Hands-on guidance and tool

FIELD - GUIDE :

3 STEPS FOR WORKING IN FRAGILE AND

CONFLICT-AFFECTED SITUATIONS (WFCS)

HELVETAS
Together for a better world

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THE 3-STEPS IN A NUTSHELL

STEP 1:

Understanding the conflict context

An organisation working in fragile and conflict-affected situations is part of the context. It's representatives should understand the actors related to conflict and fragility, tensions and the conflict-related events and have a basic understanding of the related governance and fragility issues. The conflict-context analysis focuses on factors, which can reduce or increase tensions. It looks at key actors, Sources of Tensions (SOT), Connecting Elements (CE) as well as key questions on (local) governance. The scope and depth of the conflict-context analysis depend on its aim, use and the context in which it is conducted.

→ *Outcome of step 1: Matrix of key factors of conflict and fragility*

STEP 2:

Understanding the interaction between the organisation and the conflict context

What is the interaction between the identified elements of conflict and fragility and the project/programme, i.e. between the programme, the organisation and their relations with partners and stakeholders? A list of sample questions regarding these elements helps to identify relevant factors in the programme, which create tensions or have a positive impact on the conflict context. They are often related to information sharing / communication, the transfer of resources and whatever implicit messages we send with different types of every-day behaviour.

→ *Outcome of step 2: List of interactions between context and project*

STEP 3:

Strategic decisions for program and project management

Based on the factors which are creating tensions or are having a positive impact on the conflict context that have been identified, strategic management choices have to be developed. The three fields of observation - programme, organisation and relations – need to be considered. Adjustments of the projects to the conflict context have to become part of the programme management cycle.

→ *Outcome of step 3: Strategic decisions (measures and options) and integration into logframe*

3-STEPS FOR WORKING IN FRAGILE AND
CONFLICT-AFFECTED SITUATIONS (WFCS)

Other
Instruments

Organisation

Program/
Project

Step 3
Strategic decisions
for program
and project
management

Partners/
Stakeholders

Conflict Context
Factors

Step 1
Understanding the
conflict context

Actors

Step 2
Understanding the
interaction between the
organisation and the
conflict context

Organisation

Program/
Project

Partners/
Stakeholders

Project Cycle
Management

FIGURE: 3-Steps for Working in Fragile and Conflict affected Situations

Kompetenzzentrum Friedensförderung
Centre pour la promotion de la paix
Centro per la promozione della pace
Center for Peacebuilding

KOFF

swiss peace

HELVETAS
Swiss Intercooperation

OVERVIEW OF THE THREE STEPS

	Content	Methodology	Outcome	Time needed
Basic Introduction	Key factors of conflict and fragility Intercultural communication	Workshop/Training	Basic understanding of key concepts	½ - 1 day
Country Strategy and Program level Analysis	Guidance on how to include on-going reflections on conflict and fragility in the country strategy and strategic decisions.	Desk studies and consultations with local stakeholders	Strategic decisions	
Step 1: Conflict Context Analysis*		Workshop with 15-20 persons		1 -2 days
Session 1:Define the challenge: what are tensions or violence all about	Define the focus of the analysis	Plenary/Groups	Common understanding of the focus of the analysis	
Session 2. Identify actors (Actors Mapping)	Identify the actors of conflict	Plenary/Groups	Conflict actors map: Overview of the most important actors of conflict	1 hour
Session 3: Identify SOT (Sources of Tension) and CE (Connecting Elements)	SOT / CE	Plenary/Groups	Shared recorded understanding of the main sources and tensions and available connecting elemets	2 hours
Session 4: Key governance prob-lems for conflict and fragility	Governance issues relevant to fragility (checklist)	Plenary/Groups	Ranked key governance issues-for conflict and fragility	60 Min
Session 5: Conflict and fragility Matrix	Summarise the findings in the Matrix	Plenary/Groups	FORMAT: Conflict and fragility Matrix	60 Min
Session 6: Scenario Building	Discuss short-, mid- and long-term scenarios	Plenary/Groups	Scenarios	60 Min
Step 2: Interaction Program - Context				¾ - 1 day
Introduction to the main categories of interactions	Introduce the examples	Workshop, small discussion group or use it as checklist		
Guiding Questions	Use it as a checklist	"	FORMAT: Checklist 2a & 2b	
Step 3: Strategic choices				½ - 1 day
Creativity exercise	Open up mind/out of the box thinking	Plenary/Groups	Game	
Summary	Summarise Step 1&2	"	Overview	
Take strategic decisions	Develop measures/options for management and implementa-tion level and test them against conflict context analysis.	Workshop, small discussion group	FORMAT: Measures/options	
Integration into PCM/LogFrame	WFCS integration into project	"	FORMAT: Integration of conflict and fragility in the Logframe	
Never forget	Concluding reflections	"		

The time reserved refers to the first assessment of a program or project, subsequent updates and monitoring may require considerably less time.

*If participants have NO previous exposure and experience with Conflict Sensitivity or Do No Harm: a preliminary basic Introduction is necessary (1/2-1 day)

STAKEHOLDERS INVOLVED IN THE DIFFERENT STEPS

The illustration below indicates who should take the different steps to ensure sensitivity to conflict and fragility.

STEP 1:

At the level of the conflict context analysis, it is crucial to invite a wide-ranging group of stakeholders, particularly local stakeholders. The involvement of beneficiaries of the intervention is extremely helpful in order to get an in-depth and broad-based analysis, and to learn about experiences and sensitive issues in the field. The ownership of stakeholders will increase if they are invited to contribute at this stage.

STEP 2:

The interactions between the organisation and the context are further analysed together with the most relevant stakeholders and those who are directly involved in the implementation on the ground.

STEP 3:

This step is about decision-making and possible (re-)adjustments of the programme to the context. The management of the programme must be included at this stage even though decisions may affect all stakeholders, including beneficiaries . Therefore it is important to regularly cross-check the conflict context analysis with all relevant stakeholders, get feedback on the adjustments and to be up to date on changes in the immediate contexts.

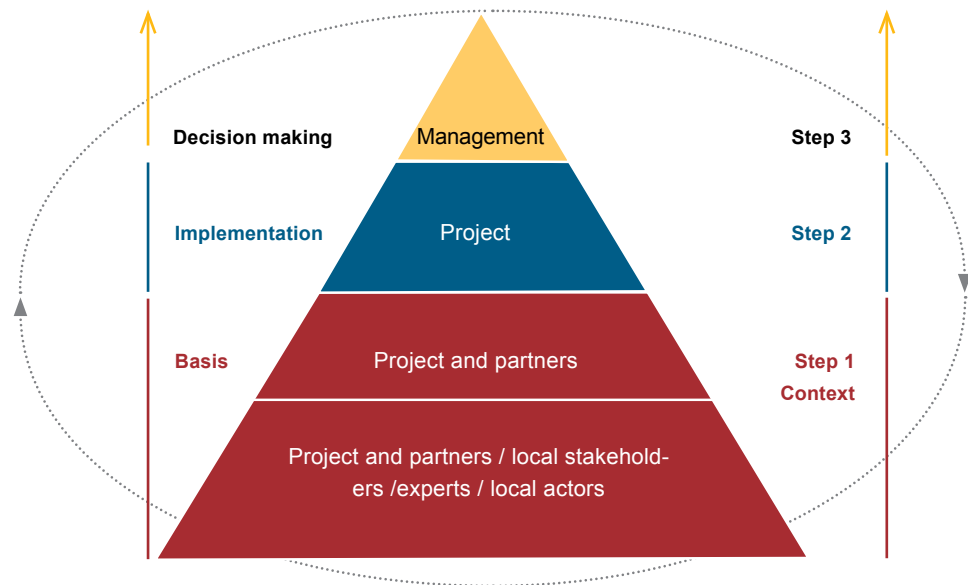| Decision making | Management | Step 3 |
Implementation	Project	Step 2
Basis	Project and partners	Step 1 Context
	Project and partners / local stakeholders /experts / local actors	

FIGURE: Stakeholders involved in the different steps

Many different stakeholders are involved in the application of the 3 steps of WFCS. Key roles are those of the:
• Programme/project manager
• Implementer
• Facilitator

RECOMMENDATIONS & ADVISE FOR PREPARATION

General recommendations for programme and project managers

1. Be sure that the meaning of "conflict context analysis" and the reason why it is done is understood in your program/project.
2. Be aware that the conflict context analysis has, ipso facto, an impact on the environment, i.e. through the subsequent actions of those involved in the analysis.
3. Make sure that the managing staff of the programme/project is involved in the conflict context analysis and that the analysis is done in an inclusive way, i.e. with the participation of the programme and the financial, national and international staff. Projects and programmes should aim to reach equitable outcomes for women and men. Also, try to raise gender-sensitive concerns in a culture-sensitive way.
4. Allocate sufficient time for the Step 1 analysis: At least one working day in the planning phase of a programme; subsequent updates might be less time consuming if done regularly.
5. Be flexible in terms of the frequency of the conflict context analysis, depending on the volatility of the context; promote the continuity of the exercise in terms of topics, participation and approach.
6. Insist that whenever possible, the conflict context analysis is documented in an operational, concise way, possibly including a written summary and the CONFLICT AND FRAGILITY MATRIX *(cf. Annex 5).* However, be aware that there are exceptional circumstances, where it is too dangerous to put the analysis in written form.

General recommendations for facilitators and field staff

7. Keep in mind that the conflict context analysis is an intervention that has to be done in a conflict sensitive way, i.e. avoid doing harm.
8. Note that in some contexts, it may be sensitive to document a conflict context analysis. For such situations, creative ways to still do the exercise can be found (e.g. use of pseudonyms)
9. Select a convenient place where the conflict context analysis can be done, i.e. preferably close to the place(s) of implementation.
10. Insist on the specific features of the conflict context analysis that focus on factors that divide women and men or are sources of tensions, as well as factors that connect people or are sources for positive change in a fragile situation
11. Be aware and make sure that the conflict context analysis is not a static snapshot, i.e. a list of factors, but factors that are related to each other. Make explicit the interdependence and interrelations between the different factors, i.e. get an overall view and understanding of the conflict environment. The dynamics of conflicts matter!

Conflict sensitive conflict context analysis

The elaboration of a conflict context analysis automatically has an impact on the environment, i.e. the conflict. This activity should be considered as an intervention itself. Defining Sources of Tensions (SOT) and Connecting Elements (CE) in a fragile situation is also a political or sensitive act. Therefore it can either promote peace or foster tensions and conflicts. Therefore, the conflict context analysis has to be done in a conflict sensitive way.

