of potential for conflict and risks of violence. (ii) Checklists are also used to **identify** conflict causes or **problem areas** on which development cooperation is hoped to have a positive influence. - Indicator-based analysis is primarily used at the country level. It requires little empirical survey work and is thus principally suited for use at head offices of development organisations. It can be performed by an individual country adviser or project desk officer with good knowledge of the country on the basis of publicly accessible information sources.

*Comments:* Universally applicable indicators can only begin to capture the full complexity of any particular conflict. Although structural conflict causes can be covered by checklists to a certain degree, they provide no information about the interests of and relationships between the parties to the conflict. They therefore provide only limited guidance on the planning of projects intended to prevent crises and build peace.

#### 2. *Strategic conflict analysis*

*Description:* Approaches based on strategic conflict analysis are more open than indicator-based methods. They invite the user to examine a range of topics such as contextual conditions, structures, institutions, actors, attitudes etc. in connection with the conflict. As well as this, individual conflict factors such as security, politics, economics,

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<sup>5</sup> The description in the following is a further development of Gaigals with Leonhardt 2001.

## 2. What is the Purpose of Conflict Analysis?

Social structure, culture and external influences are examined more closely. These approaches often provide analytical instruments for answering individual questions. The aim in all of this is not precise measurement but the identification of connections and trends. Strategic conflict analysis is action-oriented and often includes specific stages for conflict-sensitive planning.

*Purpose:* Strategic conflict analysis methods are primarily used for **planning** country strategies, programmes and projects. They can therefore be used at both the country and the local level (macro level and micro level), with the appropriate adjustments. These methods are mostly designed for use in a one-off planning process as part of a workshop with the involvement of stakeholders.

*Comments:* Approaches based on strategic conflict analysis make an important contribution to raising the quality of planning in conflict situations. However, planning on a single occasion as part of a workshop may prove to be a problem if the project consequently loses flexibility or if important actors are excluded. One other shortcoming is the lack of attention paid to subsequent project management.

### **3. Process-oriented methods**

*Description:* Process-oriented approaches see planning as an iterative process that is repeated over and over again in the course of a project, on the basis of learning loops. Usually therefore they describe a cyclical process of analysis, strategy formation, implementation and learning, while also providing an associated “toolbox” of analytical, planning and monitoring instruments. In many, but not all, of these methods the perception of project management as a process is closely linked to a greater emphasis on participation of and consultation with the stakeholders. This is facilitated by use of a step-by-step procedure. Points of departure for entering into a dialogue with the target groups are mostly taken from the methods developed for participatory rural appraisal. Other approaches are also suggested, however, such as round tables with members of the local civil society.

*Purpose:* Process-oriented approaches are aligned with the phases of the **project management cycle** or other forms of management, which they support with specific instruments appropriate to each case. They are tailored to direct use in projects and therefore relate primarily to the micro level.

*Comments:* The process-oriented method suits the complexity of conflict situations because it encourages flexible and yet at the same time well-informed action. When participatory approaches are employed particular attention must be paid in conflict situations to creating an environment in which it is possible for the representatives of parties to the conflict to exchange opinions relatively openly (establishment of a safe space).

The table below contains a number of examples of the three approaches described above:

## 2. What is the Purpose of Conflict Analysis?

**Table 1: Conflict analysis in German and international development cooperation**

| Organisation                                | Title/topic  | Purpose/objective   | Author/source              |
|---|--|---|----------------------------|
| <b>1. Indicator-based conflict analysis</b> |  |   |                            |
| BMZ   | "Spelten indicators"                                     | Identification of potential crises and conflicts in partner countries of German development policy                                  | Spelten 1999               |
| Conflict Prevention Network (CPN)           | Conflict Impact Assessment                               | Identification of problem areas and areas of activity for development cooperation in countries at risk of conflict                  | CPN 1999                   |
| Fund for Peace                              | Analytical Model of Internal Conflict and State Collapse | Determination of the potential for violence in a country on the basis of 12 key indicators  | Baker/Weller 1998          |
| PIOOM                                       | Conflict indicators                                      | Various sets of indicators for determining the risk of violence, capacities for peace, political stability, social integration etc. | PIOOM, 1998 onward         |
| University of Leipzig                       | "Closing the gap" between early warning and early action | Identification of potential crises and conflicts and of high-priority areas of activity for crisis prevention                       | Engel/Mehler 2000          |
| <b>2. Strategic conflict analysis</b>       |  |   |                            |
| CIDA  | Peace and Conflict Impact Assessment                     | Risk appraisal for development projects in conflict situations  | Bush 1998                  |
| Oxfam                                       | Peace and Conflict Analysis                              | Conflict-sensitive planning of development projects   | Dawson 2000                |
| DfID  | Conflict Assessment                                      | Development of conflict-sensitive country strategies and programmes   | DfID 2001                  |
| USAID                                       | Conflict Vulnerability Analysis                          | Development of programmes and projects that help to reduce the susceptibility of a country to descend into conflict                 | USAID 2001                 |
| <b>3. Process-oriented methods</b>          |  |   |                            |
| Clingendael Institute                       | Conflict and Policy Assessment Framework                 | Planning and implementation of conflict-sensitive country programmes and projects   | van de Goor/Verstegen 2000 |
| CARE East Africa                            | Benefit-Harms Handbook                                   | Tools for context and needs analysis, planning, and impact assessment for projects in conflict situations                           | O'Brien 1999               |
| Responding to Conflict                      | Working with Conflict                                    | Process and tools for participatory conflict analysis, strategy formation, and implementation of peace-building initiatives         | Fisher et al. 2000         |

### 2.3. Conflict Management and Peace-building in Project Practice

What does "systematically taking account" of a (potentially) violent conflict in a project actually mean? Should every project now turn into a peace project? This would no doubt

## 2. What is the Purpose of Conflict Analysis?

be asking too much, and nor would it be appropriate. It is much more a matter of integrating a conflict perspective into the project's work, in similar fashion to the mainstreaming of topics such as the environment and gender. This can take place at several levels:

**Good practice:** Development projects which take seriously development-policy criteria such as poverty, human rights, self-help, good governance, social market economy and sustainability and which engage in common good practice such as participation, subsidiarity and capacity building in their daily work are already making an important contribution to peace-building. Given the required degree of sensitivity to the local political situation, they can help to overcome structural causes of conflict such as poverty, unequal distribution of ownership and weak government structures and at the same time work with disadvantaged groups to test models for greater political involvement or participation (empowerment). Within the context of peace accords, development projects can make a significant contribution to the visible implementation of agreements. The first challenge for projects, therefore, is to translate principles such as poverty orientation, participation and empowerment into practical action in a sensitive and consistent manner.

**Do No Harm:** Even carefully prepared schemes can have unexpected negative consequences in complex conflict situations and thus have the effect of intensifying the conflict. This is why it is important that projects understand and observe the cultural, socio-economic and political impacts and side-effects of their work. Where there are such risks, early re-orientation is essential, or at least provision must be made for compensatory measures. In so doing, short- and long-term perspectives must be carefully weighed up against each other (for example the temporary intensification of a conflict in order to achieve positive change in the long term).

**Conflict management:** Apart from exercising high professional standards and minimising the potentially negative impacts of their own work, development projects may also be able to make a positive contribution to the management and resolution of violent conflicts. Such contributions might include conflict-specific measures such as training in conflict management, supporting dialogue between the parties to the conflict, peace education, promoting peace constituencies and good offices (for example passing on information or providing infrastructure for unofficial meetings between parties to the conflict) and mediation. Activities of this nature in themselves constitute considerable involvement in the conflict and must be carefully reconciled with the project's own position. In practical terms they can sometimes be integrated into existing project activities, while in other cases it is more likely that they should be designed as separate schemes. Not all projects are capable of performing such tasks, nor should they.

The various **phases of a conflict** (relative stability, escalation, open war, de-escalation and reconstruction) each place different demands on development organisations. On account of their orientation towards the long term, their possibilities of exerting influence are greatest in the early stages of a conflict, when there is still openness for dialogue and reform on both sides. In cases where conflicts have already become violent it is usually diplomatic and military instruments which come to the fore, although even then there is room for supporting civil forms of conflict management. Development cooperation has an important part to play again after violent conflicts. At that stage the

## 2. What is the Purpose of Conflict Analysis?

main priorities are to avoid repeating the mistakes of the past in the course of reconstruction and to create structures which promote peaceful coexistence between the former parties. The diagram below shows the various options for action open to external actors during different phases of a conflict; many of these are applicable to development organisations.

**Table 2: Conflict management approaches at various phases and levels of a conflict**

**Conflict management methods in relation to phases and levels (after Ropers)**

|          |   | Phases →   |   |  |   |   |
|----------|---|--|---|--|---|---|
|          |   | Latent conflict to political crisis  | Confrontational conflict  | Violent conflict   | End of war  | Post-conflict-management  |
| Levels ↑ | All Levels  | Human rights monitoring and democratic media culture<br>Development of protection for minorities, strengthening of multi-ethnic structures, sustainable and just socio-economic development<br>Sanctions to change conflict approach |   |  |   |   |
|          | Senior leadership level (capital, urban elite)                  | Empowerment of disadvantaged groups  | Facilitation<br>Good services   | Crisis management  |   | Peace-keeping<br>Support of power-sharing<br>Political reconstruction |
|          | Middle leadership level (provincial cities, middle-level elite) |  | Creation of conflict management institutions  | Mediation and pre-mediation<br>Mediation by means of power   |   | Demobilisation and civilisation of militarised political structure    |
|          | Grass-roots level   | Promoting a democratic conflict culture,<br>Training in political organisation development   | Consultation projects<br>Training in conflict management,<br>Peace commissions and round tables | Support of non- and semi-partisan local actors,<br>Public awareness-raising and protests to end violence | Social reconstruction, Reconciliation workshops                               |   |
|          |   | Education for peace, Community Building  | Humanitarian intervention   |  | Rehabilitation and trauma healing,<br>Education for peace, Community building |   |

Source: Mehler/Ribaux 200: 129

## 2. What is the Purpose of Conflict Analysis?

### 2.4. Procedure and Areas of Application of Conflict Analysis

Action-oriented conflict analysis is divided into two steps, **analysis** per se and **planning**. The first step is essentially equivalent to problem analysis and stakeholder analysis in conventional planning methods. The object at this stage is to determine the extent of the conflict, its causes, evolution and current trends, and the particular difficulties involved in solving it. In the second step, points of departure for possible project activities are identified and matched to the organisation's capacities. This corresponds to objectives analysis, activities analysis and institution analysis familiar from the usual procedures. The method described here is suitable for use both as a stand-alone instrument for planning peace-building projects and as a means of integrating a conflict perspective into the planning documents of standard projects in conflict situations. It is recommended that the method should be applied within the context of a **conflict-related planning workshop** in conjunction with a wide range of stakeholders. Practical tips on holding a workshop along these lines are given in Annex II.

Conflict analysis can always be used when it is necessary to plan and review conflict-related measures. Such occasions include project appraisal, operational planning at the start of a project and all other times when the project team is thinking about how it can better adapt its work to the conflict situation. The table below shows the most important steps and elements of conflict analysis and where they can be integrated into the existing set of planning instruments.

**Table 3: Conflict analysis and project planning**

| <b>Task</b>     | <b>Steps</b>             | <b>Planning instruments</b>                     |
|-----------------|--------------------------|---|
| <b>Analysis</b> | Conflict profile         | Problem analysis                                |
|                 | Stakeholder analysis     | Target group analysis<br>Institution analysis   |
|                 | Cause analysis           |   |
|                 | Trends and opportunities |   |
| <b>Planning</b> | Capacity analysis        | Capacity analysis<br>Institution analysis       |
|                 | Objectives analysis      | Project purpose, development goal, overall goal |
|                 | Strategy development     | Results   |
|                 | Risk appraisal           | Assumptions and risks                           |
|                 | Conflict indicators      | Indicators                                      |

Source: developed on the basis of Nyheim/Leonhardt/Gaigals 2001



## 2. What is the Purpose of Conflict Analysis?

The method of conflict analysis described here is closely focused on identifying political factors and dynamics. As a result it particularly supports the strategic orientation of the project. With a view to cooperation with partners and target groups, however, more detailed analyses should be conducted which sensitively document the local causes and consequences of the conflict, the way in which the people deal with the conflict (their coping strategies) and the local problem context. **Participatory approaches** are particularly suitable for this purpose. Participatory surveys can be used in various phases of project planning and management. They are a useful adjunct to conflict analysis and should support the process of activities and operations planning at a later stage. Chapter VI provides a brief introduction to the most important points that should be taken into account in conflict-related field surveys, together with a number of methodological suggestions on implementation.

### 3. Basic Elements of Conflict Analysis

Conflict analysis at the project level generally relates to either (i) the political, economic and social manifestations and effects of a national conflict in the project region, or (ii) conflicts in the project region. Whatever the case, performing the analysis is equivalent to “taking a close-up” of the conflict in which the local conflict causes and the individual conflict actors can be examined in detail. It often emerges from this that in reality there is not simply just the one conflict but that a whole range of conflict constellations are superimposed on each other in amongst the enmities and violence.

The purpose of conflict analysis is to gain a good understanding of the problem areas in which external organisations can make a meaningful contribution to reducing the potential for conflict and advancing the peace-building process. It should be borne in mind in this connection that the strength of development organisations lies above all in long-term structure-building measures. When working on these problem areas it is important to incorporate the points of view of the population concerned and their definition of the problems to be addressed.

Conflict analysis comprises the following steps:

1. Conflict profile
2. Stakeholder analysis
3. Cause analysis
4. Trends and opportunities

The sections on the next few pages provide a brief introduction to the purpose of the individual steps and the areas in which they are used. These are followed by key questions for conflict analysis and indications of analytical tools which can be used to find answers to these key questions. A detailed description of the tools is given in the annex.

#### Step 1: Conflict profile

The conflict profile provides a brief outline of the conflict by answering three questions: WHAT, WHERE and WHEN. The outcome is a more realistic understanding of the problems surrounding the conflict and of the challenges faced by conflict management. Before greater resources are invested in a wide-ranging analysis, this can be used as a basis to assess the extent to which the project has the potential to make a positive contribution to managing the conflict. The conflict profile also helps later on to develop conflict indicators and assess the risk that the conflict holds for the success of the project and the security of the staff.

#### **Key questions**

- **WHAT:** Which conflict are we actually referring to? What is the conflict about? What is the extent of the conflict (number of armed groups, deaths, injured, displaced persons)? What are the political, economic and social consequences of the conflict?
- **WHEN:** Which phase is the conflict in? When did the conflict begin, how has it developed over recent years?
- **WHERE:** Where exactly is the conflict taking place? Where are the important sites of the conflict, lines of conflict, borders?

#### **Tools**

WHAT: conflict profile; WHEN: conflict phases, timeline; WHERE: arena

#### Step 2: Stakeholder analysis

Stakeholder analysis clarifies the interests, positions and relationships of the groups involved in or affected by the conflict (WHO?). Stakeholder analysis thus provides important background knowledge for determining and distinguishing between the target groups of the project, for selecting partners for cooperation and for focusing the project's areas of activity on local priorities and peace initiatives.

For the purposes of conflict analysis, the term stakeholders is taken to mean all those groups which share a common interest in the conflict or which are affected by the conflict in a similar way. These groups are also the most important actors in a peace process – even if at the time in question they are not interested in a peaceful resolution to the conflict. Stakeholder analysis is intended to help understand conflict-ridden relationships and alliances between the stakeholders, as well as the central conflict issues. The aim is to find starting points and partners for peace-building measures.

Stakeholders can be divided into three categories in conflicts:

a) **Primary stakeholders** are the parties engaged in the conflict and their active (political or armed, for example) associations or units. Also, the groups that are particularly significant from the development-policy standpoint are those whose lives are directly affected by the conflict (such as smallholders, women, young people, refugees and ex-combatants). Even if they are part of one of the parties to the conflict, the interests of these groups should be examined separately from those of

### 3. Basic Elements of Conflict Analysis

the political leadership. Ultimately it is these people who are intended to benefit from the project.

b) **Secondary stakeholders** play the part of intermediaries and have various means of influencing the course of the conflict (for example government organisations, rebel groups, political parties, civil society groups or religious dignitaries). Development projects often find partners at this level and can provide impetus.

c) **External stakeholders** are not involved directly in the conflict but do have certain interests (for example the central government, donor governments, multinational companies, neighbouring states). External stakeholders often have an influence on the framework conditions required for achieving successful conflict management (such as international markets for local products or security at borders) and should therefore be brought into the conflict resolution process (for example through advocacy work).

Stakeholder analysis is broken down into two steps:

1. **Conflict mapping**: a graphical representation of the relationships between the stakeholders and of important conflict issues. This can be expanded by analysing the power relationships between the groups. (Tools: conflict mapping, conflict pyramid)

2. **Needs, interests and positions analysis**: a presentation in table form of the most important needs, interests and positions of the stakeholders in relation to the conflict (tool: conflict layer model). These may include their visions for peace and their capacity to make a contribution to translating these visions into reality. The development of common visions as a conflict management instrument can be examined in greater depth at a future workshop (Boulding 2001). With regard to the primary target groups the main concern is usually to establish how they are affected by the conflict and what coping strategies they have. (Tool: vulnerability and capacities analysis)

#### **Key questions**

- What are the relationships between the parties to the conflict? Where are there alliances, and where are there conflicts? Who is influencing whom? Who has relationships with both sides?
- What are the positions, interests and needs of the parties to the conflict? Are they representative? Who profits from the conflict, who loses?
- What is the attitude of the target groups to the conflict? How are they affected by the conflict? How do they react to the conflict in their everyday lives and their economic activities? Why are they (or aren't they) involved in the conflict? How do they imagine what the peace should look like?
- What capacities do the stakeholders have to continue the conflict or to commit themselves to resolving it?
- What conclusions can be drawn from this when it comes to selecting the target groups and executing agencies and focusing the peace-building measures?

#### **Tools**

Conflict mapping, conflict pyramid, conflict layer model, vulnerability and capacities analysis

#### Step 3: Cause analysis

The most important issues surrounding the conflict have already been mentioned in relation to stakeholder analysis, i.e. the things which the people are presently in dispute about (WHY?). Cause analysis takes a step back from this and inquires into the long-term structural factors which brought the conflict into being and which now make it so difficult to resolve. This is the area in which development projects are most likely to be able to achieve their structure-building impact.

When analysing the causes of a conflict it must be remembered that a conflict undergoes many transformations in the course of time. People who arrive later often have quite different motives from those who originally committed themselves to a particular cause. The longer a conflict lasts, the more the violence itself, the need for self-protection or revenge and the economic opportunities which the conflict offers come to the fore. Even if there is a will to bring about peace, factors such as the existing party system or economic interests can hamper the conclusion of a peace agreement. This is why it is helpful to differentiate between the **causes of the conflict** itself and **factors prolonging the conflict**. Development projects can make important contributions at both levels.