Conflict sensitive facilitation

The facilitator confirms the appropriate use of words with participants and decides which issues will be discussed in depth. His or her decision depends on:

- The conflict context
- The development organisation's present situation
- The development organisation's mandate and assignment
- The needs or precautions of staff members, partners, programs and stakeholders
- Previous discussions

The facilitator of the discussion should take into account that local staff members may have personal traumas, i.e. themselves or their families may have been directly affected personally by the fragile or conflict situation. Local staff should have a good knowledge of the local perception towards the programme and of the target groups and stakeholders. It is also important to bear in mind that staff members might belong to one of the conflicting parties or opposite groups.

Sharing and dissemination of information

Obviously, it makes sense to share the conflict context analysis with relevant stakeholders within the organisation (i.e. local to head office) of the programme/project. Different views might enrich internal discussions.

Also, the programme/project should consider sharing its conflict context analysis with other stakeholders (at least partially in very sensitive contexts), such as bi- or multilateral donor organisations or other NGOs. This coordination can foster common understanding, better coordination and fine-tuning, i.e. it is a tool for creating synergies and alliances.

Open for discussion, but not necessarily excluded, is the choice whether a conflict context analysis can be shared with a party of the conflict. This might be required for security considerations. However, principles such as neutrality, impartiality and independence should be considered. Depending on the specific characteristics of the conflict, this sharing might be a necessity, or an altogether impossible step.

- Sharing the conflict context analysis: If the conflict context analysis is shared with one party of the conflict, this is likely to be perceived by the other parties of the conflict as a violation of the principles of neutrality and independence. Also, this unequal sharing of the conflict context analysis might endanger the safety and security of staff and even the entire program/project.
- The sources of information, that the conflict context analysis is based on, should be carefully checked, keeping in mind that (especially during violent conflicts), the risk of manipulation and distortion of information is high.
- Language is often a crucial and sensitive issue as it determines who can read certain reports/manuals, what is translated, who does the translation and who gets a translation. It is useful to consider translating the conflict context analysis into a local language(s). The use of words and their precise understanding, influences the perception others may have of the conflict. Therefore, the terms used must be clarified and local meanings and perceptions crosschecked.

FRAGILITY AND CONFLICT[1]

The main issues of fragility are effectiveness/capacity of the state, its legitimacy as perceived by the citizens and legitimate authority of the use of force or security. Where these core functions of the state are not in place and where violent conflict occurs two driving forces - sometimes referred to as "realities" - can normally be found: **Sources of Tensions (SOT)/DIVIDERS and Connecting Elements (CE)**. There are elements in societies, which *divide* women and men from each other and function as *sources of tension*. There are also *always* elements, which *connect* people, facilitate non-violence and can function as *connecting elements*.

Understanding what divides women and men and where tensions come from is critical to understanding how interventions can increase or lessen these tensions.
Understanding what possibilities there are for improvements despite conflict helps organisations to understand how interventions reinforce or undermine those factors that can mitigate conflict or become positive forces for stability and non-violence in society.

Conflict-context analysis prompts us to analyse the situation. In order to do that, we first need to know the ***facts***. Questions for which we have to find answers are: In this particular situation, what are women and men doing? What exactly divides people or what exactly are sources of tension between them? What are the things which work towards positive change or potentially connect them?
It is important to be very specific.
In the conflict situation, **ALWAYS ASK:** ***what are women and men doing?***

Sample sources of tensions and connecting elements: VALUES, INSTITUTIONS, COMMON EXPERIENCES, TRADITIONS or STRUCTURES.

A. Actors relevant for fragility and conflict

In a fragile situation, trust is often lacking. People feel insecure or threatened, because they feel left alone with their problems, no state is protecting them or they are not heard or are even oppressed by an authoritarian state. Typically, in these situations no state is mediating between different interests and competing groups, trying to find solutions and acting on behalf of its citizens. Sometimes state representatives even take advantage of the situation for its own benefit. Hence, in fragile situations, it is often difficult to understand the dynamics between existing groups and other actors who play different roles. When clear roles are lacking and authority is contested, it is a first and crucial step to get a clear picture of the different groups and actors in a certain situation as well as to understand the relationships between them.

B. Two realities: Sources of Tensions (SOT) and Connecting Elements (CE)

When discussing the two realities, one may say that something is a Source of Tension (SOT). What makes it a SOT? How does it divide people? Why is it important? What does one actually know about it? If one thinks something is a source of tension, ask: how is it fuelling tension? Why is it important? What is the factor that divides people? "Religion" is often called a divider. Yet "religion" itself, while perhaps having different meanings for the different groups (e.g. Christians and Muslims or different sub-groups of Islam), is often not itself the source of tension. The question is: How do people use religion?

[1] Source: Mainly CDA, DO NO HARM Guidance Note, 2010.

When discussing the two realities, one may say something is a Connecting Element (CE). How does one know? How does it connect people and instigate positive change? Why is it important? What does one actually know about it? What are people doing?

Similarly, connecting elements should not be romanticized or over generalized. "Women" or "women's groups" are often identified as CEs, as are "economic interests" or "infrastructure". While in some places women reach across conflict lines, in others women insist on revenge for their loved ones' suffering. Infrastructure or natural resources (such as a river) may connect people physically, but may be used in ways that create tension.

C. Sources of Tensions (SOT) and Connecting Elements (CE) are not individual people

As CDA has been pointing out in many reflections on Do No Harm, people are individuals often acting as members of a group but they have different and shifting interests and priorities. They have opinions and their experiences and do all kind of different things for various reasons. Basically <u>whatever men and women talk about, think about and most important what they DO</u> are **SOT** and **CE**. There are no SOT or CE without women and men actually <u>doing something</u>.

> **❝** Often people like Nelson Mandela are considered as
>
> Connecting Element**❞**

Nelson Mandela has certainly become a symbol and as a symbol has been used as a CE to promote peace. Nelson Mandela, the person, has in fact become quite adept at using his symbolic presence. However, as a person, he is not a CE.

By identifying a person as a SOT or CE, it becomes difficult to respond to that person's behaviour. We know that warriors can become peacemakers, guerrillas can become farmers, and politicians can become environmentalists. Peace occurs because women and men change their behaviour. If we label people, we interpret their behaviour through that label and we may miss changes that signal opportunity. Groups and conflict actors can act as SOTs or CEs. Hence:

> **❝** The Taliban may be both a SOT and a CE**❞**

The Taliban do many things, some of which are SOT and but some are also CE. They are for example widely perceived as not corrupt and bringing justice to Afghanistan, by imposing some order.
Indeed, working in a situation where armed opposition groups are operating is difficult and creates a lot of questions and dilemmas. The challenge of working in a situation where an organisation such as the Taliban or Hamas (or any armed actors) are operating, is how to do our work in a way so that, first, we avoid supporting the SOT and, second, we support CE in such an environment without also supporting or being seen to support the Taliban's or Hamas' agenda. This is not easy!

D. Governance factors in fragile and conflict-affected situations

The three main aspects of fragility are state (in-)effectiveness, legitimacy as well as state authority. Effectiveness is the ability or functionality of a state to provide sufficient goods and services to its citizens. Legitimacy refers to the states' acceptance by its people as well as the guarantee of political rights and civil liberties. Authority is the ability to enforce a <u>legitimate</u> monopoly on the use of force. The more of all the three features it has, the more stable and functioning a state it is.

One of the key mechanisms in which principles of good governance - such as accountability, transparency, participation, non-discrimination and inclusion – are playing out are <u>the State-Citizen relationships.</u>

The following framework provides a starting point for discussing governance issues in fragile or conflict-affected situations.
Since the relationship between citizens and the state has proven to be a crucial factor for many governance problems, the 3-Step approach concentrates on these factors. They are later formulated as a <u>list of questions</u> to determine the most important governance factors in an area. The analysis suggested in the checklist is based on assessments of women's and men's perceptions more than objective data. Therefore, the use of indexes to complement the analysis is recommended.
The <u>list of questions as in Step 1 Session 4</u> serves either for monitoring or the definition of entry points for dialogue/discussion/intervention on governance in conflict situations and it is an important tool to stimulate discussions about the roles of duty bearers as well as rights holders (as in HRBA) in their respective contexts.

E. Governance framework for fragile and conflict affected situations

Good governance (special Focus on institutions responsible for security, justice and development)		
Ruling Justly	Governance effectiveness	Legitimacy/Relationship
Security	Public financial mgmt	Voice and accountability
National reconciliation	Corruption	Legitimacy and trust of citizens towards state
Transitional justice	Decentralisation	Freedom of expression and media
Human right	Public services	Inclusiveness
Shared vision of good governance		Capability of citizens to organize
		Shared vision of good governance

TABLE: Governance framework for fragile and conflict affected situations
Adapted from JGA in Rwanda, DFID paper March 2010

Definitions: Key factors of fragility and conflict[2]

(Conflict) Actors: Those individuals or groups who have the capacity to influence for or against peace, to undermine support, to actively promote peace or block it or deliberately perpetrate violence

Connecting Elements (CE): Elements in societies, which connect people, facilitate non-violent dispute resolution and can facilitate transformative processes.

Sources of Tensions (SOT): Elements in societies which divide people from each other and create tensions

Governance problems: Factors of governance and fragility, based on the above concept of fragility and analysed by a self-assessing approach, to trace locally relevant governance problems relevant for programs / projects.

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[2] See also, CDA, Do No Harm: http://www.cdainc.com/cdawww/project_profile. php?pid=DNH&pname=Do%20No%20Harm

CONFLICT CONTEXT ANALYSIS

SESSION 1: DEFINE THE CHALLENGE

What tensions or violence are we talking about?

Instruction for facilitator

1. Collect information of current major conflicts/tensions/crisis in the project area along the following questions:
   - What are current conflicts/tensions/crisis in your project area?
   - Identify the intensity (low, medium, high) and probability for escalation (when and how often) for each conflicts/tensions/crisis
   - After having identified all possible conflicts, make a choice of the most serious conflicts (only use them for the following more detailed analysis).

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Outcome of Step 1:
Matrix of key factors of conflict and fragility (cf. Annex 5)

Relevant conflicts in the project region	Intensity/impact (low, medium, high)	Probability of escalation (low, medium, high)

Table: Identification of major hazards and conflicts

2. Depending whether you want to work on real cases or on fictional cases, follow the instructions:
   A) Fictional scenario:
      Ask the participants to read the scenario *(MABEBUNI in ANNEX 11)* carefully and proceed to Session 2 afterwards.
   B) Working on real cases:

3. Working on real cases: Take the above analysis of the major hazards and conflicts and ask the participants to gather in small working teams and select the most re–levant conflicts/tension/crisis in relation to the project. The participants will select two people out of the respective group to tell the story and analyse it. *(cf. Annex 1)*

The cases should be selected according to the following criteria:
- The case is related to our projects/programmes
- It is a group- or community-based dispute (as opposed to interpersonal conflict or dispute)
- It is not an inter-state or international case
- Either direct violence or severe indirect violence is involved
- Behaviour is non-cooperative, destructive and persistent

It is advisable to use paper-cut or circle-shaped coloured cards in different sizes (according to power and influence of the actors (group). They can be moved and rearranged in the discussions.

SESSION 2: IDENTIFY ACTORS (ACTORS MAPPING)

In session 2, the participants are asked to do a conflict (actor) mapping *(of those individuals or groups who have the capacity to influence for or against peace, to undermine support, to actively promote peace or block it or deliberately perpetrate violence)*. This helps to identify the actors in the conflict and to understand the relationships between them. *(cf. Annex 2)*
Explain the tool first and ask participants to gather in groups later.

Instruction for facilitator

THE ACTORS MAP
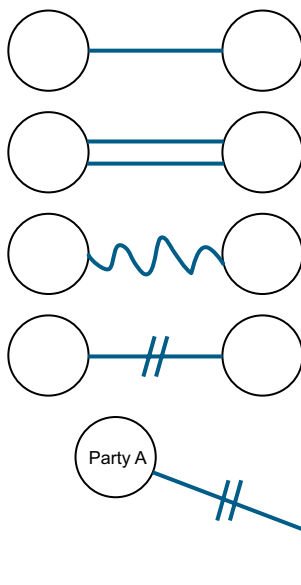
Circles indicate parties to the conflict.
The relative size of the circle indicates the relative size of each party.

A straight line symbolizes a connection or an intact relationship between the two.

A double line between two parties symbolizes an alliance or a strong connection.

A zig-zag line indicates a dispute or conflict between two parties.

Double line crossing a single line indicates a broken connection/relationship.

TABLE: Symbols for Actors Mapping
Adapted from: InWent, CICO Handbook 2004.

The map in the example depicts the provincial level and helps the programme/project team to be clear about the relationships between the different actors in their context. At the same time, the map was the basis for a discussion within the team about their own position(s) as well as to identify "hidden" conflicts and actors involved in them as well as the nature of the conflict(s): religious, political, social, technical.
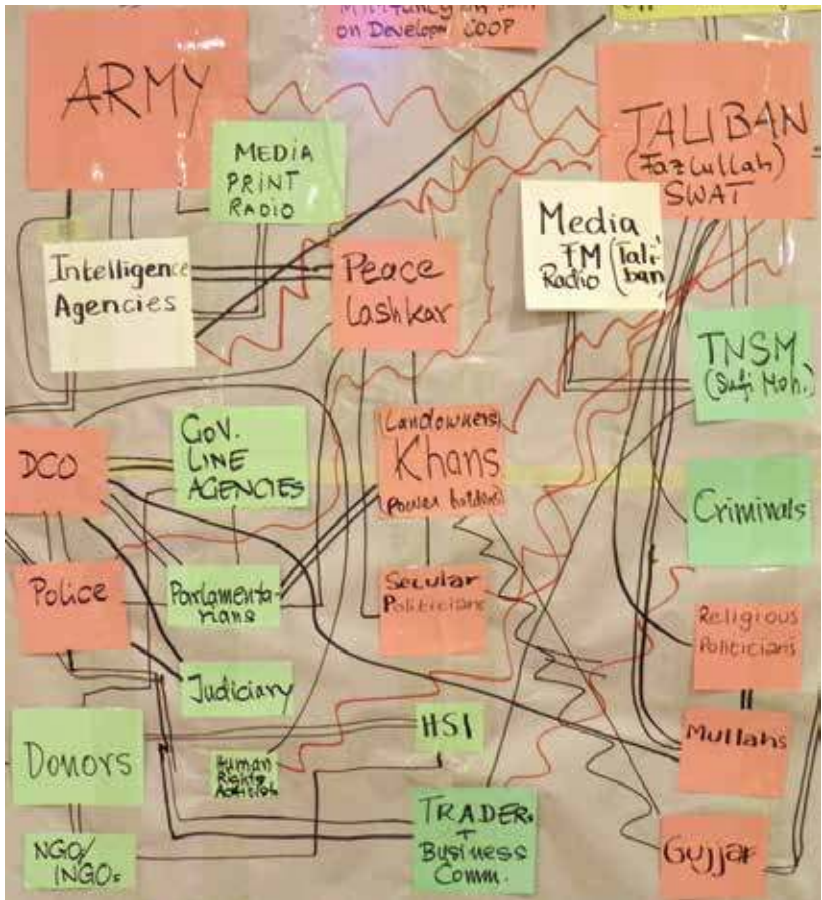
Example of Actors Mapping (Hinduskush)

Instruction for group work and for presentation:

1. Ask: Who are the actors that are relevant to the conflict/crisis/tension?
2. Write the names of the actors on round cards: smaller round cards for less powerful actors and bigger round cards for more powerful actors.
3. What other parties are involved or connected to these actors? Include marginalised groups and external actors.
4. Don't forget to put your own development organisation on the map. Remember: Every organisation, which is involved in a context, becomes part of it! Therefore, it is important to be aware of existing and possible relationships of your organisation.
5. Connect the different cards by using various lines reflecting the quality of the relationship between them. Examples for different lines are given above.
6. Reflect on the positions of different parties and try to identify alliances, close contacts, broken relationships and known confrontations
7. OPTIONAL: You can add the SOTs and CEs (the dividing and connecting issues) between the actors on the map. (cf. Session 3)

It is often useful to repeat the mapping of a conflict situation from a variety of viewpoints in order to understand how the different parties perceive the same situation.

Option: the plenary is divided into several groups and each group prepares a separate map.

Power Analysis could provide a more detailed analysis of the roles of different actors. For more information, please refer to the list of links in the comprehensive 3-Step for WFCS Manual.

SESSION 3: SOURCES OF TENSIONS (SOT) AND CONNECTING ELEMENTS (CE)

What positive and negative factors (e.g. VALUES, INSTITUTIONS, COMMON EXPERIENCES, TRADITIONS, STRUCTURES) in the society divide men and women or bring them together? *(cf. Annex 3)*

Instruction for facilitator

- Make sure that there is a shared understanding of key factors for conflict and fragility (SOT and CE) at the national level/macro; e.g. the main conflict issues (see also previous introductory session on key factors).
- Make sure the groups know which tensions/conflict/crisis they want to look at.
- Make sure that the groups are looking at a concrete situation around the project and programme. Instead of analysing the overall political situation for example in Afghanistan and the influence of international interest on the conflict; It is important to look at the conflict situation identified above in Sessions 1 & 2.

Instruction for facilitator

A) Brainstorm session (using the key questions below or other appropriate questions)

Plenary or small groups: everybody shares ideas and the ideas are collected on a **flip chart OR on cards**

Instruction to the person steering the brainstorming:

- If buzz-words, short expression or stereotypes are mentioned, always ask: Why is this a SOT, CE (e.g. shortage of water, mistrust, illegal immigrants)
- If the card is not clear, ask the group to rephrase or try to rephrase yourself
- Keep some pace, do not discuss too long (generate quantity)

It is important that someone more experienced or better trained takes the lead in this process to steer the collection.

Key Questions to stimulate discussions[3]

The following questions can be used to unlock SOTs and CEs in a variety of ways:

- What leads to tension in the current situation?
- What are the connecting elements?
- What are the current threats to peace and stability?
- What supports stability and non-violence?
- How are women and men affected differently by tensions?
- What do people do together despite tensions?

B) Prioritize from brainstorming session

Instruction for groups
- Select the most important SOTs and CEs
- Create a headline (or title) for each
- Note in one sentence why it is important
- Optional for more advanced users: HERE IS THE MOMENT ONE CAN THINK ABOUT INDICATORS: For measuring if the SOT (or CE) is getting better or worse

*STRONG FACILITATOR ROLE: use the the 5 main categories: **VALUES, INSTITUTIONS, COMMON EXPERIENCES, TRADITIONS, STRUCTURES***

Sources of Tensions	With headline and sentence to explain
	Post civil war trauma: There is a significant lack of trust in the population; trust is limited to one's own group. **Weak governance:** Women and men cannot establish or defend their claims on resources. **Unequal distribution of foreign assistance:** Some communities and some groups seem to get more than others and some groups feel discriminated against. **Affiliation to different political parties:** The government (and also local strong men) favour some and discriminate against others.
Connecting Elements	**With headline and sentence to explain**
	Some reasonably legitimate local institutions: Some ¾ of District Development Committees and Community Development Committees are functioning well. These manage and mitigate local level issues and problems. **Common religion:** In this province, all people are Muslim, which creates trust and a common identity. **Tribal/traditional institutions/law:** Women probably and men certainly are able to connect and interact across districts through these institutions. They also manage conflict. **Local sporting event:** Common experiences in cricket create trust and relief from stress. **Bazaar day:** All men (women are supposed to stay at home) come together and trade goods with each other

Examples for SOT and CE (Hindukush)

SESSION 4: KEY GOVERNANCE PROBLEMS FOR CONFLICT AND FRAGILITY

Which aspects of local governance are causing the most difficulties in this context? *(cf. Annex 4)*

This session provides a rating of governance-related issues that come up when working in conflict-affected and fragile contexts. It will produce a number of governance factors that are especially relevant for this particular fragility / conflict setting. The ratings proposed are based on the perception and self-assessment of local stakeholders.

1. Which organisations are responsible for security, justice and development? **Instruction**: Note them on a Flipchart.

2. What are the key governance problems?
   Instruction for plenary session: In plenary, the facilitator asks participants to look at the institutions noted above while s/he places tape or a rope on the floor going from one end of the room to the other – on one end s/he places a card with number 1 written on it and on the other a card with number 5.

   1 —●————————————————————— 5

   One by one, the facilitator of the session reads the statements A-G below and asks participants to rate them on the rope according to the following ranks: (5 correct - 4 quite correct - 3 sometimes correct - 2 very rarely correct– 1 incorrect)

   A) Are the relevant local institutions providing adequate services? RATE 1-5
   B) Are the relevant local institutions serving all community members equally? RATE 1-5
   C) Do the relevant local institutions provide security for all? RATE 1-5
   D) Do the relevant local institutions resolve local level conflict, while avoiding "winner takes it all situations"? RATE 1-5
   E) Are the relevant local institutions transparent and accountable[4] to all? RATE 1-5
   F) Do women and men organise themselves in local interest groups, clubs or associations, which influence local level decision-making? RATE 1-5
   G) Do relevant institutions take up local grievances? RATE 1-5

   Once participants have positioned themselves along the rope, the facilitator asks a few people to explain why they are standing in a given place.