The most important conflict causes or conditions for a peaceful social order are summarised in the concept of “structural stability”. The European Union (1996) defines structural stability thus:

“A situation involving sustainable economic development, democracy and respect for human rights, viable political structures, healthy social and economic conditions, with the capacity to manage change without resorting to violent conflict.”

#### **Key questions**

- Why did this conflict begin? What are its long-term causes?
- How have these causes developed in the course of the conflict? What factors have been added?
- What challenges have to be faced in order to resolve the conflict? What factors are causing the conflict to drag on?

Cause analysis is divided into two steps:

1. Identification of conflict causes and conflict-prolonging factors
2. Setting of priorities

1. **Cause analysis:** To be able to identify causes of conflicts and factors which are prolonging a conflict it is essential to have good knowledge of the situation on the ground. It also often helps to take a look at the history of the conflict, to try to detect particular patterns. A number of examples are listed below:

### 3. Basic Elements of Conflict Analysis

**Table 4: Examples of structural conflict causes**

| Dimensions               | Conflict causes  |
|--------------------------|--|
| <b>Political factors</b> | Problems coping with transformation processes and rapid social change<br>Absence of a legitimate government and good governance<br>Limited social and political participation<br>Inadequate formal and informal channels for conflict management<br>Limited institutional capacities |
| <b>Economic factors</b>  | Socio-economic inequality<br>Competition for natural resources<br>Insufficient satisfaction of basic human needs   |
| <b>Social factors</b>    | Social disintegration and marginalisation<br>Political manipulation of ethnic, cultural and other differences, discrimination<br>Culture of violence, traumatising from earlier violence   |
| <b>Security</b>          | Uncontrolled army units and arbitrary police action<br>Presence of arms, especially small arms<br>Inadequate security for the population (infringements of human rights, criminality)  |
| <b>External factors</b>  | Negative consequences of international involvement<br>Negative consequences of the national and international setting  |

Sources: Klingebiel et al. 1999, Leonhardt 2000

#### **Examples of conflict-prolonging factors in regional conflicts:**

- **Marginalisation of the conflict:** The conflict is taking place mainly in a particular region of the country or primarily affects a certain social stratum. People in the core areas of the country or the country's elite notice little of the conflict in their everyday lives. From their point of view, therefore, there is little urgency to end the conflict.
- **Party system:** The existing party system acts as an obstacle to achieving a forward-looking resolution to the conflict. The fact that presidents stay in office for only short periods and that there are frequent election campaigns prevent continuous and factually based negotiations. The most important competing parties hold identical positions with respect to the conflict and each tries to be more radical than the other.
- **Economic advantages:** Influential groups such as the armed forces, the arms industry and its suppliers as well as illegal commodity traders would be in a worse position were the conflict to end. Armed forces and rebels also guarantee that young men and women from poor families are "looked after". Military service may therefore be desirable.
- **Violence:** Violence generates more violence. Revenge and retaliation are important motives in the conflict, and people traumatised through war bring violence to the rest of the population.
- **Peace negotiations:** Failed peace efforts undermine mutual trust that has been laboriously built up over time, and exacerbate the conflict. Peace negotiations may also be accompanied by a high level of violence as a demonstration of "strength".

### 3. Basic Elements of Conflict Analysis

- **Mental barriers:** Negotiations require the parties to the conflict to overcome traditional stereotypes and prejudices, for example the political recognition of “terrorists”.
- **Radicalism:** If radical positions are widespread in the population, it is difficult for the political leaders to put forward compromises at the negotiating table.

Source: Ropers 2000

#### **Tool**

Conflict layer model, conflict pillars

**2. Setting of priorities:** Analysis of the causes of a conflict brings a large number of factors to light, some of which are more important than the others. In order to be able to identify a few task areas where the project can play a part at a later date, the conflict causes need to be structured. Graphical forms of presentation such as a conflict tree or trend analysis are suitable means of doing this. The purpose of these diagrams is to help understand cause-and-effect relationships between the various conflict factors and identify the central problems.

#### **Tool**

Problem tree, trend analysis

#### **Step 4: Trends and opportunities**

The final task for conflict analysis is to assess the present state of development of the conflict and identify entry points for peace-building measures. It is useful at this stage to distinguish between short-term and long-term measures. Ideas in this direction can be obtained from the GTZ's working concept on Technical Cooperation in the Context of Crises, Conflicts and Disasters - Peace-building, Crisis Prevention and Conflict Management (2001). When identifying the entry points it is important to take account of both stakeholder analysis and cause analysis. Sound knowledge of recent trends in the conflict can help to identify key themes and determine when is the appropriate time to implement the respective measures.

#### **Key questions**

- In which direction is the conflict currently developing? Which factors are encouraging the use of violence, and which are reducing it?
- What initiatives are presently being taken at various levels in order to bring about a peaceful solution to the conflict? What is the current state of affairs?
- How can initiatives at the micro and mezzo levels be designed so as to achieve political effectiveness at the macro level?

#### **Tools**

Trend analysis, conflict scenarios

The results of this analysis can be recorded in a matrix containing important conflict factors and peace initiatives, possible project activities, potential partners and target groups and indications of appropriate timing. This table is used as the basis for strategy formation and planning in the second part.

### 3. Basic Elements of Conflict Analysis

Table 5: Evaluation of conflict analysis

| Conflict factor/<br>peace initiative | Possible contribution by the project | Partner | Target group | Timing |
|--------------------------------------|--------------------------------------|---------|--------------|--------|
| 1.                                   |                                      |         |              |        |
| 2.                                   |                                      |         |              |        |

**Example: Evaluation of the analysis of conflicts over resources in desert state A from the perspective of a decentralisation project**

| Conflict factor/<br>peace initiative   | Possible contribution by the project   | Partner   | Target group  | Timing  |
|--|--|---|---|---|
| 1. Mismanagement of natural resources (water, land) by government and local elites heightens tension between arable farmers and livestock breeders   | Support for the establishment of local and regional forums for balancing interests between various user groups, with the involvement of civil society  | Regional administration and NGO networks in affected areas  | Arable farmers and livestock breeders                 | Immediate   |
| 2. Economic differences between regions due to the different availability of resources are further magnified by the government's investment policy, as a result of which violent disputes have already erupted | Targeted capacity building to bolster administrative authorities in disadvantaged regions in the fields of development planning, promotion of economic development and conflict management     | Administrations in disadvantaged regions B, C, and D  | Employees of regional administrations                 | After the next elections in regions C and D in 6 months |
| 3. So far the decentralisation process has not helped to integrate marginalised groups (above all livestock breeders) into political affairs, thus increasing existing tensions                                | Promotion of dialogue and cooperation between regional administrations and the representatives of individual socio-economic groups (e.g. through joint planning events, monitoring committees) | Moderate organisations and representatives of disadvantaged groups, employees of regional administrations | Economically and politically marginalised groups      | Immediate   |
| 4. Elders and religious leaders of regions B and C engaged in the conflict plan a peace conference   | Financial contribution to holding the conference and to setting up a follow-up mechanism to back the resolutions   | Elders, religious leaders and civil society in regions B and C  | Population of the border zone between regions B and C | Conference to take place in 3 months                    |

## 4. Basic Elements of Planning in Conflict Situations

Conflict analysis provides the basis upon which the strategy of the project can then be developed, objectives and activities defined, partners identified and individual measures planned. During this process various alternatives must be carefully worked out and weighed up against each other. Even more than in the traditional fields of development cooperation, it is essential in conflict situations to assess one's own position realistically and try to identify synergies with others.

The appropriate steps at this stage are as follows:

5. Capacity analysis
6. Objectives analysis
7. Strategy formation
8. Risk appraisal
9. Conflict indicators

### Step 5: Capacity analysis

Before starting actual strategy development and planning the project, the planning team should take a critical look at the capacity of its own organisation with regard to its mandate, its position in the conflict context and its material and human resources in relation to the strategy being considered. In this way it can be ensured that the organisation will take on precisely those tasks for which it is best suited and that there is the greatest possible degree of **complementarity** with other organisations' work. Moreover, working in conflict situations quickly results in the project adopting a certain political positioning; this must be carefully harmonised with the organisation's mandate and self-image.

An organisation's capacity is mainly determined by the expertise of its staff and partners, the trusting relationships which it has built up with important groups involved in the conflict (social capital), its material resources, and the level (micro, mezzo or macro) at which it normally works. Each organisation has specific strengths to bring to bear, but not every one is suitable for taking on all tasks. A sensible division of labour is crucial in this connection. It may therefore be useful to compare the capacities of one's own organisation with those of other organisations operating in the project area.

#### **Key questions**

- Is conflict management part of our mandate?
- Is this conflict important for us and/or our donors? Why?
- What have the key areas of our work been so far? What do we do well? Is it possible to detect any interconnections with the conflict in these areas?
- Do we have the necessary resources to involve ourselves in the field of conflict management? Are we in a position, from the financial and organisational standpoint, to maintain a long-term commitment to this conflict, i.e. if necessary to remain with it over many years?



## 5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

- Is the necessary expertise available for this work in our project/our organisation or can it be “bought in” (conflict analysis, mediation, facilitation, dealing with traumatised people)?
- Do our staff have sufficient local knowledge or knowledge of the country? Do they have broad, trusting relationships in the population?
- Who are we working with? Are these the right partners in the field of conflict management? Whose networks are we involved in?
- Why should we take on these tasks rather than anyone else? What is our comparative advantage?
- What is the reputation of our organisation in the region, and among the warring parties? Are we classed as neutral? Would the people and parties to the conflict accept a greater involvement on our part?
- How would our involvement in the conflict affect our other activities in the region/country?

Capacity analysis is also important when selecting suitable **project partners**. Primarily in this case it is a matter of assessing the partner organisation’s political position with respect to the conflict and its capacity to implement peace-building measures in conjunction with the population. Key questions on institution analysis are listed in Annex I, first and second set of guiding questions.

### ***Tool***

Institution analysis, capacity analysis

### **Step 6: Objectives analysis**

Important problem areas have been identified in conflict analysis and matched with the organisation’s capabilities in capacity analysis. The next step is to select the project’s strategic objectives on the basis of internal considerations within the organisation and to define them in more detail. The following points should be taken into account when selecting these objectives:

- What are the central problems that need to be addressed as part of a comprehensive solution to the conflict?
- What are the priorities of the target groups?
- What are our priorities?
- Where can we best make a contribution with the capacities at our disposal? (comparative advantage)

Further ideas on defining objectives are given in Annex I, third set of guiding questions.

### **Step 7: Strategy development**

Following on from the definition of objectives, the individual areas of responsibility for the project and partners and the initial steps can be laid down. The organisation's usual planning methods can be used here. In order to identify entry points for peace-building activities it is helpful to start out from previous contacts and activity areas the organisation already has in the region – if any.

Possible **entry points** for the project could include the following:

- Professional relationships with political decision-makers in the region
- Contacts via existing project activities with representatives of the parties to the conflict or people close to those parties
- Possibilities for providing technical advisory services during the elaboration of conflict resolution proposals (for example for a water management system)
- Existing communication and training structures involving the population (e.g. literacy courses)
- Networks, partnerships

The finished project concept should be examined once again to ensure that it is appropriate to the current conflict situation, and feasible. The following questions could help here:

#### ***Key questions***

- Is the project clearly directed at overcoming the causes of the conflict and/or promoting peaceful conflict management?
- Are minimum political, legal, infrastructural and security conditions in place? Is there sufficient political support for the project locally, and at higher levels?
- Is the right initiative being taken at the right time (correct timing)? Is a window of opportunity opening or closing?
- Do we have the right mix of resources to implement the measure? Do we/the partners have sufficient local experience?
- Are the anticipated positive impacts attainable? How can these be measured? Is the planned initiative sustainable?

(Source: adapted from Bush 1998)

### **Step 8: Risk appraisal**

Although development projects pursue positive goals, it is also possible that they might have negative effects on a conflict. These can come about because of what the project work entails or how it is carried out. They should be detected and addressed at an early stage. This is the purpose of risk appraisal. This looks into the potential – long-term and short-term, direct and indirect – negative consequences of a development project. The results of risk appraisal should be documented in the assumptions and risks of project planning.

## 5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

### **Steps**

1. Assessment of the risk of conflict associated with the project on the basis of a checklist (screening).
  2. Detailed explanation of emerging risks. This shows how the project plans to deal with the risk and what compensatory measures it intends to take (scoping).
- The checklist for assessing consequences should also be used regularly in the course of impact monitoring and expanded as new experience is gained.

### **Examples of questions for the appraisal of risk in conflict situations**

Could the project contribute to the following effects in the various named categories, in the short or long term, directly or indirectly?

#### ***Social and economic polarisation***

- Polarise social groups or make their polarisation more permanent?
- Marginalise social groups or make their marginalisation more permanent?
- Have a negative effect on equality of opportunity in the various social groups (such as access to education, land or the labour market)?

#### ***Political structures***

- Influence the balance of power in such a way that non-transparent and non-democratic structures are encouraged or strengthened?
- Weaken or limit attempts at political participation and the generation of mutual understanding?
- Impede the work of civil society groups or of associations and movements promoting peace, women's rights, democracy and human rights?
- Weaken the cultural identities of certain groups or one-sidedly highlight others (having a polarising effect)?

#### ***Conflict management mechanisms***

- Exacerbate the conflict, incite political opponents against each other or further the formation or consolidation of fronts?
- Undermine ongoing attempts at mediation and arbitration?
- Impede networking and cooperation or the formation of peace alliances between various partners?
- Jeopardise the work of intermediary groups or the neutrality of mediators?

#### ***Communication***

- Instrumentalise social, ethnic, religious etc. groups or interests?
- Hamper objective communication and provision of information or limit the freedom of information?
- Polarise opinion with the aid of the media, i.e. for example disseminate propaganda or speeches stirring hatred, stir up emotions or bring them to the boil?

A yes or no answer should be given to these questions. If the answer is yes, the risk must be described in detail, along with whatever compensatory measures are planned.

(Source: adapted from Fahrenhorst 1999)

An alternative method of risk appraisal is Do No Harm analysis (tool in the annex).

## 5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

### Step 9: Conflict indicators

Indicators showing achievement of the project purpose should not be confused with conflict indicators. Within the framework of an individual project, attention should be directed at changes in patterns of thought and action among the target groups. Changes at this level are useful proxy indicators that can reveal progress in setting up peaceful structures. Indicators should cover the fields of **communication** (for example daily interaction in the village), **cooperation** (e.g. implementation of community projects) and **reform** of structural conflict causes (such as new legislation or exploitation of new water sources). In order to record different perceptions of the conflict situation it is advisable to observe the indicators from the perspectives of different parties to the conflict.

When working out the conflict indicators you can make use of the conflict profile in Step 1 and cause analysis in Step 3. These should be supplemented with participatory indicators which reflect the criteria of the target groups (see Chapter VI). All in all it is important to measure only those targets which the project actually claims to hope to attain.

## 5. How Can Conflict Analysis be Integrated into Project Cycle Management (PCM)?

Conflict analysis should be used in all projects in countries with an average or high risk of conflict and in projects which entail a high risk of conflict because of the activities they undertake. Conflict analysis runs as a theme through all stages of the project management cycle. The stages where it is particularly relevant are project identification, project planning, project implementation, impact assessment and institutional learning.

The table below shows how conflict analysis can be integrated into project planning and management, using GTZ Project Cycle Management as an example (which is also used by other organisations in a modified form).

**Table 6: Conflict analysis in GTZ Project Cycle Management**

| Project Management Cycle    | GTZ instrument   | References in these Guidelines     | Responsibility at GTZ                  |
|-----------------------------|--|------------------------------------|--|
| Project identification      | Brief assessment to BMZ                                | Guiding Questions 1, Annex I       | Regional division                      |
| Project planning            | Project appraisal report PPM                           | Chapters III, IV and VI            | Officer responsible for the commission |
|                             | Offer to the BMZ                                       | Guiding Questions 2, Annex I       | Officer responsible for the commission |
| Project implementation      | Plan of operations                                     | Sections 4.3. and 4.4., Chapter VI | Project management                     |
|                             | Monitoring   | Impact Assessment Guidelines       | Project management                     |
| Project review and learning | Project progress monitoring<br>Project progress review | Guiding Questions 3, Annex I       | Project management                     |

## 5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

Annex I contains lists of guiding questions for project identification, project planning and project review. It is advisable to use these sets of questions at a very early point in each stage of the cycle. This means that important information can be obtained in good time and decisions taken accordingly.

One challenge hindering the need to bear the conflict in mind throughout the process is that in the course of the project management cycle the responsibility for important management decisions passes from one person to another. Not only that, these people are not all equally close to the conflict situation on the ground, and have different ways of looking at it. In order to ensure the greatest possible coherence in these circumstances, proper documentation of all preceding decision-making processes and detailed debriefing are essential.

## 6. Participatory Conflict Analysis

Participatory analysis of the conflict situation is important for all projects which are designed to contribute at grass-roots level to stabilising the living conditions of the population affected by the conflict, overcoming the causes of the conflict and strengthening local capacities and conflict management mechanisms. For projects working more in the realm of politics, too, it can provide important pointers to local problem situations and need for reform. Various methods from the Participatory Rural Appraisal “toolbox” (cf. Pretty et al. 1995, Schönhuth/Kievelitz 1994) are suitable for performing participatory conflict analyses.

Participatory conflict analysis is intended to enable the target groups and project team to find forms of cooperation which help them in a number of ways, including:

- help overcome local conflict causes;
- alleviate negative consequences of the conflict for the community and reinforce the population’s existing coping strategies;
- support local forms of conflict management and reconciliation;
- where appropriate promote the community’s ability to articulate and assert its political will at higher levels.

A few sets of questions which may be of help in the participatory analysis of conflict situations are suggested below. Each individual project will need to adapt these suggestions to suit its sectoral focus and may also want to add further issue areas to this list.

### Issues and questions for participatory conflict analysis

#### **1. What impact does the conflict have on the people’s living conditions?**

- Phases of the conflict and significant conflict-related events in the village (urban district, region etc.)
- Tensions, military combat and violence in the vicinity of the village (e.g. acts of terrorism, land mines, rape)
- Perception and interpretation of the conflict by the local population (including conflict causes)

## 5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

- Local institutions (cohesion and internal splits); militarisation, relationships with (armed) parties active in the conflict
- Family structures and other social relationships (social capital), authority and respect within the family
- Mobility and forced resettlement, “ethnic cleansing”
- Local economic system and individual enterprises (including livelihoods)
- Entitlement and access to resources (e.g. land, water, raw materials, markets) and services (e.g. health, education)
- Behaviour and attitudes within the group and with respect to others, for example outsiders or the “enemy” group)
- Effects on children, women and men, old people
- Physical and emotional health, life expectancy

### **2. How do the people deal with the conflict situation (coping strategies)?**

- Role of state, economic, religious, civil-society etc. organisations and institutions (survival security, protection, protest etc.)
- Adaptation of economic activities (e.g. subsistence production)
- Importance of social networks (social capital) between individuals, households, villages etc.
- Absorption and reintegration of displaced persons, refugees and ex-combatants
- Flight and migration, money sent from family members living abroad
- Access to and use of non-violent local forms of conflict management
- Handling of identity and membership of a group (especially if relevant to the conflict)
- Maintenance of common values and traditions (in mixed communities), individual gestures of solidarity with the “enemy” group
- Support for national or local peace initiatives
- Visions of the future

### **3. Where can the project provide meaningful support?**

- Determination of target groups
- Prioritisation of problems and activities by the target groups
- Joint development of implementation strategies

### **4. Participatory peace and conflict indicators**

Following on from the discussion of the causes and consequences of the conflict and the identified activities, the target groups can then be asked to specify the criteria according to which they would recognise their region advancing in the direction of peaceful coexistence. The aim should be to develop a mix of general indicators for the conflict situation (for example the degree of social interaction between the opposing groups on the basis of mutual attendance at weddings and funerals) and activity-specific indicators (such as better services and more respectful treatment by local authorities in the case of a project that supports marginalised groups). In this instance, too, communication, cooperation and reform are dimensions which can provide useful pointers.