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[4] For Public Audit Practice and Downward Accountability please refer to the Manuel for WFCS

EXAMPLE:
The facilitator reads out statement A ("Are the relevant local institutions providing adequate services?") and asks participants to stand along the rope where they think the institutions they previously listed on the flipchart stand. The participants who fully agree with the statement will stand close to the end of the rope with the card number 5, those who think the statement is incorrect will stand close to the end of the rope with card number 1. The co-facilitator takes a picture of the group to capture the collective ranking / answer of the group and takes minutes while the facilitator asks participants to explain their position.

	The exercise results in discussion that could be captured with explanations like the ones below.	
A	The Community Development Committee is trusted and provides services within their capacity (little allocation of funds from the centre).	4
B	The provincial administration is perceived as caring only for the needs of selected communities	2
B	Some community members are served better than others (due to good relationships)	1
C	The local police is only accountable to their superiors, controlled by factionalized elite in the capitol. Sometimes unable to intervene in cases of theft.	3
C	The security situation is difficult, due to many demobilized insurgent fighters that are now unemployed and not integrated into national security forces.	1
D	Local disputes are rarely brought up, because the minority population never wins.	4
E	The local government (the administration) does not provide information to all about spending on public projects, also no legitimate local government present.	2
E	The district government does not provide details about allocation of funds from the centre.	1
F	Women's groups are very important for social work.	5
F	Religious groups are serving all community members, regardless of their religion.	5
G	Local grievances are only very rarely taken up and local institutions are largely unable to cope with them.	1

All listings with a number 3 or lower should be added to the Governance section of CONFLICT AND FRAGILITY MATRIX, in the next session (session 5).
Positive Governance factors (4 and 5) can be integrated in the CEs.

Instruction for group sessions: In small groups, e.g. regional groups, go through questions A-G and rate the relevant institutions with the same scale (1-5). Capture your discussions on a flipchart.

Institution	Rating

TABLE: GOV of local institutions

SESSION 5: THE CONFLICT AND FRAGILITY MATRIX, SUMMARIZE ALL ELEMENTS

What are the main aspects of conflict and fragility?

The outcome of step 1, the conflict context analysis, is the following matrix, which summarises the discussions of the different sessions. However, it is important to note that it is a simplifying tool and that the substance of the discussions needs to be documented in the minutes. This will help with the report writing. It is important that the matrix can be shared with women and men who did not participate in the session such as desk officers at head-quarter level, partners and stakeholders.

The standardised format helps to:
- Create a good overview on the key elements of the conflict, which are relevant for the program/project.
- Prioritise the SOTs and CEs with regards to the project.
- Update conflict context analysis on a regular basis.

Instructions
1. Describe the type of violence, fragility or conflict in the country/region (cf. Session 1)

2. Go through the prioritised SOTs and CEs (cf. Session 3)

3. Allocate the identified conflict actors to the respective SOT or CE.

4. Fill in the relevant GOV factors (cf. Session 4) in the GOV section of the Conflict and Fragility Matrix

CONFLICT and FRAGILITY MATRIX cf. Annex 5

The number of elements is not restricted to 3, however it is advisable to limit the list to the most important elements.
Further points can be recorded in the minutes.

Types of violence: (see Step 1 session 1, "main crisis/tensions/conflict")	
	Key actor(s) relevant to this SOT/CE
SOT 1:	
SOT 2:	
SOT 3:	
CE 1:	
CE 2:	
CE 3:	
GOV FACTORS:	
-	
-	

TABLE: Conflict and Fragility Matrix

Example with SOT und CEs (not yet containing GOV factors) from Hindu-kush
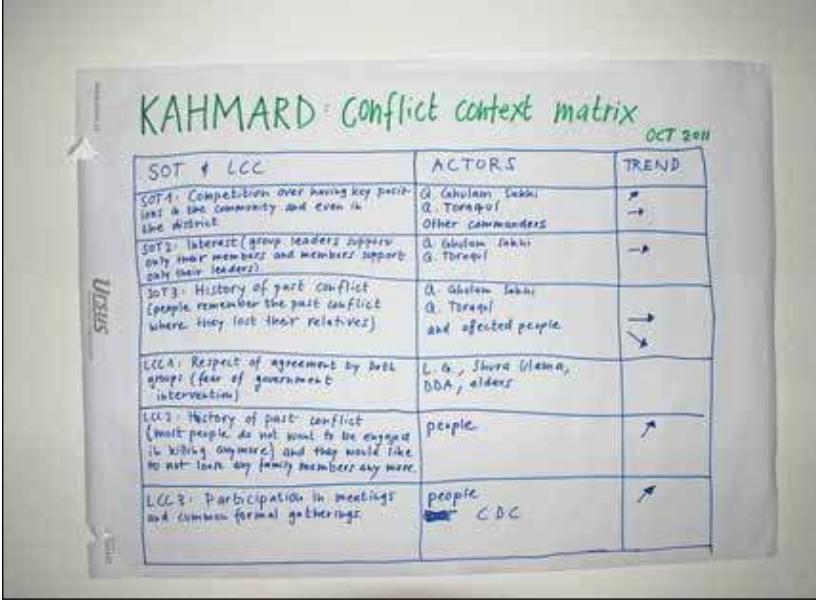
LCC = CE

Example for Conflict and Fragility Matrix (Hindukush)

Example Step 1

NEPAL / AFGHANISTAN: Types of violence: Warlords fighting for local/regional power, context for state power (political conflict), local conflicts with wider political or ideological affiliations.	
STEP 1	**Key actor(s) relevant to this SOT/CE**
SOT 1: Donor wants us to retreat from Maoist areas	Armed opposition groups, NGO, Donor, GoN
SOT 2: Staff is suspected of being spies by both parties	Both parties to the conflict
SOT 3: The local population perceives high security walls and barbed wire as violent and intimidating. This can reduce the trust in the development organisation and even lead to tensions with the community	
SOT 4: If the organisation is engaging security staff from a tribe which is perceived as responsible for the tense situation, it might either mean that they might be more trustworthy than expected or that the development organisation is one-sided	Armed opposition groups & NGO
CE 1: Good relationships between the parties in the context of the NGO projects.	GoN, Maoists & NGO
GOV PROBLEMS: • No legitimate local government present (only administration) • Grievance mechanism not functioning properly	

SESSION 6: SCENARIOS FOR SHORT-, MID- AND LONG-TERM

The scenarios are stories about the way the world might turn out if certain trends continue and/or if certain conditions are met.
(cf. Annex 6)

Instruction:
1. Define the time frame you want to look at.
2. Look at your conflict and fragility matrix and discuss the key assumptions and key upcoming events (e.g. the peacekeeper stay ⚐, the president will be re-elected 🏠)   .
3. Discuss the indicators below.
    You may be confident in some of your assumptions, and you may be sure that certain trends will work through in a particular way. After challenging them appropriately, discuss different trends and how the different trends may influence the situations.
4. Develop Scenarios.

Now, starting with key assumptions, take two extreme outcomes as 2 different possible scenarios (the business as usual version is integrated into both scenarios), and develop a story of the future around the two different versions you've chosen. The picture below shows one possible scenario and a second one with a different outcome may be developed

Tip: In identifying trends, be careful to base your assessment on evidence rather than supposition.

Indicators:
1. Number of violent conflicts
2. Interpersonal safety and security
3. Participation of minorities including women
4. Political conflict and polarisation of political debate
5. Civic activism, amount and independence of civil society organisations
6. Quality (of service delivery) of local/national institutions
7. Legitimacy of the state, or acceptance of the state as perceived by ...... citizens

Instruction:
Discuss possible measures to react to the different scenarios.

SCENARIO 1:
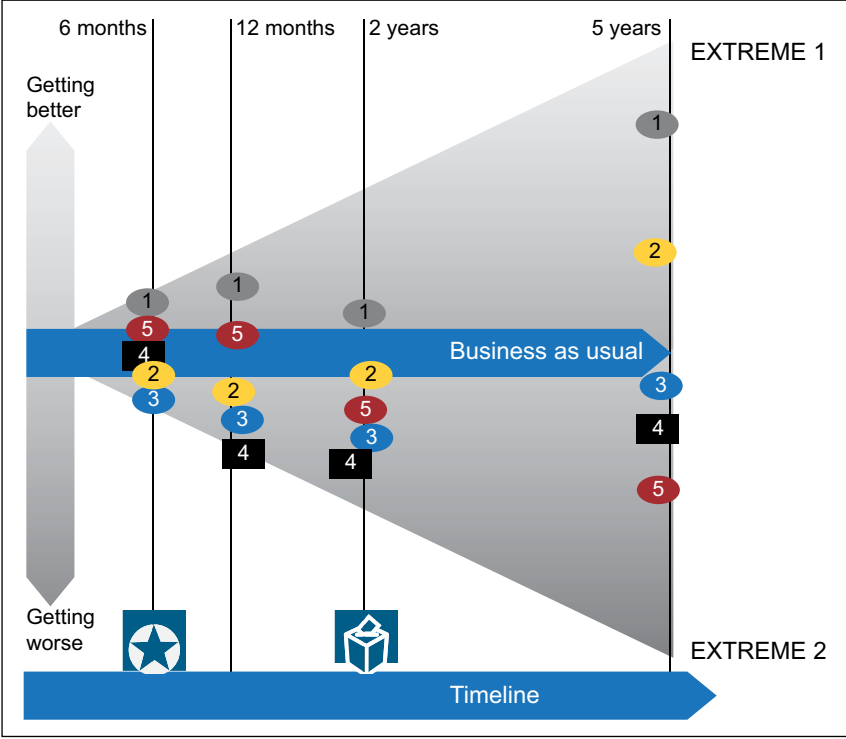
SCENARIO 2:
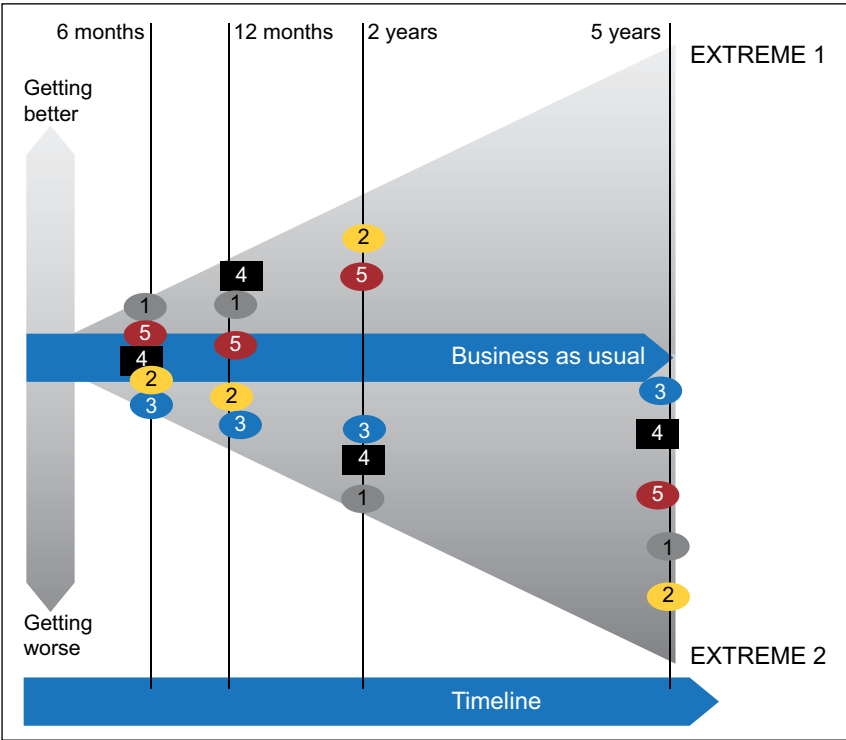
THE INTERACTION BETWEEN THE CONFLICT CONTEXT AND THE ORGANISATION

" It is never a whole assistance programme that is having
an impact. It is a piece of assistance programmes,
it is one or several of the decisions that result in a negative -
or positive - impact on the conflict[5] " .

In this step the conflict-context analysis (key elements of conflict and fragility, as in the CONFLICT AND FRAGILITY MATRIX) is compared against the three elements, which constitute the intervention on the ground:

• the programme/projects
• the organisation
• its relations with partners and stakeholders.

These three elements are thereafter called <u>fields of observation</u>.
This second analytical step – out of the three steps of the approach - will show at which points the organisation and the SOTs and CEs interact directly. It indicates to staff and partners at which points they have to take action in order to avoid negative consequences and foster a positive impact on the context.

Additionally, this step reinforces a common understanding among the staff and the implementing partners on how the organisation handles its activities in a fragile situation. Tensions in the context of a programme/project have an impact on the levels of trust and confidence among the local population, authorities and decision-making institutions. This affects development organisations in various ways, e.g. the working atmosphere: People who have been working together for a long time may be unable to continue a relatively value-free working relationship with each other; interests of the organisation might be shifting etc. A stronger emphasis on inclusive and participatory processes is helpful in reducing internal pressures, which might be higher due to the instability of the context. Therefore this step is one of the <u>key moments for an increased level of sensitivity to conflict, violence and fragility within the organisation.</u>

The **outcomes** *of Step 2:*
1. *The management of the organisation, staff and members of implementing partners have a good sense of how the conflict context and the programme/project interact with each other.*
2. *A list of interactions between the development organisation and the conflict context indicates at which points action is needed in order to avoid negative consequences and foster a positive impact on the conflict.*

[5] The Do No Harm Framework for Analyzing the Impact of Assistance on Conflict, CDA,2004.

All aid programmes involve the transfer of resources (social services, training, food, shelter, water, health care, funds), which are the most obvious interaction with the context apart from an organisations's policies and positions. All these aspects have a particularly sensitive effect on the sources of tension and connecting elements. Implicit Ethical Messages - the way in which aid is delivered and communication- play an important role too.

RESOURCE TRANSFERS, IMPLICIT ETHICAL MESSAGES & COMMUNICATION AND INFORMATION GATHERING AND SHARING[6]

According to the experience of CDA's Do No Harm Project assistance in general interacts with the context mainly through Resource Transfers and Implicit Ethical Messages. In our own experience, communication and information gathering/sharing also plays a major role.

Resource Transfers: When outside resources (food, funds, health care, training, mobility, etc.) are introduced into a resource-scarce environment where men and women are in conflict with each other, the local people see these resources as representing power and wealth. Thus, they become part of the conflict. People in conflict attempt to control and use assistance resources to support their side of the conflict and to weaken the other side.

Implicit Ethical Messages: Implicit Ethical Messages focus on "how" assistance is offered. The ways in which assistance is offered carry a series of implicit messages that, also, have an effect on conflict.

Communication and information gathering/sharing: Communication and information gathering/sharing has proved to be one of the main issues especially in the field of development cooperation where relationships on the ground are often long-term, a lot of capacity building is included where relationships are close and undergo many changes during project implementation. At the same time, appropriate communication within the organisation as well as with partners about the fragile situation and its specific challenges is of utmost importance and is often a major challenge for all collaborators.

FIELDS OF OBSERVATION

The elements of the organisation and the relations with partners and stakeholders have both a strong influence on whether the activities of a programme succeed and whether they increase their connecting potential and consequently have a positive impact on the conflict. Therefore Resource Transfers and Implicit Ethical Messages are not only relevant at the level of the programmes and projects but also at the levels of the organisation and their relations with partners and stakeholders. This means that the review of the interaction between the development organisation and the conflict context includes the projects, the organisation and partners and stakeholders.

[6] The Do No Harm Framework for Analyzing the Impact of Assistance on Conflict, CDA,2004.

1. Programmes and projects: The elements within this category are relevant to the operational side of development interventions in the field, where the most direct point of interaction with the local context occurs. They include:
    a. Objectives of the entire programme
    b. Objectives of specific projects
    c. Project activities
    d. The selection of (groups of) the concerned/beneficiaries/rights holders
    e. Resource transfer to the local environment (beneficiaries, stakeholders, communities, etc.)
    f. Information gathering and sharing

2. Organisation: The elements within this category are relevant to the organisational structure. Some of these aspects might overlap with programmes/projects. The following aspects have to be regularly checked on conflict sensitivity:
    a. The principles and working approaches
    b. Staff (incl. recruitment policies)
    c. Security management and geographical intervention areas
    d. Internal communication
    e. Coordination
    f. Fundraising, donors and resource allocation.

3. Relations, including partners and stakeholders of the programme:
    The following aspects have to be looked at:
    a. Implementing partners
    b. Communication with stakeholders
    c. Communication with local authorities
    d. Donors

The three elements – programme/project, organisation and relationships- are strongly linked and interdependent and form together the organisation's interaction with the context.

Fields of observation

THE TOOL
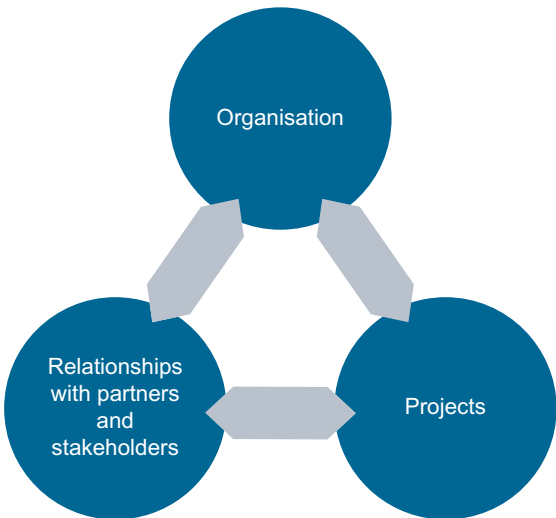
PREPARATIONS AND INSTRUCTIONS

- Invite the inner circle of the programme's stakeholders. These are maybe fewer people than invited for the conflict-context analysis. Ideally 10-20 persons might participate. Ensure that members of the senior management as well as men and women who are involved in financial decisions and security officers are present. If you are focusing on a specific project, the emphasis is on key staff and implementing partners rather than on a wider participation of representatives of the whole organisation.
- Preferably, men and women who participated in the conflict-context analysis are invited too. If this is not possible, make sure that all participants are informed about the results of the discussion of the conflict-context analysis beforehand.
- Ensure a good mixture between international, national and local staff, different management levels and gender balance.
- The meeting will take about half a day and needs to be held in a location, which is convenient for a focused and uninterrupted discussion where participants feel comfortable.
- This exercise takes place in the form of a structured discussion. It may have more of a meeting than workshop character.

Instruction for the facilitator
- The facilitator introduces the three areas of discussion – programme/project, organisation and relationships (cf. Fields of observation above).
- If different levels of staff and partners are present, the facilitator suggests the groups and allocates the right set of questions (for implementers or for managers).
- The facilitator introduces the questions with examples and suggests suitable breakout groups.
- The breakout groups can be formed according to the respective positions of participants (management- or field level) and they can be split according to three areas of discussion – programme/project, organisation and relationships.
- Each group will go through the list and results are presented in the final feedback round in the plenary session.
- Make sure that the groups report back to the plenary session and that there is enough time for a final feedback round.
- The groups look at the previously established conflict and fragility matrix of the SOTs, CEs and actors. They use the guiding questions below as a guideline for the discussion. As a facilitator, make sure that the groups always discuss the guiding questions with regards to the SOTs and CEs and actors identified in the CONFLICT AND FRAGILITY MATRIX (key elements of conflict).
- The facilitator introduces the guiding questions and the groups discuss the "CHECKLIST STEP 2a and CHECKLIST STEP 2b"
- Depending on your focus and previous discussion within your organisation you may decide to leave out some of the questions.
- Fill the form at the end of the guiding questions during the exercise.

EXERCISE WITH GUIDING QUESTIONS

CHANGE: Fragile contextes tend to change quickly. Consequently, key issues or drivers of conflicts and tensions are in constant change. However, objectives and activities of projects often remain the same over years. Activities, which were necessary and beneficial in the previous situation, may have lost their relevance and are now doing harm.
The devil is in the details. Therefore, it is important to look at concrete interactions between project and context.

The more precise the interaction between the project objectives, activities and the previously analysed factors in conflict are described, the more concrete decisions can be taken later to avoid the fuelling of tensions.

HOW TO USE THE GUIDING QUESTIONS:

- The questions for implementation level should be discussed with partners and field staff.
- Questions for management and programme level are meant to serve as a checklist.

If initial WFCS processes have already taken place, it may be sufficient for staff to work along the questions (without a full workshop).

COUNTRY STRATEGY OR PROGRAMME LEVEL

For country-level strategies and programme level, please use the corresponding *Annex* in the comprehensive manual.
Additional tools such as the Political Economy Analysis provide guidance on the analysis of political systems, state-society relations as well as the distribution of power between classes and groups for strategic level decision-making are in the comprehensive manual.

IMPLEMENTATION LEVEL

Working with communities in a fragile or conflict-affected situation involves numerous challenges for project implementers and field staff. Field staff and people concerned with everyday execution of projects generally have a different but equally important perspective on the interaction between project and context. Often they are themselves part of the context and need to find a fine balance between the demands that come with their jobs and obligations they have towards their families and friends. In a conflict context, buying your vegetables at the wrong shop or driving the wrong car can be a serious issue. At the same time, any attitude not carefully reflected, may evoke adverse feelings or suspicion.
The questions in the checklist Step 2a will create a platform for these reflections and serve as a guideline to start the process. The questions intend to unlock the issues and stimulate discussions about them.
The questions in the "Management level" section may also apply for the field level, the facilitator will determine which questions are most suitable.