Source: developed on the basis of Hulme/Goodhand 1998

### **Methodological approach and analytical instruments**

As with other commonly used PRA procedures, in this case too it is advisable to work through the questions from a number of angles and with a range of methods. Attention should be paid to certain specific problems in the context of conflicts:

1. *Sensitive issue*: The survey team should be aware that the subject of conflict is always highly sensitive. Most people do not want outsiders to find out about the internal conflicts in their village etc.; instead they want to be seen “from their best side”. Also, many do not see conflict as something that belongs in the scope of tasks to be handled by development organisations. In an acute conflict, on the other hand, it may be the case that the people do not want to pass on any information out of fear of local rulers. In most instances, therefore, the conflict should only be mentioned after a certain relationship of trust has been established with the inhabitants of the village or town. For this reason it is advisable to adopt a very open approach at the outset and allow the participants to set their own priorities. If no information about the conflict emerges, targeted and sensitive questions can then be posed.

2. *Conflicts during consultation*: The open and inclusive nature of PRA invites the participants to express opinions which are not shared by everyone. The fact that PRA focuses on visualisation means that these may be publicly recorded and thus “legitimised”. In tense situations this practice brings with it the risk that conflicts enter the public domain in cases where the community has previously tried to resolve them by more indirect means. On the other hand, adhering to the principle of consensus can also put minorities at a disadvantage. So as not to worsen conflicts yet further, the survey team should therefore be very sensitive to the atmosphere during the surveys and if necessary even break off the exercise. In such cases individual interviews with a relatively wide circle of participants are a more suitable means of understanding local conflicts.

3. *Selection of target groups*: One of the aims of PRA is often to identify and define target groups for the project’s work (“the poorest of the poor”, female heads of household etc.). In conflict situations it should be considered whether differentiation along these lines makes sense, and if so to what extent. It may well be more appropriate to place the emphasis on measures which promote cooperation and are in the interests of everyone.

The table below lists a selection of analytical tools for examining the most important causes and consequences of conflicts at the local level and the strategies, capacities and resources available to the population. For a detailed description of these tools, refer to the relevant PRA manuals (cf. Pretty et al. 1995, Schönhuth/Kievelitz 1994).

5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

**Table 7: Issues to be examined and methods of participatory conflict analysis**

| Level            | Issue to be examined                                 | PRA tools  |
|------------------|--|--|
| <b>Household</b> | Family structures and social capital                 | Semi-structured interviews (with men and women, young people and older people)<br>(Participatory) observation  |
|                  | Livelihood   |  |
|                  | Men and women, old and young                         |  |
|                  | Local institutions and networks                      |  |
|                  | Violence<br>Conflict settlement in the village       |  |
| <b>Village</b>   | Course of the conflict                               | Timeline   |
|                  | Causes and consequences of the conflict (in general) | Village/town history<br>Problem tree<br>Seasonal calendar (especially where conflicts escalate on a seasonal basis)  |
|                  | Mobility and access to resources                     | Village map<br>Resource map<br>Transect  |
|                  | Economics and livelihood                             | Stocktaking and ranking of economic activities, comparison with situation 5-10 etc. years ago  |
| <b>Level</b>     | <b>Issue to be examined</b>                          | <b>PRA tools</b>   |
|                  | Political and social differentiation                 | Social mapping (particularly including refugees, minorities, ethnic/religious etc. grouping), comparison with situation 5-10 etc. years ago (ethnic cleansing?)<br>Wellbeing/wealth ranking of individuals (not households), comparison with situation 5-10 etc. years ago |
|                  | Local institutions                                   | Venn diagram, comparison with situation 5-10 etc. years ago<br>Institution analysis  |
|                  | Conflict settlement in the village<br>Violence       | Expert interview<br>Case studies<br>Participatory observation  |
|                  | Behaviour and attitudes                              | Participatory observation<br>Semi-structured interviews  |
|                  | Common values  | Folklore, poetry, song, theatre  |
|                  | Problem analysis<br>Approaches to solutions          | Problem ranking<br>Discussion and ranking of approaches to solutions   |

**Timetable**

The recommended procedure for participatory conflict analysis over a period of approximately one week in the field is shown below.



5. How can Conflict Analysis be integrated into Project Cycle Management (PCM)?

**Table 8: Timetable for participatory conflict analysis**

| <b>Days</b> | <b>Objective</b>  | <b>Activities</b>  |
|-------------|---|--|
| 1 - 2       | Training workshop for survey team   | Objective and organisation of the survey<br>Common methodology<br>Survey methods and reporting<br>Team building and rules of cooperation |
| 3           | General analysis of the situation<br>(consequences of the conflict and coping strategies) | Open PRA tools (including timeline, village map, resource map, institution analysis)   |
| 4 - 5       | Conflict analysis   | More closely focused methods, including expert interviews, semi-structured interviews, participatory observation, wellbeing ranking      |
| 6 - 7       | Sectoral issues   | Sector-dependent   |
| 8 - 9       | Evaluation in the team  | Discussion<br>Reporting  |

## **Annex I: Guiding Questions for Selecting, Preparing and Assessing Development Projects in Conflict Situations**

These sets of questions are tailored for the specific management instruments used by the GTZ. Many of the questions raised, however, are also suitable for projects organised according to different systems.

### **Guiding Questions for Brief Assessment to the BMZ**

The brief assessment is the means by which GTZ and KfW advise the BMZ during the preselection of project proposals on the part of the partner country. They use their knowledge of the country and sector-specific expertise to describe the situation surrounding the proposed project in the country and offer recommendations on how to proceed. These are then used by the BMZ as the basis for deciding on how to pursue the project further and as a basis for political dialogue with the partner government. Important decisions on setting the course are therefore taken at this early stage.

In countries suffering from conflict the brief assessment should contain the following information:

#### **International political context**

- Is there a common attitude among the international community towards the conflict in this country? What agreements have been made regarding the conditions applied to development cooperation? What status does the proposed project have in this connection?
- Is there any evidence that this or a similar project has already been rejected by other donors on account of the conflict risk (avoidance of donor shopping)?

#### **Conflict risk**

- Are there indications that the government intends to use the project for the purposes of its own war strategy or instrumentalise it? Is this desirable from the German standpoint?
- Are there indications that the planned project one-sidedly supports the interests of one group to the detriment of others and consequently has the effect of exacerbating the conflict? Are these groups part of the conflict in the country?
- Is the project intended to support reforms which could cause conflicts or bring them to a head? What are the short- and long-term perspectives of an approach of this nature?

#### **Opportunities for conflict management**

- What relationship does the sector have with the main conflict in the country/region (for example water, land, or decentralisation)? Is it possible to make an objective contribution to conflict management?
- Will the planned project make a contribution to dismantling unjust, discriminatory structures, to promoting democratic participation and good governance, to supporting open and fair mechanisms of conflict management or to reappraising and overcoming past injustices, and hence have a conflict-reducing effect? Does the partner government already have established strategies for this into which the project will fit?

- In countries with an ongoing peace process or a recently concluded peace accord: Does the project offer an opportunity to move the peace process forward? Is the timing appropriate? Is the project in line with the priorities for social reform and reconstruction set out in the peace negotiations or peace accord?

### **Executing agencies and other partner organisations**

- Is there already an executing agency in mind for the project? What is this organisation's position with respect to the conflict?
- Could the project be made more inclusive, for example by involving non-governmental organisations? Are there possible ways of bringing the conflicting parties together to deal with material issues or of supporting peace alliances?

These questions are intended to help in the assessment of risks and opportunities and in a creative search for alternatives. They should be considered as examples, and others need to be added depending on the situation.

### ***Standard structure of the brief assessment***

The issue of conflicts and peace-building should be taken into consideration in the following standard sections of the brief assessment:

**2.1. Context, problem analysis:** The conflict is both a framework condition and a problem, and should therefore always be taken into account in countries where there is conflict.

**2.2. Objective, target group:** If at all possible, peaceful management and resolution of the conflict should be included in the project's objectives system. As well as the usual classifications according to gender, income etc., the target group should also be differentiated according to its position with respect to the conflict (for example ethnicity) and according to the conflict lines within the target group (e.g. arable farmers vs. livestock breeders).

**3.2. Measures:** If it is foreseeable that the changes initiated by the project will themselves bring conflict in their wake, conflict management measures should be planned from the outset as a back-up. Otherwise it is essential to pay attention to potential indirect negative impacts when the measures are implemented.

**6. Impacts and risks:** In this section a detailed segment should be devoted to the desired positive impacts of the project on the conflict and the risks caused by the conflict. This means both the risk that the conflict represents for the success of the proposed project and the impacts and side-effects of the project on the conflict.

**7. Problems hindering speedy implementation:** Depending on the situation, it may be appropriate to recommend here that the project should begin as quickly as possible because the political process currently offers a unique opportunity for reconciliation etc. On the other hand it should also be considered whether the project should instead begin after the conclusion of a peace accord, after the cessation of hostilities or after the visible implementation of reforms by the state.

## **Guiding Questions for Offers to the BMZ**

By submitting an offer to the BMZ the GTZ commits itself to a certain project concept. The concept is derived from the particular interpretation of the problem that is to be dealt with (problem analysis) and the project purpose agreed in consultation with the partner. It sets a long-term course, and one that is often difficult to change, in relation to the partner, target groups, activities, commitment of resources and success criteria of the project. This is why it is important to integrate a conflict perspective into the project concept at this early stage in countries with an average or high conflict risk.

The method of conflict analysis and project planning described in Chapters III, IV, and VI is tailored to supporting those involved in drawing up an offer (regional division, P+D, officer responsible for the commission, appraisers) in devising a conflict-sensitive project approach. Nevertheless, it is worthwhile finally examining this concept once again on the basis of the prescribed standard structure for offers to the BMZ with a view to taking account of the conflict situation in the country and the development-policy objective of peace-building. A well-considered approach to dealing with the conflict should be reflected in analysis of the problem, the definition of objectives, methods and results, the selection of partners and target groups and in the anticipated project impacts.

The comments below provide explanations relating to the various standardised subsections in offers from the GTZ to the BMZ which can help in reviewing the project concept with regard to its conflict sensitivity. Organisations which use different models for their project concepts can adapt them to their most important planning stages as appropriate.

### **General**

The following sources provide a general guide to the subject of development cooperation and peaceful conflict management which may be useful to call to mind before starting work on the project concept:

- Krisenprävention und Konfliktbeilegung. Gesamtkonzept der Bundesregierung vom 7.4.2000, Bonn, 2000, BMZ Spezial Nr. 17.
- Technische Zusammenarbeit im Kontext von Krise, Konflikt und Katastrophen-Friedensentwicklung, Krisenprävention und Konfliktbearbeitung, Arbeitskonzept der GTZ, Eschborn 2001.
- Mehler, Andreas/Ribaux, Claude: Crisis Prevention and Conflict Management in Technical Cooperation. An Overview of the National and International Debate, Eschborn 2000.
- OECD: Conflict, Peace and Development Co-operation on the Threshold of the 21st Century, Paris 1998.

## 2.1. The Context (Problem Analysis)

The conflict should be integrated into the **problem analysis** as a cause, central problem or impact.

In cases where the conflict is identified as a **central problem**, this should be followed by a brief conflict profile (affected regions, number of victims and displaced persons, size of the armed groups, economic and social consequences, current trends) and an analysis of the conflict (causes, actors, issues, interests). It should be borne in mind that on closer examination a conflict often proves to be an accumulation of several subsidiary conflicts at various levels. The explanation should plainly state in which areas and at what levels the project will be able to make a contribution to peace-building.

In cases where the conflict is identified as a **cause** or **impact** of the problem to be addressed, the impact chains between the conflict and the problem should be clearly explained. It should be asked how the conflict has contributed to the range of problems described and/or in what way the problem led to the emergence or exacerbation of the conflict. It should be made plain how dealing with the identified problem is intended to prevent or overcome the conflict or to alleviate its consequences.

In all projects proposed for countries where there is an ongoing conflict, the conflict should be addressed in the **framework conditions**. As well as a brief analysis of the conflict, there should in particular be a description of the extent to which the conflict was in part brought about by earlier misdirected development measures both at the macro level (e.g. structural adjustment) and the micro level (e.g. resettlement projects), and what lessons can be learned from this.

Particular attention should be paid to the position adopted by the intended **target group** in the conflict but equally to other conflicts within the target group: are there different interests represented within the target groups with respect to the conflict, or different ways in which people are affected by it? How does the problem appear from the standpoint of the individual parties to the conflict?

### 2.2.1. Project purpose

Resolution of the conflict cannot be the purpose of the project, and projects cannot be measured against such an objective (the choice of indicators is important). Nevertheless, the project purpose should have a clear reference to the conflict.

The GTZ defines the **project purpose** in general terms as the use of project inputs by the target group and “changes in the thinking and action” of the target groups or intermediary organisations. In conflict situations, therefore, it is a matter of promoting attitudes and behaviour among important groups which can contribute to overcoming the conflict. It is helpful to look closely at each group to be clear which of their **attitudes** and **modes of behaviour** contribute to the conflict or offer starting points for a solution. This also applies to projects which are not specifically designed to engage in conflict management. What is important here is to point out not only the presence of problems but also evidence of potential for progress (local capacities for peace).

In the long term the aim is to overcome the **structural causes of the conflict** and to consolidate institutions and mechanisms of peaceful conflict management. These should be defined at the level of the development goal and the overall goal.

### 2.2.2. Development-policy status

Violent conflicts stand in the way of sustainable development. The **overall goal** in conflict-torn countries should therefore include a reference to the avoidance and/or resolution of conflicts through the promotion of democratic and equitable structures.

The point of reference in this regard is the Federal German Government's general concept on the subject of crisis prevention and conflict resolution (BMZ 2000).

If work is to be conducted in regions where there is open conflict, this should be justified in detail at this point on account of the high risks involved. Reference should be made to the anticipated positive impacts on the conflict and to the concept for dealing with security risks. These should be described in full in Sections 3.2.1. and 6.2.

### 2.2.3. Target groups

**Target groups:** In addition to being differentiated according to social criteria and gender, in conflict situations the target groups should be differentiated along political lines with regard to the conflict or the expected potential for conflict (**conflict-specific differentiation**). It should become clear from this what the interests and positioning of the various groups are with respect to the conflict and to the planned project activities. There must be a clear description of who will benefit from the activities, who will remain excluded or even lose because of the project, and to what extent activities are planned which are in the joint interest of different parties to the conflict. Indication should also be given here of possible resistance to the project within the target group. In the sections on the design of the project it should be pointed out how the project will deal with the various interests and potential for conflict.

In polarised conflicts there is a risk that a development project will be seen as **supporting one of the parties** to the conflict, even if the selection of this group was based solely on development-policy criteria (for example poverty reduction). If there are signs that such a situation is emerging, this should be pointed out. It may be necessary for the German position on the conflict to be politically clarified by the BMZ.

**Mediators:** One of the important factors in peace processes is strengthening of the middle level of leadership in order to build up a critical mass which will enable peaceful conflict management to take place. Particular emphasis should be placed on capacity building and the promotion of alliances and networks. The description of the target groups and executing agencies should be based on a detailed stakeholder analysis (tool: conflict mapping).

The conflict tree (tool in Annex III) can be used when describing the impact chains.

### 3.1.1. Previous measures

The previous measures implemented by this project or by other, earlier projects in the region should be discussed openly and critically in the light of their positive and negative impacts on the conflict, and lessons learned accordingly. There should also be a description of any new opportunities emerging from previous work (such as from the establishment of trusting relationships with important actors).

### 3.2.1. Methodology used

In countries in conflict this is a key section, where it is necessary to show how the project will take account of the conflict not only at the level of the objectives but in its entire way of working. In particular it must be clarified how the individual interest groups or parties to the conflict will be involved in the design of the project within the framework of the methodological approach. Furthermore it is important to avoid indirect negative impacts on the conflict which might arise from the way the project works (for example through selection of the project staff, target groups and partners; capacity building, transfer of resources etc.). Do No Harm analysis is a suitable preparation for this section.

The planned measures for dealing with security risks (cf. 6.2.) should also be described here.

### 3.2.2. Results and activities

The contribution which the project intends to make to active conflict management and peace-building should be operationalised here in at least one result. Care should be taken, though, that the conflict management component is not added on top of everything else but is organically integrated with the other project activities.

If the project has been found to be open to an increased risk of conflict, the planned compensatory measures should also be described here.

The **indicators** should be formulated on a conflict-specific basis. They should therefore indicate which group is to be influenced in which way. It is desirable to include indications here as to which inputs and measures should be used for measuring participation and benefits according to specific conflict groups.

### 3.3. Time Schedule

The difficulties in calculating a precise time schedule in conflict situations should be pointed out here. Hostilities may interrupt project activities for lengthy periods of time, but there must also be sufficient room for manoeuvre to allow new opportunities to be grasped. Nevertheless, a long-term strategy and presence is vital, especially in conflict situations. In particular, short-term one-off actions should be avoided because they can sometimes cause more harm than good.

The principle should therefore be: **respond in the short term, but think long term!**

If there are foreseeable difficulties, special agreements should be made with the commissioning party at this stage which will enable the project to adopt a flexible and appropriate response to a changing conflict situation.

#### **4. Project Implementing Organisation**

##### **4.1. Name**

If conflict issues have reached a deadlock and need to be moved on, it is not usually sufficient to work with just a single organisation. Instead it is necessary to generate political will by setting up networks and alliances, and to create a variety of launch pads for changes. In this section therefore the reasons for selecting the implementing organisations and the existing links between the organisations should be described in detail.

##### **4.2. Legal Status, Tasks, Responsibilities**

This section should describe not only the individual organisations but also and in particular the planned structure of the network and the way it will work.

##### **4.3. Organisational Structure, Personnel**

In conflict situations, organisation analysis must pay particular attention to the political mandate of the organisation and the composition of its staff. It must be assessed whether the organisation can take on a neutral or moderate, integrating role under these conditions. Likewise it should be shown where the particular strengths of the organisation lie and how they can best be used in the context of peace-building.

##### **4.4. Economic Situation of the Implementing Organisation**

Are there indications that the implementing organisation has an economic interest in exacerbating or prolonging the conflict? Might it still be in a position to make a positive contribution under these circumstances, despite this?

##### **4.5. Relationship to the Target Groups**

The legitimacy and acceptance of the implementing organisation among the target groups must be critically examined with the conflict in mind:

- Is there a social, ethnic etc. divide or are there differences in interests between target groups and implementing organisations which have contributed to the present conflict or which have been reinforced by it?
- Are there close family, clan-based, ethnic, religious etc. links between the implementing organisation and parts of the target group which put other groups at a disadvantage?
- What role does the implementing organisation play in the present conflict? Is it pursuing peaceful objectives?

Whatever the case, there must be a discussion of the extent to which productive cooperation is possible under these circumstances.



#### **4.6. Need for Promotion**

Partner organisations which intend to make a contribution to the peaceful management of conflicts can be supported in the following areas, for example:

- Reduction of prejudices and promotion of a desire for peace within the organisation and through its work
- Dismantling of discriminatory structures and practices within the organisation and in its work
- Strengthening of democratic, inclusive structures within the organisation and in its work
- Knowledge and skills of mediation and constructive conflict management which the organisation can include in its work
- Knowledge and skills of lobby work (advocacy)
- Improving networking with like-minded actors

#### **4.7. Impacts on the Implementing Organisation**

Especially in repressive states, in starkly polarised conflict situations and in countries with a generally high level of political violence it is important to pick out and weigh up the risks that the implementing organisation runs through its involvement on behalf of peaceful positions. Risks can be taken at both a personal level (career opportunities, personal security) and a political level (future of the organisation).

The project is taking on a great responsibility in this way. If risks are identified for the staff of the executing organisation, there should be a detailed explanation of what measures the project plans to take to protect the partner, including for the phase following the end of the project. In extreme cases this can include the granting of political asylum in Germany.

### **5.1. Impacts**

#### **5.1.1. Micro-economic assessment**

Attention must be paid here to equality of distribution within the target groups. Is there a danger that certain groups – perhaps ones that are already privileged – will gain disproportionately from the project, while others will go empty-handed or even be harmed (for example by the disappearance of markets or price movements)? Are there possible means of compensating for this imbalance at another level (for example through social infrastructure which is to the benefit of everyone)?

#### **5.1.2. Macro-economic assessment**

Considerations of distribution at the national level should be described here. Does the project reinforce the advantages bestowed on certain regions or does it reduce them? Does the project reinforce or reduce social inequalities in the fields of employment, income and educational opportunities in the long term?

Is there a danger that important segments of the population will experience a deterioration of their living conditions in the short and medium term as a result of the targeted reforms? Is there potential for conflict here? Can these measures be cushioned? Should they be implemented despite this?

### 5.1.3. Socio-cultural assessment

This section should deal with the impacts the project is hoped to have on the thinking and action of the target groups and the structural framework in which they are embedded (e.g. land rights). In certain respects this is therefore a **political assessment** of the project.

Important areas in which it is frequently aimed to achieve impacts include:

- Dismantling of stereotypes and reduction of advantages, lower tendency to violence among young people
- Better awareness of one's own rights and the possibility of asserting them
- Strengthening capability for – peaceful – political articulation and participation (empowerment)
- Cooperation and interchange between (former) parties to the conflict
- Structures felt to be more equitable (land law, education system, poverty reduction)

## 5.2. Assumptions and Risks

A latent or open conflict situation is always a critical background to a project.

If it is adjudged that a project can be carried though despite an ongoing conflict, this is usually based on one of the following **assumptions**:

- The conflict will not spill over into the project region.
- The conflict will remain at its current level and will not escalate further.
- The conflicting parties will tolerate the work carried out by the project and not obstruct it.
- The conflicting parties will guarantee the **security** of the project staff and partners.
- The project itself will not be politicised by one of the conflicting parties.

In all of these cases there should be an explanation of how the project is meant to respond to a change in these framework conditions. This may range from alterations to the project concept (for example more emergency aid) to relocation to a different region or even abandonment of the project altogether.

**Criteria for abandonment of the project** should be part of any responsible project planning process, although they should leave room for flexible handling to suit the situation. A project should however always be abandoned in the following circumstances:

- If the security of the project staff and partners is in acute and long-term danger because of their work for the project or
- If it emerges that pursuance of the project purpose itself will directly contribute to exacerbation or prolonging of a violent conflict.

## **Guiding Questions for Project Progress Review (PPR)**

A project progress review or similar form of project back-up offers the opportunity to examine the relevance and implementability of the project concept after a certain period of time in which the project has been able to gather experience. In countries where there is conflict the issue of the relationship of the project to the conflict should also be addressed.

Over and above the usual occasions, in conflict situations it is advisable to perform a project progress review in the following instances:

- When there are fundamental changes in the political and institutional framework conditions of the project, for example because of an outbreak of armed conflict or the conclusion of a peace accord to which the project wants and needs to respond appropriately (project-external reason).
- When conflicts develop within the project or because of the project activities and these conflicts can no longer be controlled within the limits of the project's usual activities (project-internal reason).

In these cases it is recommended that the project progress review should be performed as soon as possible when the relevant changes become apparent. If necessary this might mean departing from the high technical standards usually expected of a project progress review.

## **Areas to be examined by the PPR (standard structure)**

### **1. Planning**

#### ***Relationship between the project and the context***

- Have the political, economic, social and socio-cultural factors which govern the current conflict in the country/region been analysed? At what level (macro, mezzo, micro)? To what extent were they taken into account when the project was planned?
- What stance does the government of the partner country take with respect to the conflict? Is it striving for peaceful resolution of the conflict and removal of its causes? What relationship is established by the project?

#### ***Project executing agency/implementing organisation***

- Has the institutional and implementation structure been analysed with regard to its political mandate and role in the current conflict? If so, have consequences been drawn from this for the nature of the cooperation and the need for assistance?

#### ***Questions on institution analysis***

- In what way is the organisation politically and administratively integrated? Who controls it? Can the organisation be expected to perform a peace-building role under these circumstances?
- What mandate does the organisation have? In which fields do its duties lie? Do these contribute to exacerbation or resolution of the conflict?

- What is the political, regional, ethnic etc. composition of the organisation at the management and working level? Are there indications of political, ethnic etc. discrimination within the organisation which is connected to the conflict? What attitude do the staff of the organisation have to the conflict? Is there any motivation to resolve it? Is the organisation the right partner under these conditions? Is there leeway within the organisation to work towards overcoming structures which sustain the conflict?
- What is the political, ethnic etc. identity of the organisation in relation to the target groups? If they are different, does constructive cooperation still take place nevertheless? If they are identical, are other important groups sidelined by the closeness of the implementing organisation and the target groups?

### ***Target groups***

- Which criteria were used to identify the target group? Is it possible that these criteria (e.g. poverty) limit the target group to a certain identity (e.g. refugees, ethnic group) and that the project consequently intensifies disputes? How could the project measures be made more inclusive so that other important groups are not excluded?
- Is there differentiation within the target group according to membership of certain groups (such as refugees, or a particular religion or party), socio-economic criteria or interests (for example different claims on a well project by farmers and livestock breeders)? Were the project measures aimed at the interests of different groups or at common interests?
- In what form and at what time were the various stakeholders' views of problems, objectives, potentials/resources and relationship networks clarified? Were any conflicts detected at the time? What was the response to them?
- Does the project have an adequate stock (in terms of both quantity and quality) of data and information about the target groups (target group analysis)? Is this differentiated according to variables such as gender, age, ethnic, religious, political or other identity, socio-economic stratum etc.? How was the data obtained? At what time? Who was involved in this? When, how and with whose involvement were the results of the analysis translated into the project concept and the planning of activities?
- Were/are the target groups involved in definition of the project inputs? Is it possible to discuss different perspectives on the conflict openly during this process? Does the project have expertise in the field of the facilitation and mediation of conflicts? How could disadvantaged groups be encouraged to articulate their interests?
- What perspectives and priorities within the target groups were taken into account during the definition of the project inputs? How were/are conflicts of objectives or interests between various stakeholders (especially parties to the conflict) dealt with? Does the project promote common interests rather than sectional interests?

### ***Capacity analysis***

- What is our mandate? What room for manoeuvre do we have? What role is appropriate for us? What role is our own organisation already playing in the conflict?
- What resources can we put in? Are we in a position to involve ourselves in the conflict reliably and in the long term?

- Where are we tied down? What opportunities and restrictions arise from this? What particular skills can we contribute which are useful for peace-building? What contacts and networks can we bring into the peace process?
- Who are our staff? What is their position in relation to the conflict? What are their skills and areas of competence?
- What are others already doing in the field of peace-building in this region or this country? What can we learn from this? Where are there still gaps which we could fill? How can we cooperate with others?
- Where does our comparative advantage lie? Where should we apply our efforts?

***System of objectives: integrating crisis prevention and peace-building into the project planning matrix***

- What impacts are intended for the individual interest groups or identity groups? How are disputes about objectives dealt with?
- Is it intended that disadvantaged groups should be promoted (empowerment)? At what level (e.g. economic, social, legal status)? How is this reflected in the project strategy?
- Does the project cover the promotion of open and fair mechanisms of peaceful conflict management? Does the project enhance democratic articulation and participation by disadvantaged groups?
- Does the project support structural reforms (in the education system or land law, for example) which are appropriate to eradicating causes of conflict?
- Are objectives, results, activities and in particular indicators differentiated according to social groups and, if appropriate, parties to the conflict?
- Are the eradication of conflict causes and the promotion of constructive conflict management integral parts of the project concept or does it contain specific components for these purposes?

**2. Progress of project implementation**

***Integrating crisis prevention and peace-building into project implementation: strategies, measures and instruments***

- Does the current political framework (e.g. the current conflict situation) still match the conditions that were assumed at the project planning stage? What adjustments have been made in this regard?
- Are there discrepancies between planning targets and implementation with regard to conflict management and peace-building? In what form? Why?
- What benefit do the various social groups or parties to the conflict gain from the project inputs? Are there areas of intervention by the project which are aimed in particular at groups that are disadvantaged or discriminated against?
- What strategies, instruments and measures are used in order to practise democratic articulation and participation as well as peaceful conflict management in the course of the project? Are there approaches which can be used as models?
- Are there particular activities aimed at the institutionalisation and consolidation of structures and processes of peaceful conflict management in conjunction with the partner organisation? With what success?
- Has conflict management been integrated into organisational consultancy measures for the partner organisation?

- Are there networks and cooperative arrangements with other organisations close to the project which are committed to crisis prevention and peace-building? Which organisations (national “peace alliances”, NGOs, other donors)? Evaluation?

### ***Integrating a Do No Harm perspective into project implementation***

- Is the project endeavouring both through its inputs (WHAT?) and through its way of working (HOW?) not merely not to exacerbate the conflict further but also to discover and make use of points of departure for overcoming the conflict?

#### *In particular:*

- Were the project staff selected in such a way that no one-sided preferential treatment for one group derives from this but that if possible all groups are represented? If this is not possible because of security reasons: is the project endeavouring to promote communication and interchange between the project staff in various regions?
- Were the project partners/executing organisations selected in such a way that there is no one-sided preferential treatment for one group?
- Does the target group represent a single party in the conflict? If this is justified on development-policy grounds (for example because of the people’s nutritional state), is the project trying to make these criteria transparent to all concerned?
- How are the decisions taken that affect the target groups? How are participation, openness, transparency and inclusivity guaranteed? How does the project deal with conflicts of interest?
- Does the project support institutions and initiatives which satisfy common interests (schools, health care, communal infrastructure) or rather measures which satisfy individual interests (housing construction)?
- Is the project trying to build bridges between the conflicting parties with its schemes (for example joint management committees for communal institutions, “neutral
- Do the project staff succeed in demonstrating alternatives to conflict-related stereotypes through their personal behaviour?

### ***Monitoring (impact assessment)***

- Does the project have a working system of impact assessment? When monitoring is carried out, is it differentiated according to social groups and/or parties in the conflict?
- How are differences between social groups and/or parties in the conflict observed and evaluated in the design and use of the project inputs?
- Is there monitoring of unintentional – positive and negative – impacts on the conflict situation? Is there an analytical framework? What surveys are performed?
- Have decisions been made on steering and adjustment which are relevant to the conflict? What are they? Who initiated them?
- To what extent are steering and adjustment processes documented?

### **3. Inputs and impacts**

- Which of the conflict-related assumptions and risks identified in project planning have proved correct? With what consequences? What possibilities does the project have of having an effect on the assumptions and risks?
- To what extent can impacts on crisis prevention, conflict management or peace-building be established at the present moment? At what level are these discernible (target group level, institutional level)? Evaluation?

- Which of these impacts originate from the planned project inputs? Which are planned, and which are unplanned? What impacts can be attributed to the procedures used by the project?

*Possible areas of impact include:*

- Stabilisation through satisfaction of basic needs
- Democratic participation
- Public awareness raising, organisation and empowerment
- Enhancement of the legitimacy and efficiency of government institutions
- Structural reform to overcome the causes of the conflict
- Institutions and processes of peaceful conflict resolution
- Imparting of skills and expertise in peaceful conflict management
- Confidence-building, communication and interchange between groups relevant to the conflict
- Support for peace alliances
- Human security
- Are any unplanned negative impacts on the conflict discernible? How are these triggered? How are they being dealt with?

*Possible unplanned negative impacts include:*

- Reinforcement of imbalances as a result of one-sided promotion of one group, region etc.
- Strengthening of authoritarian, inefficient, corrupt or conflict-inducing (governmental) structures as a result of a lack of transparency, inclusivity and participation in project implementation
- Weakening of local forms of democratic decision-making and conflict management
- Transfer of skills and capacities which can later be used to exacerbate a (violent) conflict yet further (e.g. radio programmes, mechanic's training course)

#### **4. Recommendations**

Recommendations could cover the following areas, for example:

- Inclusion of more “mediating” activities in the project’s activities, bringing together various conflict actors
- Integration of a conflict management component into the next project phase
- Description of the need for upgrading and training among partners and project staff in the field of peaceful conflict management
- Rough framework for conflict impact assessment
- Dimensions for identifying performance, process and impact indicators

#### **5. Lessons learned**

- What are the most important lessons learned so far from the project regarding work with (potentially violent) conflicts?
- What are favourable conditions for a positive contribution by development cooperation?
- What difficulties have arisen? How were these dealt with?
- Have new instruments been developed as models and then put to use? What experience has been gained with these instruments?

(Sources: adapted from Brendel 1998)

## **Annex II: Practical Suggestions for a Conflict Analysis Workshop**

The process of conflict analysis and conflict-sensitive planning described in Chapters III and IV is designed to be carried out within the framework of conflict-analysis and planning workshops with the participation of a broad circle of stakeholders, but it can also be carried out in a smaller group. Following a procedure along these lines not only provides a better foundation of data for planning, it also increases the relevance of the project and the degree to which it is integrated. Closely involving the important actors is intended to help find workable approaches for everyone. The planning team should strive for the greatest possible inclusivity, participation and transparency. Ultimately, conducting this type of conflict analysis can create space for objective dialogue between the parties to the conflict and thus become part of the conflict management process itself.

However, workshops and other forms of stakeholder participation are not easy undertakings under the conditions of an escalating or open conflict. There may be misgivings about security if the planning team is intending to spend a lengthy period in the field. It is also possible that some of the parties involved in the conflict reject all contact with the development organisation, while other groups are too intimidated or traumatised to express their concerns in an appropriate manner. These are all reasons why the process should be thoroughly prepared. The checklist below can help in the preparation of a conflict-analysis workshop.

### ***Checklist for preparing workshops on conflict analysis***

#### ***Purpose***

- What is our mandate for performing the conflict analysis?
- What is the immediate purpose of the conflict analysis (e.g. project identification, operations planning, indicator development)?
- What further objectives are linked to conflict analysis (e.g. networking, capacity building for local groups, confidence-building activity, common understanding of conflict causes, building visions of the future)?

#### ***Process***

- What form is the conflict analysis process to take, seen as a whole?
- Which are the most important groups that are to be included in the analysis?
- What is the timescale allowed for the project planning process?
- In which phases is it intended to hold a workshop?
- Is just a single workshop planned or a series of workshops?

#### ***Scope***

- Which conflict level(s) and/or planning levels is the conflict analysis supposed to cover (local, regional, national)?
- What is a realistic length of time for giving due attention to the history of the conflict and planning for the future (short- and long-term approaches)?
- What sort of experience and capacity do the probable participants have? How does this affect the topics that can be dealt with?



### ***Participants***

- Which important institutions and individuals should take part in the conflict analysis?
- What sort of knowledge and experience can they bring to the process? Who are the actual decision-makers? To what extent will the participants be involved in putting the results of planning into practice? To what extent will they be affected by the impacts of the project? Which groups should be involved from the very beginning, because they are in a position either to support the project or obstruct it?
- Do the selected representatives adequately represent the most important groups of stakeholders? How can disadvantaged groups be assisted in finding and putting forward their positions so that they will not be overpowered by better educated and better prepared participants? Might it be more appropriate to conduct separate conflict analyses with various groups so that everyone has the chance to express their opinions (especially where there are major differences in education, language and power)?

### ***Content***

- What should the conflict analysis concentrate on in particular (for example cause analysis, objectives analysis, planning)?
- To what extent are there possibilities for the participants to help to determine the topics and results of conflict analysis? This should be clarified with the participants from the outset, in order to ensure that, if they have any expectations, these will not be disappointed.
- How can the process of analysis and the individual topics be presented in such a way that they are easy for all participants to understand?
- Can some conflict issues be identified in advance? Should specialists in particular fields be invited who can help deal with technical questions?

### ***Rules of behaviour***

- On what basis will the participants and the development organisation be taking part in the conflict analysis process?
- How should the participants behave in relation to each other – both during the analysis and outside the process?

### ***Language***

- What languages need to be used for the survey? Do we need interpreters? Will our interpreters be thought of as neutral by the participants?
- In which language should the workshop(s) be held? Are all participants capable of expressing themselves freely in that language? Does choosing that language contain an implicit political message (for example is it the language of the dominant group)?

### ***Infrastructure***

- Where should the event be held? Are there any “neutral” premises which can be used by the members of all the parties to the conflict? Do all of the participants feel at ease there?
- How long should the individual sessions last? At what time of day should they take place so as not to interfere with the participants’ other commitments?
- How can the progress and results of the survey or event be appropriately visualised so that everyone considers themselves to be sufficiently well informed?
  
- What methods are to be used for the survey and analysis? Is the survey team sufficiently well prepared to use these methods? What sort of materials will be needed for visualising and documenting the process?
- What opportunities are to be provided for participants to give feedback and for a final evaluation of the process to be carried out?

### ***Chairing the event***

- Does the chairperson have the necessary trust of the participants? Is he or she seen as being sufficiently neutral? Does he or she have adequate knowledge of the relevant language(s) and methods?
- Are there expected to be major disputes between the participants? Should an experienced mediator therefore be brought in as well?
- Do the members of the survey team and the chairperson have the necessary sensitivity and skills to include traumatised people in the process without causing them even more hurt? Should a psychologist be brought in?