Checklist for Implementation level, Step 2a (see Annex 7)

MANAGEMENT AND PROGRAMME LEVEL

Project

Guiding questions regarding OBJECTIVES AND ACTIVITIES
A project's objectives and activities are the core of sensitivity to fragility and conflict. Resource Transfers and Implicit Ethical Messages are most directly related to the environment through the activities. A critical comparison of objectives and the activities of the projects with actors, SOT, CE and governance problems noted in the CONFLICT AND FAGILITY MATRIX OF STEP 1 are therefore needed on a regular basis.

Instruction for the facilitator
Describe how the goals/objectives of the project relate to the conflict context.

✅ Checklist
1. Look at your STEP 1 analysis and determine how your objectives relate to the conflict context:
→ How are your objectives affected by the conflict context? Can you reach the objectives if you consider the conflict-context analysis?
2. Look at your STEP 1 analysis and consider whether the project activities will likely lead to the envisaged change. Note that the selection of activities to consider depends on the conflict you have identified.
→ Will the activities likely lead to the envisaged change if you consider the conflict actors and the sources of tension?

Guiding questions regarding "THE CONCERNED"/PRIMARY STAKE-HOLDERS.
Both direct and indirect concerned/beneficiaries are part of the context. In a tense situation, the definition of the concerned/beneficiaries may become very controversial. In a polarised situation communities and stakeholders may easily perceive the selection process as unfair. Groups which are not supported may start to put or increase pressure on the concerned. Selected groups may gain in power or be lifted into new positions in order to profit from the resources given to them by the development organisation. This may lead to further social exclusion or marginalisation of excluded groups. Resource transfers may also attract attention of the parties to the conflict to the concerned and put them in danger.

Instruction for the facilitator
• Ask the participants to describe the direct or indirect links between actors of tension/conflict and the concerned.

✅ Checklist
3. Are there rights-holders/beneficiaries who are actively taking sides or supporting one party to the conflict (e.g. different perspectives)?

Information/Communication

Guiding questions regarding INFORMATION GATHERING AND SHARING as well as EXTERNAL COMMUNICATION
In a fragile situation, information might be biased and distorted, sources of information often manipulate information for political reasons and recipients interpret the information through their own conflict lens. Therefore,

information gathering and sharing has to be handled carefully in order to assure that one interest group in the conflict does not use project resources for its own goals.

It has been observed in various organisations that the perception of a situation varies considerably between the staff in the field, programme offices and at headquarters. This might lead to misunderstandings and it might hinder flexible and short-term adjustments. Hence, internal communication and the way issues pertaining to tensions and conflict situations are reported within the organisation are crucial. It is strongly recommended that the reporting refers to the Conflict & Fragility Matrix to have the conflict-context analysis integrated into the regular reporting.

Other stakeholders who have an interest in the project, but are outside the project/programme implementation, need to be carefully considered. They may exert substantial influence over the project's objectives and outcomes. Such stakeholders can, for example, be local communities, the business community, influential individuals but also paramilitary or even criminal groups. The programme or project team has to identify these stakeholders and roughly know their positions and interests in the conflict setting or tense situation respectively.

Instruction for the facilitator
- What are the sources of information about the tensions in the context of the project/programme? (see checklist below for illustration)
- With whom is your organisation sharing its information about the tensions in the context?
- Is there a clear communication between the field staff and headquarters on issues relating to tense situations, which reinforces the common understanding of the situation and supports effective decision-making?
- What is the role of other stakeholders of the programme with regards to the SOTs and CEs and actors?

✅ Checklist
4. Look at the actors' map from STEP 1 and check if you have balanced information about the context from all stakeholders involved.
5. Does the organisation actively encourage all staff to have structured discussions about conflict issues?
6. Are there specific moments (in the PCM) where conflict analysis (STEP 1) and other issues about conflict sensitivity are shared within the organisation?
7. Do you have a clear policy specifying with whom you share what type of information (e.g. different reports for different stakeholders)?
8. Do you have a clear information-sharing policy which includes guidance on suitable language (e.g. sensitive words) and form (e.g. written-oral, stating names-hiding names)?

- *In fragile and conflict contexts, information about different interests, strategies of partners, the stakeholders, the staff, beneficiaries, etc. may be highly sensitive. The development organisation has to make sure that revealing information does not endanger staff and beneficiaries.*
- *Various different sources of information from different sides are a must in fragile contexts. This includes information from government and local authorities, civil society actors, opposition leaders, warring factions (if accessible) in order to be able to create a situation analysis, which is as balanced as possible.*

Own organisation

Guiding questions regarding VALUES AND PRINCIPLES

In a conflict context, the guiding principles of a development organisation, (e.g. participation, equal rights for men and women, transparency) may be delicate to implement because people may be put at risk. Transparency, for example which requires information sharing, needs more caution in tense situations. Sometimes it is necessary to keep information secret in order to protect those concerned.

Guiding principles or values of the organisation might not correspond with those of the key actors in the conflict. The intervention of foreign organisations might not be welcome everywhere.

If an organisation decides to make some concessions in order to strengthen the most marginalised and affected by conflict (staying engaged), these concessions have to be decided for a limited period of time on the basis of reliable information and explicit assumptions.

Review the principles of your organisation and discuss whether their implementation is affected by the tensions.

Instruction for the facilitator

Discuss the different working principles your organisation adheres to. The participants review the principles of their organisation and discuss whether their implementation is affected by the tensions.

✅ Checklist

9. Does the organisation have working principles and values which are difficult to implement due to the fragile situation? (Look at the Sources of Tensions (SOT) and Connecting Elements (CE) as well as actors to answer this question).

    Possible principles and values to look at are:
    a. Partnership
    b. Social Equity
    c. Gender Equity
    d. Transparency
    e. Accountability
    f. Local Ownership
    g. Long-term Engagement
    h. Empowerment and Capacity building
    i. Non-discrimination
    j. Advocacy

Guiding questions regarding STAFF

An escalation or de-escalation of conflict usually happens unexpectedly. The implementing structure of a programme or a specific project sometimes needs to be revisited and has to be adjusted at short notice. Where staff members come from (their ethnic affiliation) and which social class they belong to may become important. A tense situation also affects internal staff relations. Tensions can grow between staff and who is working in which position may become important. If, for instance, ethnic tensions are part of the conflict, attention has to be put on the ethnic affiliations of staff members in a particular region.

Due to changing priorities and the dynamics of the conflict situation, staff may have to be withdrawn from one area and new positions created in other areas. There may be also a need for more staff members to engage with men and women who are most affected by the conflict. Also, there might be a need for capacity-building in areas pertaining to key issues of conflict and conflict sensitivity.

Instruction for the facilitator
- How are considerations of conflict sensitivity and staff diversity integrated into staff recruitment (Staff composition, contract details, code of conduct)?
- What is the background of the staff of your organisation and what are their positions with regards to key factors of fragility and conflict?

☑ Checklist
10. Is there a staff recruitment policy including criteria for conflict sensitivity?
11. Are all staff well aware and appropriately trained to work in a tense situation?
12. Is the (ethnic, religious, social, political, etc.) diversity which exists in the context equally respected in the team compositions and hierarchies?
13. Are all staff on the ground perceived as neutral?
14. Are there staff members who can no longer be sent to specific geographic areas (due to ethnic background, gender, previous experiences, etc.)?

Example:
- Staff recruitment and assignments are highly sensitive in conflict situations, particularly when the conflict is based on ethnic divisions. If one ethnic minority is fighting for more self-determination and feels discriminated against and members of this particular minority are mainly support staff, but not in higher management positions, this may create tensions within the organisation. It also has an impact on the image and perception of the organisation towards its partners and the local authorities.

Guiding questions regarding SECURITY
Security regulations and geographic implementation areas
Security situations may change rapidly. Accessibility to certain geographic areas might be increasingly difficult and security arrangements and procedures for the staff require adjustment.

Conflict sensitivity does not replace a security assessment. A security risk assessment has to be carried out regularly and separately with the staff and partners. The main question of a security assessment is what has to be done to improve the safety and security of the staff and partners in the current context.

WFCS is looking at how these security regulations impact on the tensions in the context. Checking on changing priorities of partners, stakeholders, concerned communities as well as their perceptions are important since security regulations are visible and might be perceived in different ways (cf. Implicit Ethical Messages).

THE TOOL

Instruction for the facilitator
- How are the security regulations of your staff perceived in the context (by partners, stakeholders, concerned communities)?
- What are the consequences of certain regulations?
- How can security be maximized?

✔ Checklist
15. Do you have a clear and shared policy about closure of programmes/projects due to security concerns as well as about staff security (Implicit Ethical Messages)?
16. Do your security regulations encourage you to invest in trust relationships with local partners and stakeholders to increase safety and security rather than relying on armed protection by security sector actors or other armed security arrangements?

Guiding questions regarding PROCUREMENT AND LOGISTICS
Activities on the ground require logistical items such as cars, gasoline, food, office materials, office rent, etc. In order to be conflict-sensitive, it is important to know who the providers of these assets are since this is also a direct resource transfer to the context.

"Aid affects prices, wages and profits and can either reinforce the war economy, (enriching activities and people that are war-related) or the peace economy (reinforcing "normal" civilian production, consumption and exchange)."[7] Logistics needs to be checked on conflict sensitivity on a regular basis because the devil is in the details.

Instruction for the facilitator
Explain what is meant here and go through the list below

✔ Checklist
17. Procurement: where are materials coming from and who benefits from selling/renting them?

Possible items to look at:
- Cars
- Gasoline
- Office rent
- Rent for staff accommodation
- Food
- Service providers of communications (phone, internet, etc.)
- Generators
- Maintenance services for office building
- Office equipment and materials

External actors

Guiding questions regarding PARTNERS AND DONORS
Many international development organisations work through local partners and with donors. In a tense and polarised situation, working with a particular local partner organisation can send a political signal and this might have undesired consequences. In some situations, partner organisations are limited in their performance due to political constraints.

[7] Resource Transfers, CDA

Therefore it is important to know the partners and how they are perceived to establish a trust relationship over a longer period of time.
Who to partner with is also crucial for the local perception and security of the programme. A good partner organisation often enables a programme to continue under difficult circumstances.

Instruction for the facilitator
Discuss partners and donors and their respective roles in relation to the main conflict/fragility actors as well as how stakeholders perceive them.

✅ Checklist
18. Do you know how your partners, donors and partner organisations are perceived (regarding SOTs/CEs and regarding their relationships with other important actors)?
19. Are these partners/donors currently engaged in other projects in this conflict context?