### ***Follow-up***

- What should be done with the results of the conflict analysis? How will they be taken into account in the final decision-making process?
- Are there results or findings which the participants can take back and apply directly to their work and lives?
- What will happen with agreements and obligations? How will they be sustained?

Source: developed on the basis of International Alert 1996

## **Annex III: Toolbox for Conflict Analysis**

This method finder contains the tools for conflict analysis and strategic planning recommended in Chapters III and IV, in the order in which they are mentioned in the text. For further details on participatory analysis of the conflict situation (Chapter VI) using PRA methods, please refer to the relevant specialist literature in the bibliography.

### **Tool 1: CONFLICT PROFILE**

#### **Description**

On the basis of a number of key questions, a conflict profile enables the user to draw up a quick overview of the causes, extent and evolution of the conflict. It therefore helps the user to systematise the information and to edit it in such a way that it is relevant to whatever action is to be taken. In the course of preparation for a planning workshop or a detailed field survey the conflict profile can draw attention to important questions which need to be addressed in greater depth later. For this reason the statements made here should be considered more as working hypotheses rather than facts.

#### **Application**

- Brief analysis of the conflict in order to prepare the ground for important decisions at the head office of the development organisation
- Aide-mémoire for the analysis of secondary literature and interviews with experts in preparation for a detailed survey
- Quick overview of the conflict or conflicts in the project region and their most important causes and consequences at the start of a detailed conflict analysis process, identification of problems and questions to be asked

#### **Procedure**

- Collect secondary literature on the conflict, identify experts
- Use the list of central questions given below when working through secondary literature and interviews with experts
- Draw up a brief conflict profile (approx. 2 pages)

#### **Time required**

At least 45 minutes to 1 day, depending on the background knowledge of the person/people concerned, the quality of the available information and the reliability of the stated details

#### **Comments**

The conflict profile can be drawn up before the time when the conflict analysis is due to be carried out and then given to the survey team as a basis for discussion. In so doing it must be made clear that the profile contains only assumptions and hypotheses, which may be confirmed or revised following detailed analysis.

## Central questions on drawing up a conflict profile

### 1. Conflict type

- Internal conflict within one country, international conflict between two or more countries, regional conflict
- Border conflict
- Social conflict
- Conflict over resources
- Conflict over identity or values

It is not unusual to find a combination of different types of conflict in one situation.

### 2. Conflict phase

- Latent conflict, unstable peace, low intensity of violence
- Conflict escalation, tensions, worsening of relationships
- Acute conflict, long-term crisis, high intensity
- Cessation of conflict, emerging peace
- Transition to post-conflict situation, reconstruction

### 3. Extent of the conflict

- Geographical: conflict region – where do acts of violence take place? Area affected (km<sup>2</sup>), percentage of total area of country
- Human: number of victims of violence per month or year, number of refugees/IDPs, nutritional status and health status of the population
- Economic: destruction of infrastructure, percentage decline in legal economic activity in the region
- Military: parties involved in the conflict, number of combatants including “informal” forces, non-governmental actors in the region

### 4. Conflict constellations

- Actors and alliances (political, economic or social alliances, alliances with other national and regional actors)
- Framework conditions (political, economic, regional, global)
- Patterns of conflict and violence (e.g. seasonal violence)

### 5. Conflict causes

- Political: what are the demands of the parties involved?
- Economic: e.g. poverty, globalisation
- Governmental: e.g. collapsing institutions
- Territorial/natural resources
- Social: e.g. discrimination

### 6. Conflict trends and risks

- Tendency to spread into other areas
- National and regional repercussions, potential involvement of additional actors
- Probable consequences of a possible victory/defeat for the parties to the conflict
- Long-term consequences of the conflict for the region (e.g. brain drain)

## 7. Conflict settlement and peace process

- Existing processes and structures of negotiation and mediation in the country
- Role of central government in settling the conflict
- Role of civil society
- External involvement

Source: developed on the basis of DFID 2000

### Tool 2: CONFLICT PHASES

#### Description

Conflicts have their own unique history, and each one runs its own unique course with various phases and levels of intensity and violence. It is important to recognise these various stages because they each present different challenges and opportunities for internal and external actors as they attempt to play a part in bringing about a peaceful transformation of the conflict. The intensity of the conflict over a certain period of time can be represented with the aid of a graph.

In general terms it is possible to differentiate between five different phases of a conflict:

1. **Latent conflict:** Although outwardly there is an appearance of stability, the structural causes of the conflict are already in place and at least one of the parties to the conflict is aware of them. Relationships between the parties are tense. There are few opportunities, if any, to address and solve the problem within the existing political and social order. The tensions are liable even at this stage to spill over into occasional acts of violence.
2. **Conflict escalation:** The conflict has now become public, with the behaviour of one or more of the parties in the dispute becoming increasingly confrontational (for example public demonstrations, or clashes limited to a certain locality). The degree of mutual trust drops quickly, and the parties prepare for further confrontations (generation of resources, formation of alliances).
3. **Acute conflict:** The conflict is at its most intense. The level of violence is high, normal communication between the parties to the conflict is almost impossible. Peaceful options of resolving the conflict appear to be out of the question.
4. **Conflict settlement:** The acute crisis is brought to an end by the victory of one party, capitulation, mediation, peace negotiations or the intervention of a third party. The level of violence and tension drops, and communication between the parties to the conflict becomes possible again.
5. **Transition to a post-conflict situation:** The situation stabilises even though there are still political, economic and social uncertainties. If the causes of the conflict and the effects of the conflict are not specifically addressed at this stage, there is a risk of renewed escalation. The people often try to suppress all memory of the conflict.

**Conflict cycle:** Many internal conflicts have a tendency to drag on over years or even decades, even if the degree of intensity of the conflict varies in the meantime. In some countries the conflict intensity is even determined by the time of year. This phenomenon is often referred to as the conflict cycle.

### **Application**

- Recognition of phases and cycles of conflict escalation and de-escalation
- Placement of the present situation in the overall course of the conflict
- Drafting of conflict scenarios and discussion of possible means of exerting influence
- Conflict perception and conflict rating by the target groups

### **Procedure**

- Show the intensity of the conflict in the region over an appropriate length of time (> 10 years) on a graph (x-axis: time, y-axis: conflict intensity)
- Discuss the criteria for assessing the conflict intensity, if necessary adapt the graph accordingly
- Discuss the causes of the developments shown on the graph (e.g. escalation or de-escalation, periods of apparent calm)
- As part of trend analysis/scenario development: discuss the possible future direction of the conflict

### **Time required**

At least 60 minutes

### **Comments**

- It is recommended to use the conflict phases tool in conjunction with the timeline (Tool 3) in order to obtain additional qualitative information relating to important events and developments.
- The phases of the conflict can be recorded separately for different parties or regions. This often reveals discrepancies, which provide interesting material for further debate.
- The graph showing the phases of the conflict is also useful in impact assessment, providing the background for drawing up trend lines indicating the target groups' other living conditions (cf. Klingebiel et al 2000)

Example

FIGURE 2.1:  
STAGES OF CONFLICT  
(EXAMPLE 1 FROM  
UGANDA)

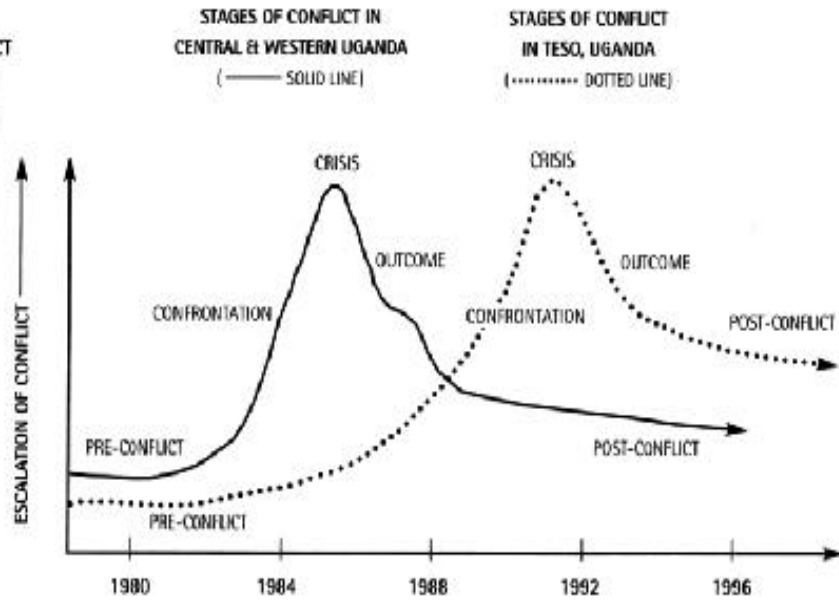
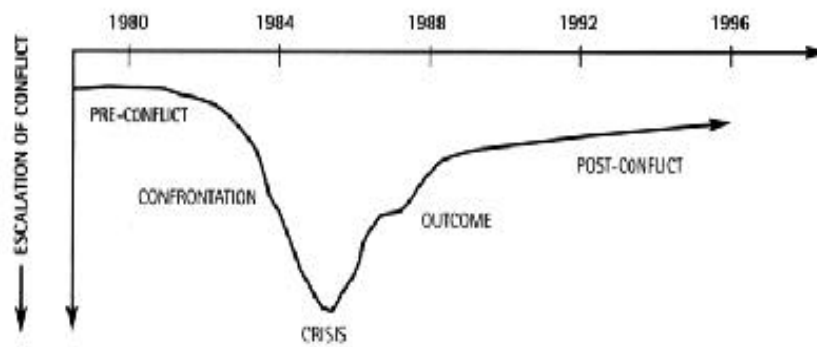


FIGURE 2.2:  
STAGES OF CONFLICT  
(EXAMPLE 2 FROM  
UGANDA)



Sources: Lund 1997, Fisher et al. 2000:19f., Klingebiel et al. 2000, Leonhardt 2000

### **Tool 3: TIMELINE**

#### **Description**

The timeline is a simple instrument that lists the key events of a conflict in chronological order. Such events may include military clashes, the recruitment of combatants, political propaganda, expulsions, famines or peace initiatives, to name but a few. The conflict line reflects the subjective perception of the conflict as seen by the group being questioned. This is why it is particularly well suited to distinguishing between different perspectives of a conflict. These may be the perspectives of individual parties to the conflict, or the standpoint of the central government as opposed to the standpoint of the local population, among others. It is seen again and again that different groups remember different events, and that they have different explanations for particular developments such as the escalation of the conflict or the conclusion of a peace accord.

#### **Application**

- Documentation of the local history of the conflict
- Clarification of different perspectives of the conflict
- Identification of important events

#### **Procedure**

- Agree with the participants on a suitable year to start the timeline
- The participants record the most important events in the conflict along the time axis
- Discuss with the participants the causes of individual events and important consequences (for example political or psychological)
- If appropriate, add a separate timeline with peace initiatives

#### **Time required**

At least 60 minutes

#### **Comments**

- If there are disagreements among the participants, separate timelines can be drawn up. These should then be compared by everyone together, and the differences discussed. It is important here to establish an atmosphere of respect for different perceptions and points of view.
- Timelines are also helpful in the analysis of complex conflicts that are taking place simultaneously between a large number of actors and at different locations. In such cases timelines should be drawn up separately for each sub-conflict and then placed one over the other in order to compare them (see example: USAID 1997).



**Examples**

**Timeline for showing different perspectives of a conflict**

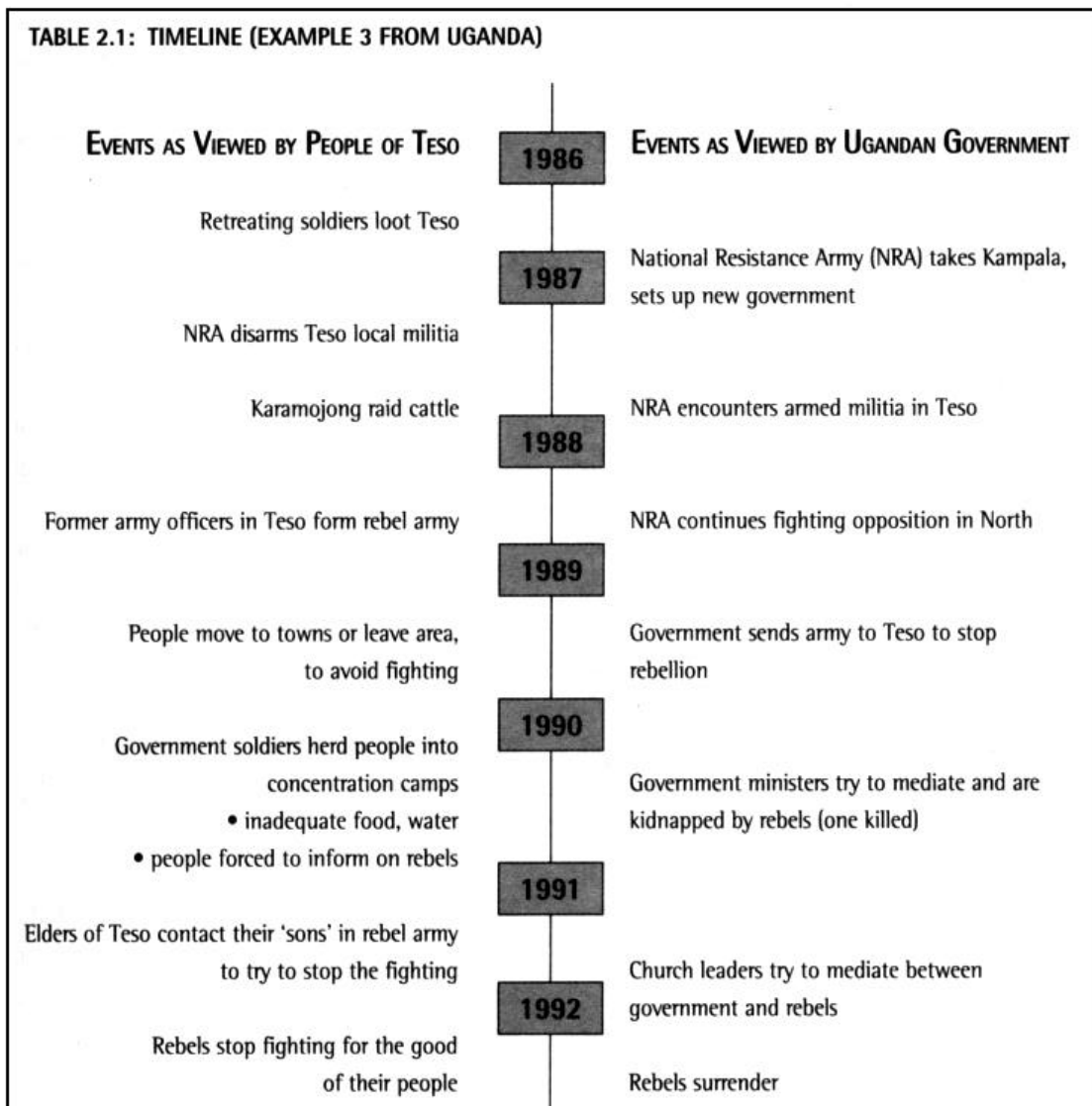


Diagram from Fisher et al. 2000: 21

## **Tool 4: CONFLICT ARENA**

### **Description**

The conflict arena helps in producing a spatial analysis of a conflict. It is therefore particularly suitable for conflicts that are being fought over territories or access to natural resources. The method should also be used if the conflict has complex regional implications (such as Palestine/Israel, or the Great Lakes region in Africa).

In order to obtain a visual portrayal of the arena or scene of the conflict, politically important borders, expanses of land, fronts, areas of influence, territories, mineral deposits or other natural resources, communication links etc. are plotted on a map of the conflict region. The aim is to make it clear which areas are currently controlled by the various parties to the conflict, precisely which areas, borders, mineral deposits, water resources etc. are critical factors in the conflict and from which sides external influence is exerted on the conflict.

### **Application**

- Analysis of the territorial aspects of a conflict and of external influencing factors
- Analysis of economic factors that are prolonging the conflict (e.g. diamond deposits, drug-growing areas)
- Identification of strategic regions for project activities

### **Procedure**

- Produce a map of the conflict region with as much detail as possible
- Show the regions dominated by the various parties to the conflict
- Identify zones with high levels of violence and disputed objects (cities, mineral deposits etc.)
- Show cross-border alliances, sources of influence etc.
- Discuss the significance of spatial factors for the evolution of the conflict to date and in the future

### **Time required**

At least 45-60 minutes, depending on the quality of the maps

### **Comments**

- It is also possible to apply a variant of the conflict arena method at the village or urban district level with village and natural resource maps and the social mapping technique used in Participatory Rural Appraisal. In communities that are split along ethnic or religious lines and where conflicts are being fought over resources or land, these methods can be used to obtain a similar insight into the local conflict situation.

## **Tool 5: CONFLICT MAPPING**

### **Description**

The conflict mapping method entails producing a graphical representation of the conflict actors, their relationships and the respective conflict issues. As well as the parties directly involved in the conflict, this should also take account of other groups which are allied with the parties or which are able to influence them. This helps the observer to identify patterns of power, alliances, neutral third parties, potential partners for cooperation and possible points where influence could be exerted. It is therefore important to include your own organisation and its relationships with the various actors as well.

In order to focus conflict mapping on a particular problem area, it is essential to define certain points at the outset:

- WHAT precisely it is intended to show
- The point in time to which the analysis should relate (WHEN – the conflict phases tool can help here)
- From WHOSE PERSPECTIVE the mapping should be carried out

The networks of relationships that are identified in this process are dynamic; this means that after a few months the picture may be entirely different.

In addition to the actors and their relationships, the issues causing the conflict between the respective parties can also be mapped. The position adopted by the more important actors can also be included in more detail, in a type of speech bubble. This is a good lead-in to an analysis of the conflict causes and issues in the dispute.

### **Application**

- Greater understanding of the relationships and balance of power between the parties involved in the conflict
- Identification of potential cooperation partners and target groups, examination of their position in the conflict
- Examination of one's own position/neutrality
- Identification of possible points of departure for conflict management

### **Procedure**

- Identify the important conflict actors, representing the individual actors by circles of different sizes. The size of the circle depends on the amount of influence each actor has. Partners in alliances should be shown close to each other.
- Represent the relationships between the actors (conflict, cooperation, exertion of power etc.) by means of lines, arrows etc. (For suggestions on how to present the conflict actors and their relationships in graphical form refer to the end of this section.)
- Enter your own organisation and its relationships with the conflict actors.
- Enter the conflict issues.
- Discuss the allocation of roles between peace actors, entry points for your own organisation, the formation of alliances and synergies.

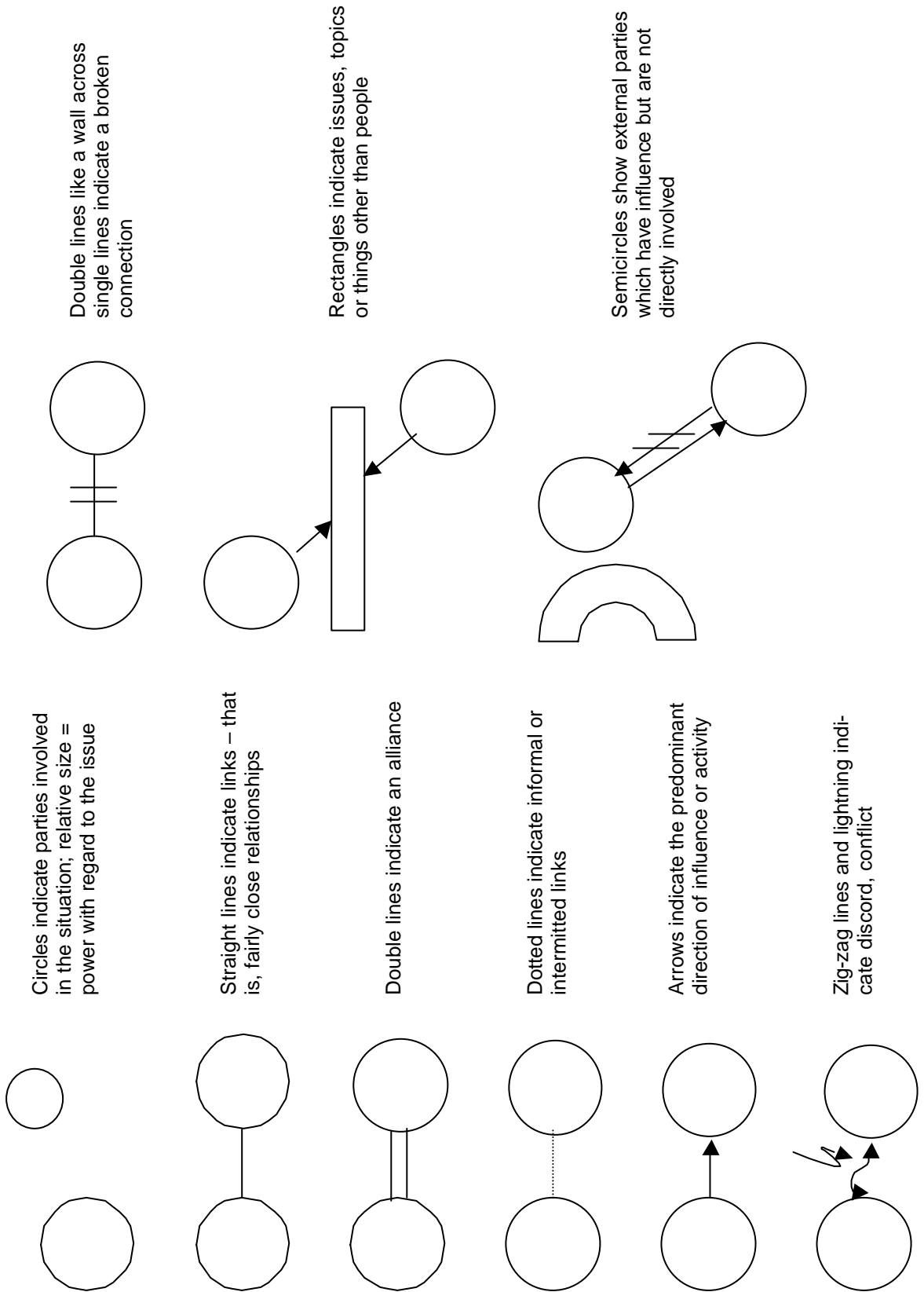
**Time required**

At least 90 minutes

**Comments**

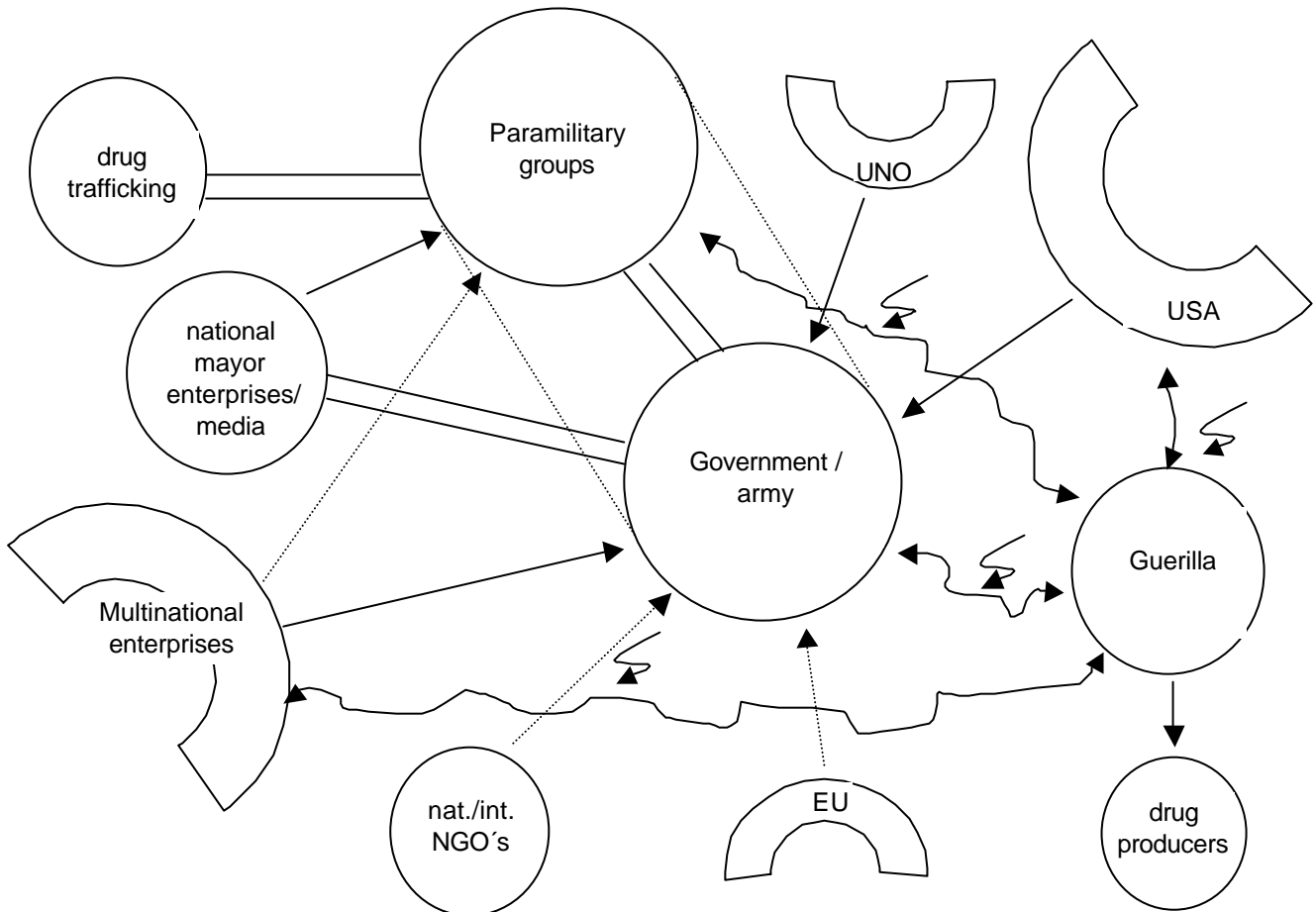
- During conflict mapping the participants are very often tempted to draw up a thoroughly comprehensive and detailed analysis of the conflict. This is time-consuming and produces unclear, confusing results. This is why it is important to restrict the analysis from the beginning to a certain set of questions.
- The conflict mapping technique is also suitable for depicting the relationships between different conflict factors.
- Conflict mapping can also be used to highlight the different views of the conflict which the various parties currently hold. To do this, ask each of the parties to draw their own conflict maps, and then compare these with each other. The different perceptions that become apparent from this can be used as an introduction to a debate on the needs and fears of the individual parties.

Graphical elements used for conflict mapping



Source: developed on the basis of Fisher et al. 2000:23.

**Example: Conflict mapping in Colombia**



Source: Ropers/Bächler, GTZ-Grundkurs Konfliktbearbeitung und Friedensförderung, June 2000, Annex 16

## Tool 6: CONFLICT PYRAMID

### Description

The conflict pyramid can be seen as an alternative or supplement to conflict mapping. It is particularly well suited to analysing the various levels of a conflict and to identifying strategically placed key figures and institutions on whom or which it is hoped to exert influence. The conflict pyramid is based on the distinction drawn by John Paul Lederach (1997) between the upper, mid and grassroots levels of conflict management.

#### Level 1 (upper level)

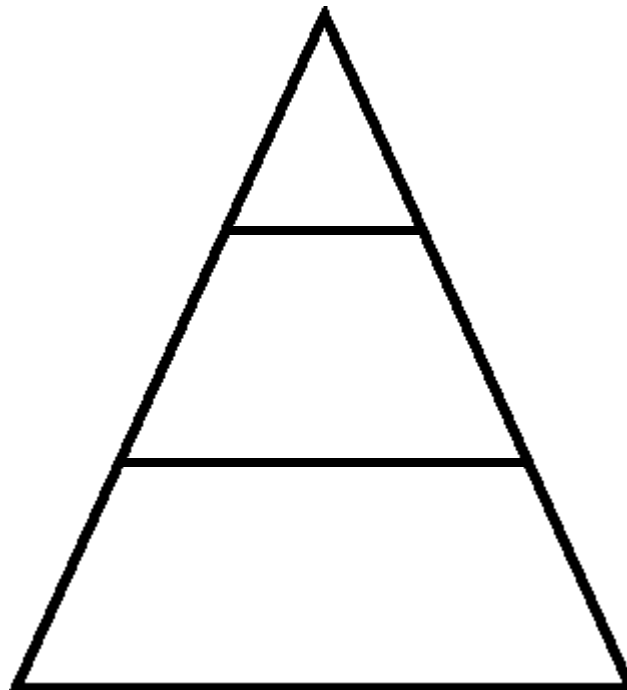
- Military, political and religious leaders who are very much in the public eye
- Government representatives
- International organisations

#### Level 2 (mid-level)

- Respected figures in certain sections of society
- Ethnic or religious leaders
- Academics, professionals
- Heads of NGOs

#### Level 3 (grassroots level)

- Local leaders, elders
- NGOs and social workers
- Women's and youth groups
- Local health workers
- Refugees' representatives
- Peace activists



Experience with conflict management in many countries has shown that progress must be achieved at all three levels if an international or internal conflict is to be lastingly resolved. On the other hand, it is also true that at every level there are key individuals and organisations which can provide particular impetus because of their special relationships with others at higher or lower levels. Lederach attributes the greatest significance to the mid-level, because it is interlinked with both the highest level and the grassroots level.

For the purposes of pyramid analysis, the most important actors at each level must be identified. As well as this, the relationships and conflicts between these actors and with actors at other levels can also be shown. It may also be useful to describe each party to the conflict with a pyramid of its own and to compare these with each other, using this a basis for working out further relationships and cross-links. In so doing it is always important to look for possible entry points for influencing important actors.

### **Application**

- Identification of decision-makers and key figures at the various levels of the conflict
- Examination of one's own work or strategy to determine whether it includes the greatest possible number of levels
- Identification of appropriate strategies in order to influence the various levels
- Identification of potential partners for cooperation at the various levels

### **Procedure**

- Identify the levels at which the conflict is taking place
- Enter important organisations, institutions and individuals at each level
- Discuss the relationships between the levels
- Enter your own organisation at the relevant level, take stock of the existing relationships between the organisation and the other levels and identify relationships that still need to be established

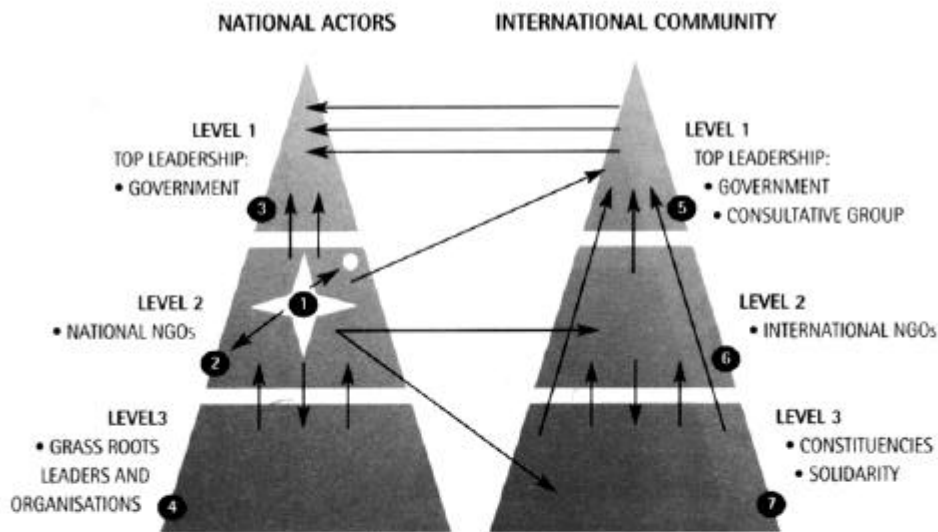
### **Time required**

At least 60 minutes



## Example

FIGURE 2.13: THE PYRAMID  
EXAMPLE FROM GUATEMALA



## KEY

1. Our position among middle-range leaders/NGOs at the national level.
2. Identification of our relations and capacity to have influence alongside other NGOs who were significant at the national level.
3. Relations, research, studies, follow-up, proposal and pressure on government offices, mainly with regard to international cooperation, fulfilment of joint agreements and follow-up on the use of funds meant for social compensation and foreign debt. The Guatemalan Government, finally, was the centre of pressure.
4. Accompaniment to promote socioeconomic development and to strengthen the organisational capacities of grass roots organisations through training workshops, informative talks, political analysis, assistance with addressing social needs and community problems, and so forth.
5. Monitoring and lobbying the international community – especially the Consultative Group (a group of governments and intergovernmental organisations who supported the peace process in Guatemala). Our main task was to provide information from the perspective of civil society sectors regarding progress in implementation of the accords as well as to give advice on the allocation of international cooperation funds. The international forum was also used by different civil society groups to highlight those policies which tend to increase poverty and the link between these and the demands of multilateral financial organisations.
6. Dialogue, alliances and coordination with international NGOs to make efforts and financial resources more effective. This encourages international NGOs to put pressure on their own governments, to influence their policies for aid and cooperation, and to inform and motivate their constituencies.
7. Constant information to solidarity groups in support of international NGOs regarding the definition of their aid and cooperation policies, and pressure on government officials about related topics.

Source: Lederach 1997, adapted from Fisher et al. 2000:33ff.

## Tool 7: CONFLICT LAYER MODEL

### Description

The conflict layer model (or “conflict onion”) consists of concentric circles showing the needs, interests and objectives or positions of the individual parties to the conflict, from the inside to the outside (hence the reference to an “onion”, indicative of the various layers). The use of this approach is based on the experience that in peaceful situations in which there is a high degree of mutual trust, people tend to act on the basis of their actual needs. In an unstable situation with diminishing trust, people tend more to place abstract, collective interests at the forefront of their minds. If the conflict escalates even more, people then withdraw yet further to certain positions or demands which have their roots in the dynamics of the conflict and have little to do with their actual needs.

The conflict layer model was first successfully used in negotiations and mediation situations, because it enabled the parties involved in the conflict to examine their own positions and gain an understanding of the interests and needs of the other side. It usually becomes apparent in this that the original needs are in fact perfectly compatible with each other. This can then be the first step towards a negotiated solution. Within the framework of development cooperation the conflict layer model is a useful instrument for working out the conflict issues (at the level of the various positions and interests) and the conflict causes (at the level of the interests and needs) from the standpoints of the individual stakeholders.

**FIGURE 2.7:  
THE ONION**



Source: Fisher et al. 2000 : 27

### **Application**

- Analysis of the conflict causes and conflict issues
- Identification of common needs of the parties involved in the conflict as an entry point for project work
- Lead-in to dialogue sessions and mediation events

### **Procedure**

1. Draw an “onion” with three layers: the central core should contain the needs (what we have to have), the first ring the interests (what we really want) and the outer ring the positions (what we say that we want).
2. Identify the needs, interests and positions of the most important parties involved in the conflict. If there are two parties, these can be represented on the left and right halves of the model, otherwise use more than one model as necessary.
3. Discuss the extent to which the positions and actions of the parties are truly suited to promoting their needs and interests. Identify conflict solutions on the basis of shared needs and well-understood interests.

### **Time required**

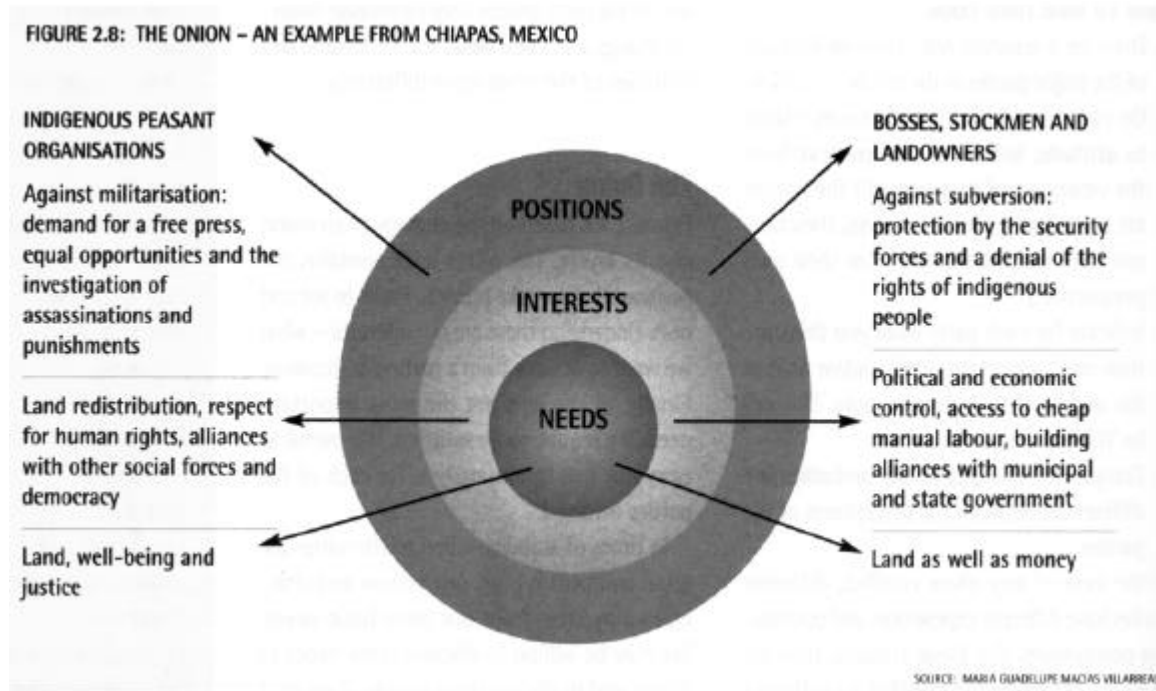
At least 90 minutes

### **Comments**

Instead of a layer model it is also possible to represent the positions, interests and needs of the parties to the conflict (and your own organisation) using a matrix. This is particularly suitable for situations where a large number of parties are involved. However, the analysis should not be allowed to grow to an unmanageable size, so always be sure to concentrate on the most important actors and to look for common ground and possible solutions. Any that are found should be recorded immediately in the course of the discussion.