📅

TRANSPARENCY AND ACCOUNTABLITY
The handling of financial information is highly sensitive and crucial. The development organisations are well advised to use suitable mechanisms for downward accountability, to provide a suitable amount of transparency.

Example Step 1 & Step 2

NEPAL / AFGHANISTAN: Types of violence: Warlords fighting for local/regional power, context for state power (political conflict), local conflicts with wider political or ideological affiliations		
STEP 1		**STEP 2**
		Key actor(s) relevant to this SOT/CE
SOT 1: Donor wants us to retreat from Maoist areas	Armed opposition groups, NGO, Donor, GoN	If we retire we neglect the rights of the disadvantaged and we abandon our primary stakeholders.
SOT 2: Staff is suspected of being spies by both parties	Both parties to the conflict	Staff is under great pressure because of the suspicions.
SOT 3: The local population perceives high security walls and barbed wire as intimidating. This can reduce the trust in the development organisation and even lead to tensions with the community		Highly visible security measure can reduce the trust in the development organisation and even lead to tensions with the community.
SOT 4: If the organisation hires security staff from a tribe which is perceived as responsible for the tense situation, it might either mean that they might be more trustworthy than expected or that the development organisation is one-sided	Armed opposition groups & NGO	The organisation may no longer be perceived as impartial.

THE TOOL

CE 1: Good relationships between the parties in the context of the NGO projects.	GoN, Maoists & NGO	Due to good relationships, most issues can be discussed with BOTH parties to the conflict.
	Elite and disadvantaged groups	The disadvantaged groups do not dare to speak: no voice for the disadvantaged.
GOV PROBLEMS: • No legitimate local government present (only administration) • Grievance mechanism not functioning properly		The local government is supposed to become a major project partner.

Example Step 2

CLOSING STEP 2

INSTRUCTION

After going through the questions, the answers given by the groups should be presented in the plenary session. The facilitator may rephrase or ask for clarifications during the discussion.

Before closing the workshop, the facilitator explains what happens with the information on the identified points of interaction between the development organisation and the conflict context.

→ *After closing, all the findings of the groups are kept and used for step 3!*

STRATEGIC DECISIONS FOR PROGRAMME AND PROJECT MANAGEMENT

SUMMARY

Knowing that we are not doing harm is the first requirement of working in fragile and conflict-affected situations. We therefore need to know that we are weakening the identified sources of tensions (SOT) and we need to be able to understand the roles and relationships of different groups to know how to work in a tense environment. However, we also need to know that our involvement generates results. Therefore, we may need to build on components that are actually strengthening Connecting Elements (CE) and foster peace and stability.

REVIEW STEP 1 AND 2

Step 1 and 2 of this manual described analytical steps in order to establish an assessment of the conflict context and how a development organisation interacts with it.

The third step is based on the list of observed interactions (Step 2), leads through different choices or options for adaptations and ends at a few concrete strategic programme/project and management decisions on the necessary special features of the projects to consider conflict and fragility.

Overview
STEPS   Outcome
→   Step1   Matrix of key factors of conflict and fragility
→   Step 2   List of interactions between context and project
→   Step 3   Strategic decisions (measures and options) and integration into LogFrame

In Step 3 - based on the list of interactions - concrete measures are taken to design or adapt the project/programme.

*The **outcomes** of Step 3:*
1. *The management of the organisation, staff and members of implementing partners have a good sense of how the conflict context and the programme/project interact with each other.*
2. *A list of interactions between the development organisation and the conflict context indicates at which points action is needed in order to avoid negative consequences and foster a positive impact on the conflict.*

CREATIVITY NOTE

Before you go into development of options for strategic choices START with an exercise to open up creative potential[8].

EXERCISE (Example):
Challenge participants to create unlimited and imaginative – even fictional – options!

"You are the programme director and you get $ 500 000 from Brad Pitt to spend in two villages, but you only have 2 months to finish spending. What do you do?"

Or:

"You are the programme director and you need to get help to starving refugees. But between you and the people in need there are two fenced and heavily-guarded oil plants and the rebel armies. What do you do"?

• Generate as many options (including wild and creative) as possible— "quantity generates quality!" The more options you generate the more good options you will have!
• Identify those options that offer the best chances of being implemented
• Verify that the options will not - at the same time – make the situation worse.

DEVELOP THE STRATEGIC CHOICES (MEASURES/OPTIONS) FOR MANAGEMENT LEVEL

The results from the previous steps are ALWAYS the starting point for discussions. Check on the outcomes of Step1 and Step 2 to develop the options and measures!

This step is normally done in a smaller management team, which includes senior staff of the field office, senior staff of the partners and one or two administrative staff such as the logistics and the financial officers.

Cf. Annex 9: Format Step 3a: Measures/options for management level

DEVELOP THE STRATEGIC CHOICES (MEASURES/OPTIONS) FOR IMPLEMENTATION LEVEL

At the project or implementation level the options and measures that result from Step 1 and Step 2 may be more concrete and hands-on. Detailed discussions with field teams are at core of this Step.

Cf. Annex 10: Format Step 3b: Measures/options for field level

RE-CHECK OF CHOICES

Strategic decisions selected will be integrated into the further planning of the project.

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[8] See ideas on how to do that on: "Lateral Thinking" for more exercises, e.g.: http://www.kent.ac.uk/careers/sk/lateral.htm

The decision about which option will be put in practice needs to be re-checked.

> RE-CHECK:
> Possible options depend and need to be adjusted to:
> a. The specific context (step 1 – conflict-context analysis)
> b. The specific project (step 2 – interactions)
> c. The ability to handle possible challenges that come with the strategic choices as well as the ability to take decisions and to implement them (step 3 – strategic choices)

INTEGRATION OF CONFLICT AND FRAGILITY IN THE LOGFRAME

		short-term	mid-term	long-term	Resources needed	
					Own	External
	Measures identified to be integrated in the logframe					
Objective A Activity 1 Activity 2 Activity 3						
Objective 2 Activity 1 Activity 2 Activity 3						
Objective 3 Activity 1 Activity 2 Activity 3						
Objective 4 Activity 1 Activity 2 Activity 3						

Taking decisions on different options and measures is a long process, which is most likely not going to be straightforward. Often, the right measures may only appear after extensive discussions and numerous options will have to be discussed and maybe even tested. After embarking on the process of openly and regularly discussing all the difficult issues related to assistance in fragile and conflict-affected situations, however, these discussions will be very beneficial to the programme and projects as they open up new avenues for dialogue and new approaches.

To get additional views on these processes the discussions can be shared with peers, with respective staff in other countries and advisors on conflict transformation at the head office.

NEPAL / AFGHANISTAN:
Types of violence: Warlords fighting for local/regional power, contest for state power (political conflict), local conflicts with wider political or ideological affiliations.

STEP 1		STEP 2	STEP 3
	Key actor(s) relevant to this SOT/CE		
SOT 1: Donor wants us to retreat from Maoist areas	Armed opposition groups, NGO, Donor, GoN	If we retire we neglect the rights of the disadvantaged and we abandon our primary stakeholders.	• Stay engaged but be very clear and transparent in the definition of the disadvantaged groups and share the analysis with all stakeholders.
SOT 2: Staff is suspected of being spies by both parties	Armed opposition groups, NGO,	Staff is under great pressure because of the suspicions.	• Increased training and support for staff, counselling and intensive communication with both parties, to build trust.
SOT 3: The local population perceives high security walls and barbed wire as intimidating. This can reduce the trust in the development organisation and even lead to tensions with the community		Highly visible security measure can reduce the trust in the development organisation and even lead to tensions with the community.	• Rethink security guidelines and engage in a discussion on security with local stakeholders. • Carefully re-assess Step 2 of the manual.
SOT 4: If the organisation is hiring security staff from a tribe which is perceived as responsible for the tense situation, it might either mean that they might be more trustworthy than expected or that the development organisation is one-sided	Armed opposition groups & NGO	The organisation may no longer be perceived as impartial.	• Reorganize the security concept.
CE 1: Good relationships between the parties in the context of the NGO projects.	GoN, Maoists & NGO	Due to good relationships, most issues can be dis-cussed with BOTH parties to the conflict. The principle of non-discrimination is very difficult to maintain. Working in a society, which is discriminating Sunni women with regards to their education automatically affects any education project for women in the region. This can create a conflict between the Sunni and Shia population within the village since one group feels marginalised.	• Make use of the trust and space gained through good project work. Use it as safe space and platform for issue-based discussions (e.g. water). • Invite wider circles of actors/stakeholders to these discussions. • Identify progressive religious persons, and try to have a dialogue with them to increase the space for participation of women.
	GoN, Maoists & NGO	The disadvantaged groups do not dare to speak: no voice for the disadvantaged	• Long discussions and consulta-tions with all stakeholders. Decision: QUO-TA for the constitution of groups and for executive functions (Women, Dalit, Janajati)
• No legitimate local government present (only administrative bodies) Grievance mechanism not functioning properly	GOV PROBLEMS:	The local government is suppo-sed to become a major partner for the project.	• Assess other grievance mechanisms (probably traditional ones). • Assess possibilities to increase accountability (as a necessary condition) of working with local government before or while working with them on service delivery.

CONCLUSION

After having gone through all the steps, you have analysed the context, looked at the interactions between context and project/programme and finally come up with options or measures to react and take steps to strengthen the connecting elements you identified in the previous steps. At the same time sources of tension are identified and measures to weaken them and prevent their escalation are identified in the last step.

What remains to be done is monitor regularly and report all identified issues.

- Never forget:
- When adjusting the project/programme to the conflict context, do not forget to consider strengthening Connecting Elements.
- There might be financial consequences resulting from the interaction between conflict context and the development organisation, including revised activities, security arrangements, staffing, training and capacity building, etc. The management may have to decide quickly about the financial implications. Therefore, it is also important that financial officers participate in the internal WFCS process.
- Ensure that the staff in charge of WFCS has sufficient weight at the management level.
- Flexible time allocation: Time should be allocated to allow the staff to make conflict-sensitive adjustments in their programmes.
- Check if donors have a policy on conflict sensitivity. Inform donors about possible changes of interventions due to the fragile context. Also inform them that objectives might not be achieved due to the changing situation. In case of a worsening situation, launch an open dialogue with donors.
- WFCS needs to be part of the reporting.
- The language of reports and information about activities need to be sensitive to conflicts. Selected information may have to be translated into local languages.
- In conflict situations, information-sharing is a sensitive topic.

ANNEX 1

STEP 1 SESSION 1: DEFINE THE CHALLENGE

What tensions or violence are we talking about?