Example

**Conflict layer model**



**Representation of positions, interests and needs in matrix form**

|                           | Ziele   | Interessen  | Bedürfnisse   |
|---------------------------|---|---|---|
| <b>GTZ</b>                | Umsetzung der deutschen EZ und Außenpolitik               | Profil im Thema Krisenprävention und Konfliktbearbeitung gewinnen | Methoden und Instrumente weiterentwickeln               |
| <b>Pastoral Social</b>    | Klarer und effizienter Beitrag zum Frieden in der Zukunft | Unterstützung der eigenen Arbeit                                  | Internationale Organisation gibt Anerkennung und Schutz |
| <b>Deutsche NGO-Szene</b> | Begonnene Arbeit (parteiische Beratung) weiterführen      | Ressourcenniveau aufrecht erhalten                                | Anerkennung der längjährigen Arbeit                     |
| <b>FARC</b>               | Keine Politisierung der Kirche (traditionelle Rolle)      | Status Quo aufrecht erhalten                                      | Ungestört eigene Interessen verfolgen                   |

Sources: adapted from Fisher et al. 2000: 27ff., Ropers/Bächler 2000

## **Tool 8: CONFLICT TREE**

### **Description**

The conflict tree is a variant of the problem tree that is often used in participatory planning. It involves identifying a core problem to which causes and consequences are then attributed. The core problem should be one of the central causes of the conflict. The conflict tree can help the planning team to focus on one central issue. It is perfectly acceptable to choose this subjectively from the specific standpoint of one's own organisation. As well as this, it always instigates a lively debate about the causes and effects of the conflict. It is quite possible that one issue (such as poverty) will be identified as both a cause and an effect of the conflict. The next stage can then include discussion of possible approaches to solutions, which should also be placed in a specific chronological order.

### **Application**

- Discussion and documentation of the causes and impacts of the conflict
- Identification of a core problem as an entry point for project work

### **Procedure**

- Draw a tree, with its trunk, roots and branches, on a large sheet of paper or a wall.
- Share out cards among the participants on which they should note down important conflict factors.
- Ask the participants to attach their cards to the tree. The trunk stands for the core problem, the roots the causes of the problem and the branches its effects.
- Discuss the causes and effects, and in particular try to ensure that the core problem is correctly identified; if necessary make changes to the conflict tree.
- Where applicable, the participants can include their own organisation in the conflict tree, for example by showing it as a bird, in order to indicate which topics they are working on primarily.
- Discuss possible approaches to solving the core problem, steps that need to be taken, and advantages and risks.

### **Time required**

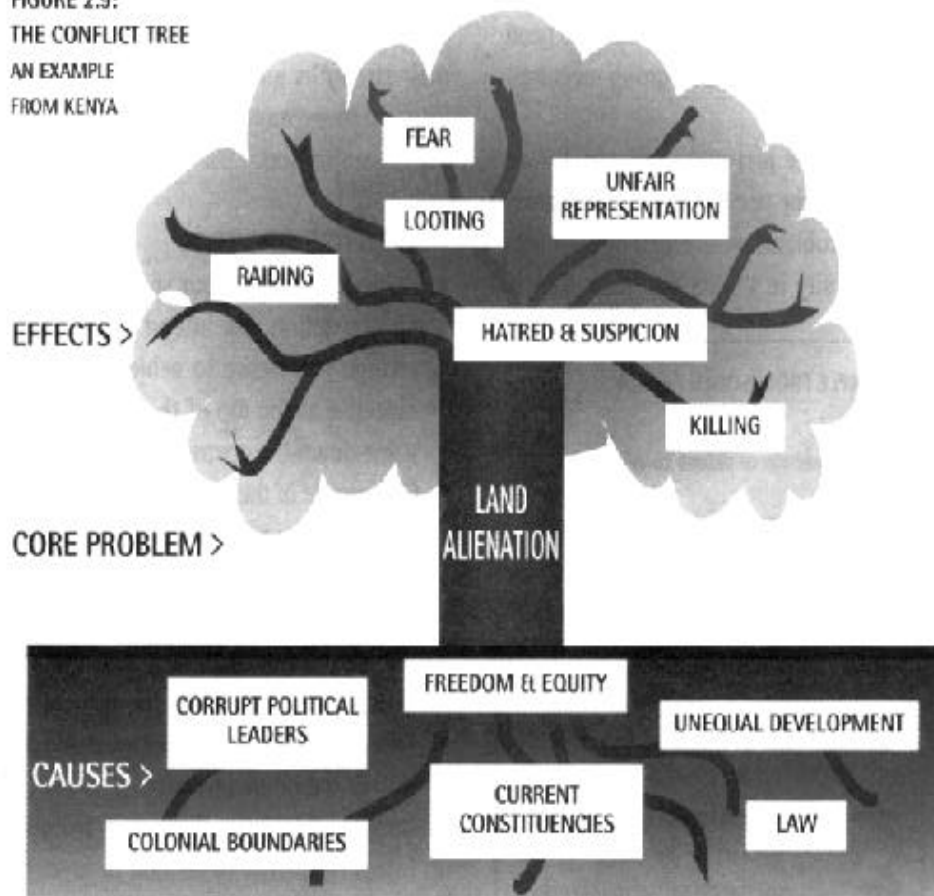
At least 120-180 minutes

### **Comments**

This method is particularly useful when the conflict appears to be highly complex and the team finds it difficult to agree on a central issue.

Example

FIGURE 2.9:  
THE CONFLICT TREE  
AN EXAMPLE  
FROM KENYA



Sources: adapted from Dawson 2000, Fisher et al. 2000:29f.

## **Tool 9: CONFLICT PILLARS**

### **Description**

Apart from the actual conflict causes themselves, conflict situations can often be stabilised or prolonged by a whole range of other factors. In some cases these factors have only arisen as a result of the conflict (for example through people being driven from their land), in other cases they are based on a hardening of positions, while in others there are economic and other interests involved. These are the conflict-prolonging or secondary conflict factors, which often have a greater influence on the conflict than its original causes (cf. section on conflict-prolonging factors in Part III, Step 3). In order to show these factors clearly it is sometimes useful to picture the conflict as an upside-down “unstable” triangle that is supported by a number of pillars on either side. These pillars represent the secondary conflict factors. Many of these factors will be beyond the range of influence of your own organisation, but it is possible that they may be able to be influenced by others. There may be some factors which your own organisation can influence, possibly in cooperation with other organisations. The conflict pillars can help to identify entry points for your own work and to estimate how far it can reach and to what extent it is feasible.

### **Application**

- Identification of the factors that sustain a conflict situation and make a peaceful solution more difficult
- Identification of possible ways in which your own organisation can diminish the effect of these factors or transform the part they play into a positive one

### **Procedure**

- Identify the problem situation (e.g. high level of violence, conflict) and draw it as an inverse triangle.
- Draw in the forces and factors which appear to be sustaining this situation as pillars supporting the triangle.
- Discuss which pillars can be weakened or removed and what needs to be done in order to achieve this; note down possible strategies in the form of key words beneath the pillars or using a matrix.

### **Time required**

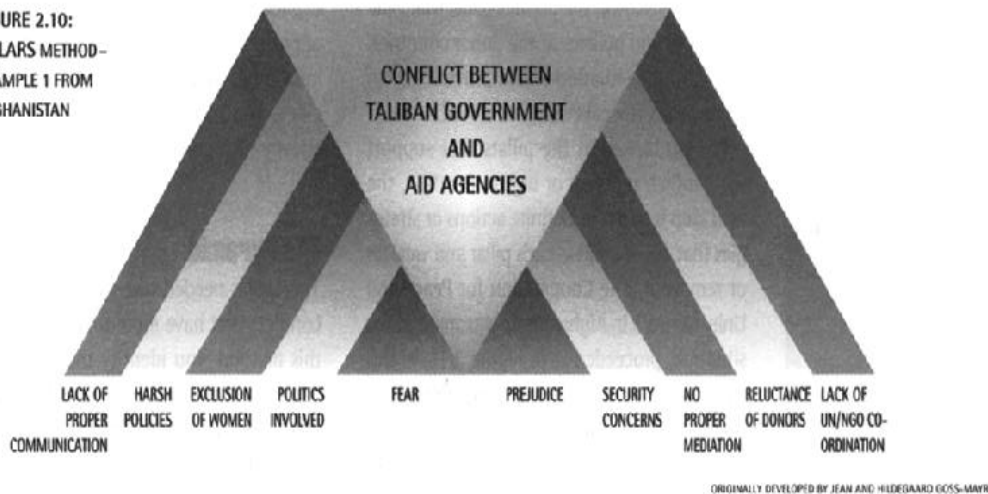
At least 90 minutes

### **Comments**

In a conflict between two parties it may be helpful to enter the conflict factors relating to one party on one side of the triangle and those relating to the other party on the other.

## Example

FIGURE 2.10:  
PILLARS METHOD—  
EXAMPLE 1 FROM  
AFGHANISTAN



Source: developed on the basis of Fisher et al. 2000:31f.

## Tool 10: TREND ANALYSIS

### Description

The purpose of trend analysis is to analyse important factors which will presumably influence the course of the conflict. In no way, though, does it claim to be able to predict the course of the conflict itself.

Once the fields of conflict and conflict causes have been established, these are used as a basis for identifying specific factors which can contribute to exacerbating the conflict or reducing tension. If these factors have already appeared in practice, their potency can be indicated by a number or the length of an arrow. Once again, the question is how your own organisation can minimise negative factors or their impacts and where it can build on the strength of positive factors. Trend analysis is therefore particularly suitable for developing and reviewing conflict management strategies.

### Application

- Identification of the forces which (could) impede or promote peaceful conflict management.
- Determination of the strength of these factors and of your own capabilities and opportunities to influence them.
- Formulation of strategies which weaken negative factors and strengthen positive ones.



**Procedure**

- Identify the most important areas in which peaceful conflict management has so far failed to make progress.
- Determine the direction in which this area is likely to develop in the near future (trend).
- Discuss the existing or foreseeable factors which will exacerbate or alleviate the conflict in this area.
- Examine your own strategy to determine the extent to which it takes account of these factors and if necessary adapt your planning.

**Time required**

At least 90 minutes, depending on the number of conflict areas considered

**Comments**

The procedure for force field analysis is similar. Force field analysis looks at just one objective, such as the holding of democratic elections, and estimates the strength of the forces (e.g. radical parties or military leaders) which will support or obstruct that plan.

**Example**

| Area of conflict   | Trend | Conflict-promoting factors   | Peace-building factors  |
|--|-------|--|---|
| Security <ul style="list-style-type: none"> <li>• High levels of criminality</li> <li>• Infringements of human rights</li> </ul> | ®     | Members of the police force all belong to one ethnic group                   | Human rights training for police  |
| Politics/law <ul style="list-style-type: none"> <li>• Lack of justice</li> <li>• Representative nature of government</li> </ul>  | -     | Many injured during recent elections   | New reform-minded Minister of Justice<br>Successful introduction of local mediation systems |
| Economy/environment <ul style="list-style-type: none"> <li>• Water distribution</li> <li>• Excessive tree-felling</li> </ul>     | -     | Looming drought exacerbates water-related conflict                           | Formation of local forest utilisation groups  |
| Society <ul style="list-style-type: none"> <li>• Status of minorities</li> <li>• Segregation</li> </ul>                          | ®     | Occasional vandalism against businesses and houses belonging to the minority | New law on equal treatment of all segments of the population                                |

Source: Idea taken from Dawson 2000

## **Tool 11: CONFLICT SCENARIO**

### **Description**

The conflict scenario is a useful method in confusing situations where it is difficult to foresee how the conflict will develop in future. Scenarios should always be drawn up in cases where there is a danger of rapid violent escalation and, associated with that, a humanitarian crisis. By producing a conflict scenario the organisation is able to prepare itself in advance for certain developments, in particular potential crises, and make plans accordingly. If the envisaged situation does then arise, the organisation can fall back on existing strategies. The scenario approach emerged due to dissatisfaction with conventional planning methods which were considered too inflexible to allow an appropriate response to be made to crises and opportunities for peace.

A conflict scenario comprises realistic descriptions of several possible ways in which a conflict could develop. An expert and long-term observer of the local situation should be called in to assist here. Indicators or threshold values help the team to place the current situation in one of the scenarios. The organisation's own objectives and strategies, and possibly even plans of operation, can be prepared for each scenario. It is very rare that a conflict scenario actually occurs in precisely the form predicted. Nevertheless, with this method it is possible to put down important markers which may well be useful.

### **Application**

- Discussion of potential alternative directions in which the conflict could develop and factors which determine the direction
- Preparation of alternative plans in response to various developments in the conflict
- Review of an existing strategy to examine whether it will still be advisable in various future scenarios

### **Procedure**

- Identify and realistically describe possible ways in which the conflict could develop.
- Identify indicators to describe the various scenarios.
- Discuss and record possible priorities and strategies to be adopted by your own organisation for each scenario.

### **Time required**

1 day

### **Comments**

On account of the considerable amount of detailed knowledge required for drawing up the scenarios it is advisable to commission an expert on the situation to perform the work. The results can then be discussed in a full meeting and changes made if necessary.

## **Tool 12: CAPACITIES AND VULNERABILITIES ANALYSIS**

### **Description**

Capacities and vulnerabilities analysis (CVA) is a method that is often used in development cooperation. It is most commonly used in order to demonstrate the different degrees of vulnerability of different segments of a population (for example men and women) to certain circumstances. As well as this it documents the strategies and capacities which these groups devise for dealing with the situation in which they find themselves. The same approach can easily be applied to conflict situations. In this case, too, the civilian population is not only a victim of the conflict, it also devises a variety of coping strategies in order to survive within the conflict or even to profit from it. In turn, it is also true that some segments of the population (such as old and young, men and women) are susceptible in different ways to different things and are affected differently, and accordingly use different coping strategies. In conflict situations development organisations should try to reduce the vulnerability of disadvantaged groups to the conflict over the long term and to reinforce those groups' coping strategies.

### **Application**

- Identification of the impacts of the conflict on particular segments of the population and understanding of their survival strategies.
- Elaboration of development measures that build on local capacities and reduce their vulnerability in the long term.

### **Procedure**

- Depending on the length of time available, CVA should be preceded by a detailed field survey looking into the local impacts of the conflict and the coping strategies used by the target groups.
- Identify the segments of the population that should be treated separately.
- Determine the vulnerabilities and capacities of these groups in the fields of security, politics, economics, social relationships and attitudes.
- Discuss possible strategies that take account of the concerns and capacities of the target groups.

### **Time required**

At least 90 minutes

### **Comments**

A variant of this method focuses solely on local capacities for conflict management. All factors which increase the susceptibility of the local group to conflict, such as large differences in ownership of property, a repressive political system or politicised religious differences, should be listed under vulnerabilities. Capacities include all institutions, modes of behaviour and attitudes which reduce the potential for conflict or which enable the community to find a peaceful solution to the conflict. USAID (2001) shows an example of how CVA can be performed at the national level.

**Example**

|  | <b>Vulnerabilities</b> |       | <b>Capacities</b> |       |
|--|------------------------|-------|-------------------|-------|
|  | Men                    | Women | Men               | Women |
| <b>Security</b><br>Degree to which affected by violence, measures for personal protection                      |                        |       |                   |       |
| <b>Politics</b><br>Opportunities for political articulation and participation                                  |                        |       |                   |       |
| <b>Economics</b><br>Impacts on individual and family income and workload, health status and nutritional status |                        |       |                   |       |
| <b>Social relationships</b><br>Destruction/maintenance of social networks, solidarity                          |                        |       |                   |       |
| <b>Attitudes</b><br>Prejudice, loss of trust – common values   |                        |       |                   |       |

**Tool 13: INSTITUTION ANALYSIS****Description**

Institution analysis supports the analysis of organisations that are already active in the project region (local government organisations, civil society, international NGOs, national government organisations). It arranges for the local population to identify and assess the areas covered by the work of these organisations. Following on from previous conflict analysis and strategy development, it is possible in this way to identify gaps which it would be sensible for your own organisation to fill. Seen from another angle, it is also possible to find potential cooperation partners from among the organisations which the target groups have given a positive rating.

**Application**

- Determination of the fields in which other organisations are working in the region and identification of gaps.
- Establishment of the degree to which the population is satisfied with the performance of these organisations.
- Identification of potential partners for cooperation.

### **Procedure**

- Draw up a list of all organisations working locally.
- Draw up a list of all of the activities carried out by these organisations of which the population is aware.
- Have the participating population rate the quality of these services and inputs.
- Discuss the good and bad sides of the various services and inputs.
- Discuss previously ignored problems and gaps.
- Discuss the suitability of potential cooperation partners for certain tasks, with the involvement of the population.

### **Time required**

At least 90 minutes

### **Comments**

Another variant of this method is the conflict grid (Fisher et al. 2000:64ff.). In the conflict grid, important conflict actors (such as police, religious leaders, trade unions or school teachers) on whom it is hoped to exert influence are listed in the left-hand column of a matrix. Possible activities which could be undertaken with these actors (for example peace education, human rights training or mediation techniques) are entered on the right-hand side. The user can then compare step by step which activities should be undertaken with which group, which have already been carried out and which are still in need of improvement. This can provide a starting point for more precise planning of activities.

### Conflict grid

TABLE 4.1: CONFLICT GRID  
EXAMPLE FROM CAMBODIA

KINDS OF WORK

| STRATEGIES                | Peace Education | Training of Professionals | Expansion of Conflict Resolution Tools | Integration of ----- Into various Levels |                     |           |             |                     |            |
|---------------------------|-----------------|---------------------------|--|--|---------------------|-----------|-------------|---------------------|------------|
|                           |                 |                           |  | Peace Education                          | Conflict Resolution | Mediation | Arbitration | Restorative Justice | Leadership |
| Community - Disadvantaged | ✓               |                           |  | +  | +                   | □         | □           | +                   | +          |
| Religious Institution     | +               | +                         |  | +  | +                   | +         | +           | +                   | +          |
| School                    | +               | □                         | X                                      | +  | □                   | X         | X           |                     |            |
| Gender Issues             | +               | □                         |  | +  | □                   | □         | □           | □                   | □          |
| Police                    | +               | □                         |  | +  | □                   | □         | □           | □                   | □          |
| Military                  | □               | □                         |  | +  | □                   | □         | □           | □                   | □          |
| Legal system              | □               | □                         |  | +  | □                   | +         | +           | □                   | □          |
| NGOs / CBOs               | □               | □                         |  | +  | +                   | □         | □           | +                   | +          |
| Government - National     | □               | □                         |  | +  | +                   | □         | □           | □                   | □          |
| Government - Provincial   | □               | □                         |  | +  | +                   | □         | □           | □                   | □          |
| GONGOS                    | □               | □                         |  | +  | □                   | □         | □           | □                   | □          |
| Government NGOs           |                 |                           |  |  |                     |           |             |                     |            |

✓ we have                      X do not use now  
 + we have and want to improve      □ we use but do not have now

Source: Fisher et al. 2000 : 66

## Tool 14: CAPACITY ANALYSIS

### Description

This instrument is based around a number of central questions which can help the project team to assess the capacity of its own organisation to carry out work in conflict situations. It is therefore recommended to be used as a supplement to risk appraisal. The central questions should be thought of as suggestions, and should be adapted as necessary depending on the organisation and project. In order to highlight the organisation's strengths and weaknesses, the assessments should be entered on a radar map. This helps the team identify the areas in which the organisation should improve its work and the strengths on which it can build. If capacity analysis is carried out at regular intervals it helps to document the process of capacity building.

### Central questions for capacity analysis

#### CONTEXT

1. **Conflict analysis:** Does the organisation have a clear analysis of the conflict? Does this analysis include questions relating to the history of the conflict, its current dynamics and possible future developments?
2. **Positioning in the conflict:** Does the organisation have a clear idea of its own position in the conflict and of its relationships with the various parties involved in the conflict?
3. **Political consequences:** Does the organisation have a clear idea of the possible direct and indirect political consequences of its work?
4. **Balance:** To what degree does the organisation work with people who belong to the various parties to the conflict? Does it cooperate with different ethnic, religious, gender, age, social, or clan-based groups?
5. **Common understanding:** Are all of the staff aware of the organisation's position in the conflict? To what extent is this position known to the target groups and other parties involved in the conflict?

#### ORGANISATION

6. **Clear vision:** Does the organisation have a clear mandate, a clear vision and clear values in relation to the conflict?
7. **Structures and procedures:** Does the organisation have clear guidelines and procedures for its programmes and projects in conflict situations?
8. **Management:** Are there clear ideas within the organisation as to what style and principles of management are desirable? Are managers assessed on this basis?
9. **Delegation:** To what extent is authority delegated within the organisation? To what extent are important decisions discussed with the staff?
10. **Staff:** Does the organisation treat its staff responsibly? Is there a strategy for the advancement of women? Is there a security concept? Do the staff feel valued and supported?
11. **Financing:** Is there financing available for the programme or project which is independent of the conflict? To what extent is the financing transparent for all parties involved?

## PROJECT

12. **Coherence:** To what extent do the objectives and results of the project match the vision and values of the organisation?
13. **Local needs and capacities:** Does the project make use of local skills and local knowledge? Does it respond to needs that are clearly formulated by the target groups (particularly women)?
14. **Strengthening local capacities:** To what extent does the project strengthen local capacities for peaceful conflict management?
15. **Stakeholders:** To what extent do all stakeholders take part in planning and implementation of the project? What is the general level of participation?
16. **Monitoring:** Is there an effective monitoring system?
17. **Sustainability:** How sustainable is the project in respect of its financing, the participating institutions and the availability of knowledge and information?

## RELATIONSHIPS

18. **Lobby work:** To what extent does the organisation's work include information and lobby work relating to the conflict? Is this coordinated with other organisations?
19. **Partnership:** Does the organisation attach importance to relationships with its partners on the basis of equal status and mutual independence?
20. **Cooperation with other organisations:** Does the organisation have guidelines on cooperation with other organisations? Are these effectively implemented in practice?

## Application

- Identification of areas in which your own organisation needs to strengthen its own capacities in order to implement a new or existing project effectively.
- Monitoring of progress in building capacity to work in conflict situations.
- Discussion of different views among the staff.

## Procedure

- Examine the central questions to determine their applicability to your own organisation; rework and simplify as necessary.
- Draw a circle ("pie") with as many segments ("slices") as there are central questions.
- Answer the central questions in the project team, and enter the joint assessment in the relevant segment on the radar map (for example on a scale from 1 to 5).
- Analyse the assessment according to subject areas (context, organisation, project, relationships) and discuss weak points and strengths.
- Discuss possible strategies for building missing capacities.
- Repeat the exercise after a few months in order to monitor progress in building the organisation's capacities.

## Time required

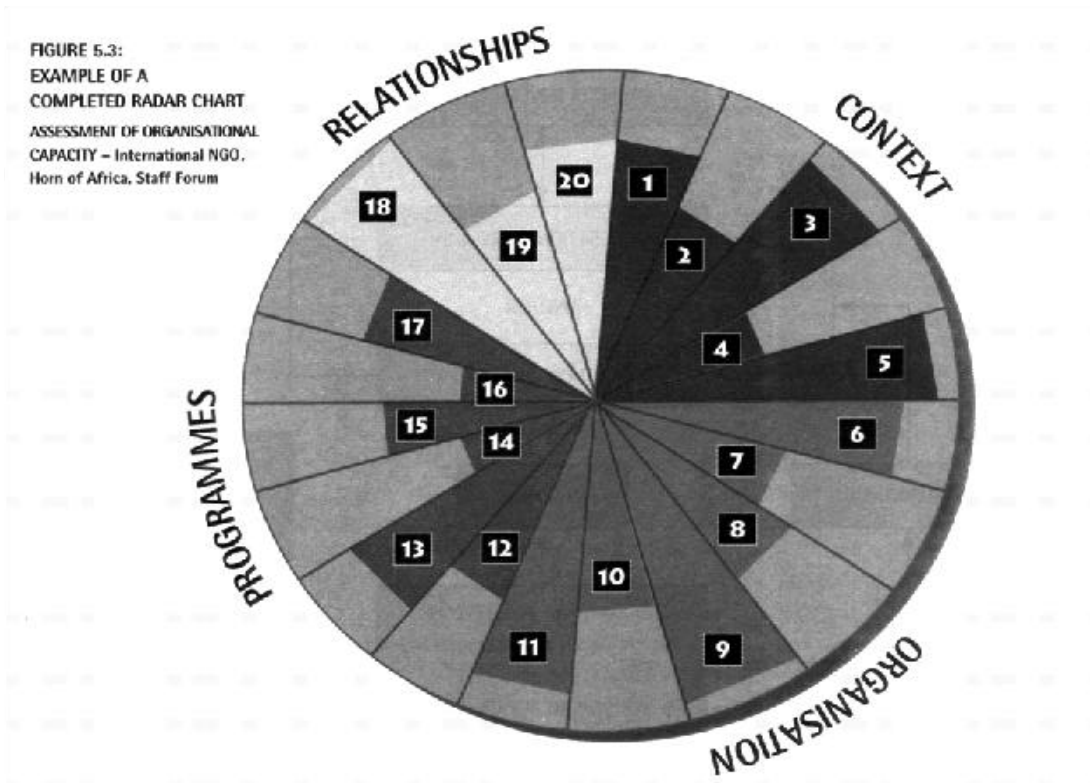
At least 120 minutes

## Comments

The radar map can also be used for monitoring in other fields. These might include the quality of project work in previously identified key areas of peace-building, for example.



### Example



Source: adapted from Fisher et al. 2000:84

## Tool 15: DO NO HARM ANALYSIS

### Description

Do No Harm analysis is used to support risk appraisal in development projects, and can also be used for the evaluation of impact assessment. The Do No Harm principle works on the premise that in every conflict there are factors which separate people from each other (dividers) and factors which bond people to each other (connectors). These factors can appear in a number of areas: structures and institutions, attitudes and actions, values and interests, experiences and symbols. Development organisations have the task of supporting the connectors and weakening the dividers.

### Do No Harm analysis model

| Dividers                  | Development project | Connectors                |
|---------------------------|---------------------|---------------------------|
| Structures & institutions | What?               | Structures & institutions |
| Attitudes & actions       | How?<br>Where?      | Attitudes & actions       |
| Values & interests        | Who?                | Values & interests        |
| Experiences               | When?               | Experiences               |
| Symbols                   | Why?                | Symbols                   |

As well as this structure, the Do No Harm approach provides users with a **checklist** listing possible negative impacts which development and emergency aid projects may have on a conflict. These include the following:

### Transfer of resources

- Armed groups acquire a proportion of the resources brought into the conflict region by aid organisations by theft or “taxation”, or redirect the aid deliveries to regions of their choice.
- Aid and development organisations take over the provision of social services to the civilian population (health, education, food), thereby relieving local rulers of this responsibility. They can then invest the resources that are released in the war.
- Aid and development organisations have to negotiate with local rulers or military forces to gain access to needy segments of the population and to obtain licenses, thus indirectly legitimising their power.
- Temporary aid supplies distort local markets and consequently make the transition to a peace economy more difficult. Low food prices have the effect that farmers resort to subsistence production, which in the medium term once again gives rise to a shortage of food.
- The resources and equipment brought into the conflict region by international organisations increase the level of competition and tensions between the various groups, particularly between long-established inhabitants and the refugees given preferential treatment by the organisations.

### Indirect messages

- Negotiations with armed groups, for example about access to the civilian population, signify recognition of the conditions of war. The participants carrying weapons are accepted as being those with the true power.
- Direct negotiations legitimise local warlords because they suggest a certain degree of international recognition.
- Different treatment of international and local personnel reinforces the perception, brought about by the war, that some people's lives are worth more
- If international staff use scarce resources (such as a car or petrol) for private purposes they reinforce the perception that those with power can use public goods for themselves without fear of punishment. This can be reflected in the behaviour of the local rulers.
- Competitive behaviour between different development organisations gives the impression that more can be gained from confrontation than from cooperation.
- Development organisations which use shocking images and stories of local suffering for marketing their work show a lack of respect for the population and add to the concepts of the "enemy" which may already exist.

### Application

- Appraisal of the risk of development strategies.
- Periodical review of one's own work with regard to its impacts on the conflict.
- Systematisation and analysis of the results of conflict impact assessment.

### Procedure

- The first step in the Do No Harm method is to analyse the conflict context. This involves identifying the dividers and connectors as comprehensively as possible. According to the Do No Harm principle, the **dividers** comprise all factors which maintain the current polarisation of the population into antagonistic parties on either side of the conflict. These include corruption, impunity, unequal access to resources, services and employment, language barriers, the manipulation of ethnic differences, the militarisation of society, the diminishing authority of traditional conflict-solving bodies and figures (such as the clergy, teachers or elders) and much more besides. On the other side of the coin, the **connectors** are those factors which still maintain a bond between the people. These are found especially in internal conflicts in which the various groups previously lived relatively peacefully together. Among other things, connectors can include common memories of a former multicultural society, marriages between the groups, a common language, a common infrastructure (such as rail, post or electricity), joint religious or national festivals and commemorations, and the courage and initiative of individuals to maintain communications and solidarity across the dividing lines that have arisen because of the conflict.

The large number of connectors and dividers need to be structured, for which they should be assigned to various **levels**. These comprise the following:

1. Systems and institutions (e.g. infrastructure and markets)
2. Attitudes and actions (e.g. adoption of war orphans from the other side)
3. Past and current experiences (e.g. colonial history, present situation in the war)
4. Values and interests (e.g. common religion)
5. Symbols and festivals (e.g. monuments or national commemorative events)

- The second step is to analyse in detail the way the development project or emergency aid scheme operates. This should be examined from all angles: the mandate, financing, relationships with head office, and every aspect of project work: what, how, where, who, with whom, when and why. This is based on the experience that in conflict situations every aspect of a project, including seemingly minor details, can have some effect.
- Finally every dimension of the project should be matched against the dividers and connectors. Positive and negative impacts should be recorded as divider impacts or connector impacts. Wherever negative impacts are detected, the project team should consider how the project can be adapted so that such impacts are prevented in future. This might mean an alternative method of selecting the target group, or a new portfolio of measures. Where there is evidence of positive impacts, on the other hand, the team should consider how these can be reinforced and made sustainable.

**Time required**

At least 180 minutes

Source: adapted from Anderson 1999, Anderson 2000b, Le Billon 2000

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## **Annex V: Selected Information Sources for Countries in Conflict**

Accord, South Africa  
<http://www.accord.org.za>

Amnesty International  
<http://www.amnesty.org>

Arbeitsgemeinschaft Kriegsursachenforschung (AKUF), University of Hamburg  
<http://www.sozialwiss.uni-hamburg.de/lpw/Akuf/home.html>

Berghof Forschungszentrum für konstruktive Konfliktbearbeitung  
<http://www.berghof-center.org>

Bonn International Center for Conversion (BICC)  
<http://www.bicc.de>

Carleton University, Norman Patterson School of International Affairs, Canada, Country Indicators for Foreign Policy  
<http://www.carleton.ca/cifp>

Carnegie Commission on Preventing Deadly Conflict  
<http://www.ccpdc.org>

Conciliation Ressources, London  
<http://www.c-r.org>

Conflict Prevention Network (CPN)  
<http://www.swp-berlin.org/cpn>

Copenhagen Peace Research Institute  
<http://www.copri.dk>

Eurasianet  
<http://www.eurasianet>

Forum for Early Warning and Early Response, London  
<http://www.fewer.org>

Heidelberger Institut für Internationale Konfliktforschung  
<http://www.conflict.com/hiik>

Institute for War and Peace Reporting, London  
<http://www.iwpr.net>

International Alert  
<http://www.international-alert.org>

International Crisis Group, USA  
<http://www.intl-crisis-group.org>

(International) Peace Research Institute Oslo (PRIO)  
<http://www.prio.no>

ReliefWeb  
<http://www.reliefweb.int/w/rwb.nsf>

Reuter Foundation AlertNet  
<http://www.alertnet.org/alertnet.nsf?OpenDatabase>

Swiss Peace Foundation  
<http://www.swisspeace.ch>

Stockholm International Peace Research Institute (SIPRI)  
<http://www.sipri.se>

United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Integrated Regional Information Network (IRIN)  
<http://www.reliefweb.int/irin>

University of Maryland, Center for International Development and Conflict Management, Global Events Data System  
<http://www.bsos.umd.edu/cidcm>

World Bank, Post-Conflict Unit  
<http://www.worldbank.org/postconflict>

## **Terms of Reference for the Guidelines on Conflict Analysis in the Planning and Management of Development Projects**

### **Background**

Crisis prevention and conflict management are two topics which have become considerably more significant within the development-policy debate since the early 1990s. The Federal Ministry for Economic Cooperation and Development (BMZ) has specified preventive action, civil conflict management and a greater focus on peace policy in development cooperation as central concerns. The Gesellschaft für Technische Zusammenarbeit (GTZ) has been running a sectoral project in this field on behalf of the BMZ since November 2000, under the title "Crisis Prevention and Conflict Management in German Development Cooperation, Particularly Within the Framework of Technical Cooperation". The goal of this sectoral project is to place advanced crisis prevention and conflict management concepts and instruments at the disposal of development cooperation and support their use in pilot applications.

One important task in this connection is to devise practical tools which enable those involved to systematically assess and understand conflict situations and to develop appropriate action strategies for development-policy projects. The areas in which these tools are intended to be used lie primarily in the appraisal and planning of development projects and in project management.

### **Objectives**

Support for development cooperation experts who are commissioned to plan and implement development projects in situations of (potential) conflict or war with the following tasks:

- Identification and estimation of the risk of conflict and violence in the project region
- Systematic consideration of the conflict in project planning and project management
- Identification of entry points for constructive conflict management and peace-building and integration of related activities
- Appraisal of the risks associated with the planned activities

To this end, practical tools (central questions, checklists, analytical methods etc.) are to be devised which can be integrated into the commonly used range of planning and management instruments for projects. These instruments include in particular:

- Project planning (situation analysis, stakeholder analysis, institution analysis, target group analysis, assumptions and risks)
- Project concept (PPM, operations planning, methodological approach, expected impacts, project steering)
- Project progress review, project progress monitoring

## **Product**

Guidelines with tested methods of conflict analysis for the planning of development cooperation projects (approx. 20-30 pages)

## **Activities**

- Take stock of the existing methods and instruments of conflict analysis and conflict-specific planning in German and international development cooperation through personal and telephone interviews, Internet searches and study of records on file.
- Prepare a preliminary draft version of the Conflict Analysis Guidelines.
- Present and discuss the preliminary draft version in the sectoral project team.
- Present and discuss the preliminary draft version with the internal and external advisory group to the sectoral project.
- Complete the draft version of the Conflict Analysis Guidelines.
- Attend the conflict analysis evaluation workshop at which the practical experience gained by the sectoral project with conflict analysis in six projects will be presented and evaluated.
- Revise and complete the Conflict Analysis Guidelines on the basis of practical experience.

## **Suggested Structure of the Conflict Analysis Guidelines**

### **1. Introduction**

Brief introduction to the tasks and opportunities for action of development cooperation in conflict situations

Levels and phases of conflict management

Positive and negative impacts of development cooperation on the dynamics of conflicts

### **2. Why Conflict Analysis?**

Objective(s) of conflict analysis:

- Identification and estimation of the risk of conflict and violence in the project region
- Systematic consideration of the conflict in project planning and project management
- Identification of entry points for constructive conflict management and peace-building and integration of related activities
- Appraisal of the risks associated with the planned activities

Connection between conflict analysis (at intervals) and conflict impact assessment (process)

### **3. Conflict Analysis in Project Planning: an Overview**

Introduction to the institutionalisation of conflict analysis:

- At what stages of the project management cycle can and should conflict analyses be performed?
- How can these analyses be integrated into the management process?

This section is largely based on the practical experience gained by the sectoral project with the implementation of conflict analyses.

Brief introduction to the integration of conflict analysis into the most important planning and management instruments

- Project planning (situation analysis, stakeholder analysis, institution analysis, target group analysis, assumptions and risks)
- Project concept/management (PPM, operations planning, methodological approach, expected impacts, project steering)
- Project progress review (PPR), project progress monitoring

Key questions on the following:

- Situation analysis
- Stakeholder, institution and target group analysis (in particular networks)
- Drawing up the offer
- Plan of operations
- PPR/PPM

### **4. Toolbox**

Detailed description of selected methods for the following:

- Analysis of conflict situations
- Analysis of the actors
- Identification and prioritisation of opportunities for action with regard to transformation of the conflict
- Planning and strategy formation
- Risk analysis

Indications should be given of how the methods described in Part 4 can be used to answer the key questions formulated in Part 3.

## **5. Notes on Performing (Participatory) Conflict Analyses**

Building on the experience gained by other actors and the sectoral project with conflict analyses performed on a pilot basis, it is likely that the following areas should be covered:

- Conflict analysis and conflict management
- Preparation of conflict analyses
- Selection of stakeholders
- Dealing with power, trauma, fear and prejudice

(In the first version: evaluation of literature and interviews; in the final version: experience gained by the sectoral project)