Instruction for group work:

1. As a group: Select the most relevant from the above-identified major hazards or conflict/tension/crisis you are faced with in your project

→ The cases should be selected according to the following criteria:
- The case is related to our projects/programs
- It is a group- or community-based dispute (as opposed to interpersonal conflict or dispute)
- It is not an inter-state or international case
- Either direct violence (against persons, assets or institutions) or severe indirect violence is involved
- Behaviour is non-cooperative, destructive and persistent

Instruction for presentation (if needed):

- The cases or stories will be presented orally.
- The telling of each story or stories to the plenary should last between 3 and 6 minutes.

ANNEX 2

STEP 1 SESSION 2: IDENTIFY ACTORS (ACTOR MAPPING)

Which actors are most relevant for the tensions and what is their relationship?

Instruction for group work and for presentation:

a. Ask: Who are the actors that are relevant to the conflict/crisis/tension?
b. Write the names of the actors on round cards: smaller round cards for less powerful actors and bigger round cards for more powerful actors.
c. What other parties are involved or connected to these actors? Include marginalised groups and external actors.
d. Don't forget to put your own development organisation on the map. Remember: Every organisation, which is working in a context, becomes part of it! Therefore, it is important to be aware of your organisation's existing and possible relationships.
e. Connect the different cards by using various lines reflecting the quality of the relationship between them. Examples for different lines are given above.
f. Reflect on the positions of different parties and try to identify alliances, close contacts, broken relationships and known confrontations

2. OPTIONAL: Can you place the SOTs and LCCs (the dividing and connecting issues) between the actors on the map?
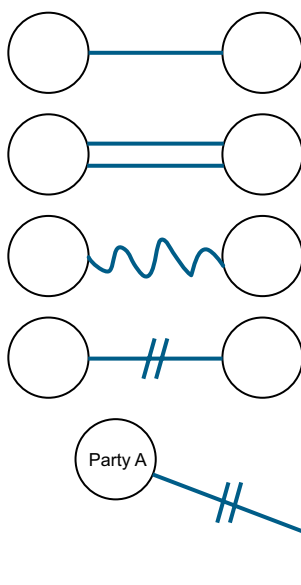
Circles indicate parties to the conflict.
The relative size of the circle indicates the relative size of each party.

A straight line symbolizes a connection or an intact relationship between the two.

A double line between two parties symbolizes an alliance or a strong connection.

A zig-zag line indicates a dispute or conflict between two parties.

Double line crossing a single line indicates a broken connection/relationship.

Party A

Party C

Party B

Source: InWent, CICO Handbook 2004.

It is often useful to repeat the mapping of a conflict situation from a variety of viewpoints in order to understand how the different parties perceive the same situation.

ANNEX 3

STEP 1 SESSION 3: IDENTIFY SOURCES OF TENSIONS (SOT) AND CONNECTING ELEMENTS (CE)

What positive and negative factors (e.g. VALUES, INSTITUTIONS, COMMON EXPERIENCES, TRADITIONS, STRUCTURES) in the society divide men and women or bring them together?

1. **Brainstorm to identify SOTs and CEs[10]:**
   Use the key questions below or other appropriate questions to:
   → Collect SOTs and CEs on a flipchart (one person recording)

BOX: Key Questions to stimulate discussions[9]
The following questions can be used to unlock SOTs and CEs in a variety of ways

- What leads to tension in the current situation?
- What are the connecting elements?
- What are the current threats to peace and stability? What supports stability and non-violence?
- How are women and men affected differently by tensions?
- What do people do together despite tensions?

2. Prioritize from brainstorming session

→ Select the most important SOTs and CEs
→ Create a headline (or title) for each
→ Note in one sentence why it is important

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[9] Source: CDA, Do No Harm; Guidance Note, 2010

ANNEX 4

STEP 1 SESSION 4: KEY GOVERNANCE PROBLEMS FOR CONFLICT AND FRAGILITY

Which aspects of local governance are causing the most difficulties in this context?

1. Which organisations are responsible for security, justice and development?
Instruction: Note the most relevant ones on a Flipchart.

2. Question: What are the key governance problems?
Instruction:
In small groups (e.g. regional groups) go through questions A-G below and rate the relevant institutions (as noted above) with the same scale (1-5). Note your discussions on a flipchart.

Institution	Rating

(5 correct - 4 quite correct - 3 sometimes correct - 2 very rarely correct/– 1 Incorrect/)

A)   Are the relevant local institutions providing adequate services? RATE 1-5
B)   Are the relevant local institutions serving all community members equally? RATE 1-5
C)   Do the relevant local institutions provide security for all?. RATE 1-5
D)   The relevant local institutions resolve local level conflict, while avoiding "winner takes it all situations"? RATE 1-5
E)   Are the relevant local institutions transparent and accountable[10] to all? RATE 1-5
F)   Are women and men organising themselves in local interest groups, clubs or associations, which influence local level decision-making? RATE 1-5
G)   Do relevant institutions take up local grievances? RATE 1-5

[10]See the comprehensive Manual on Public Audit Practice and Downward Accountability

ANNEX 5

STEP 1 SESSION 5: CONFLICT AND FRAGILITY MATRIX, SUMMARIZE ALL ELEMENTS

Instructions

1. Describe the type of violence, fragility or conflict in the country/region (cf. Session 1)
2.
• Go through the prioritised SOTs and CEs (cf. Session 3)
• Allocate the identified conflict actors to the respective SOT or CE.
3. Fill in the relevant GOV factors (cf. Session 4) in the GOV section of the Conflict and Fragility Matrix

CONFLICT and FRAGILITY MATRIX

Types of violence: (see Step 1 session 1, "main crisis/tensions/conflict")	
	Key actor(s) relevant to this SOT/CE
SOT 1:	
SOT 2:	
SOT 3:	
CE 1:	
CE 2:	
CE 3:	
GOV FACTORS:	
-	
-	

Note that the number of elements is not restricted to 3. However it is advisable to limit the list to the most important elements. Further points can be recorded in the minutes.
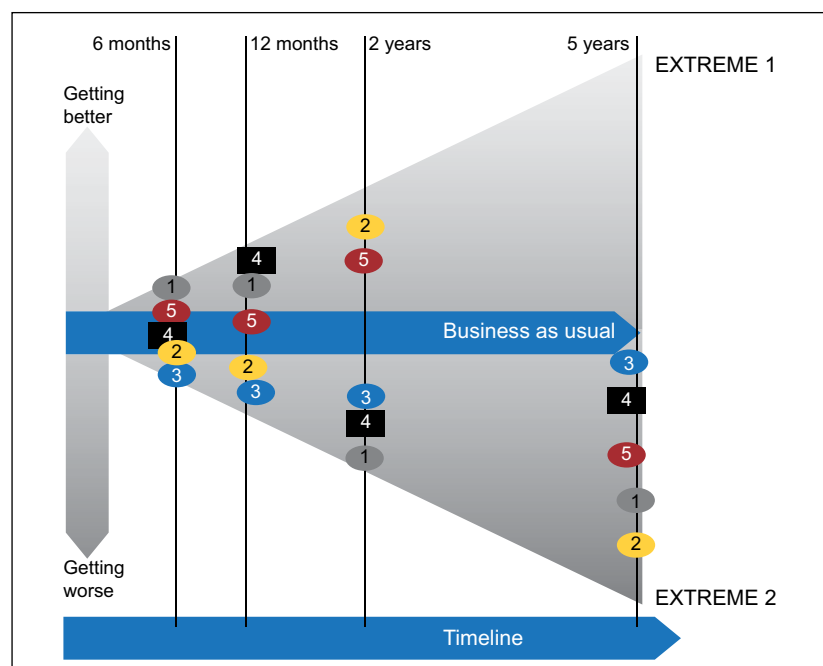
ANNEX 6

STEP 1 SESSION 6: DISCUSS SHORT-, MID- AND LONG-TERM SCENARIOS

1. Define the time frame you want to look at.
2. Look at your conflict and fragility matrix and discuss the key assumptions and key upcoming events (e.g. the peacekeepers stay   , the president will be re-elected   ).
3. Discuss the indicators below.
   You may be confident in some of your assumptions about how the indicators will develop (trends), and you may be sure that certain trends will work through in a particular way. After challenging them appropriately, discuss different trends (how the indicators will develop) and how the different trends may influence the situation.
4. Develop Scenarios.
   Now, starting with key assumptions, take two extreme outcomes as 2 different possible scenarios (the business-as-usual version is integrated into both scenarios), and develop a story of the future around the two different versions you have chosen. The picture below shows one possible scenario and a second one with a different outcome may be developed.

Tip: In identifying trends, be careful to base your assessment on evidence . rather than supposition.

Indicators:
8. Number of violent conflicts
9. Interpersonal safety and security
10. Participation of minorities (including women's participation)
11. Political conflict and polarisation of political debate
12. Civic activism, amount and independence of civi-society organisations
13. Quality (of service delivery) of local/national institutions
14. Legitimacy of the state, or acceptance of the state by citizens

ANNEX 7

STEP 2 CHECKLIST 2A: IMPLEMENTATION LEVEL

Resource transfers	Comments
• **Theft/Diversion: Fuelling the conflict with stolen or diverted goods.** Has it ever happened that materials or money from the projects have been misused, not accounted for properly or stolen (who stole) or misused it and is the theft related to conflict parties)? • **Market Effects**: Changing local markets with an influx of outside goods. Has the assistance programme had an effect on rising/falling prices in the area (who benefits from the cost increases and who suffers)? • **Distribution Effects**: Distributing goods along the lines of the conflict. Does your project benefit all groups equally within the defined working environment (look at diversity in terms of ethnicity, politics, social status, gender, religion, caste, decent: whatever is relevant to frictions in the context)? If not, how do you deal with this? • **Substitution Effects**: Replacing existing functioning systems or structures. Are there groups that profit more and if so, do those that profit more consequently have more resources to invest in the conflict? • **Legitimization Effects**: Giving legitimacy to a group or leader by working with them. Do the project activities legitimize actors (make them more respected) that contribute to tensions, would these people/groups be less legitimate without the project? • **EXAMPLE OF ADDITIONAL QUESTIONS** designed by a HSI country program: • For the sake of quality and price of some agricultural inputs and material supplies the project purchases some items outside the district. Did the team ever discuss the possibility of being offered the same conditions with the local shopkeeper? If not, why? • If an infrastructure (protective wall of a floodway, water supply, etc.) benefits a local commander (securing his property, easy access to water, etc) what do you do?	
Information & Communication • Did it ever happen that different parties of a local conflict had different opinions on your project? How do you deal with that? • Do you take/have enough time to explain the project to all relevant stakeholders to avoid misunderstandings or misconceptions? Are there any groups or individuals that seem to misinterpret the projects or your work? • Are you sometimes not sure how to explain difficulties to your colleagues or managers? • Do you have equally good relationships and communication channels with all stakeholders or parties to a conflict? • Do you know where in the PCM conflict- and fragility-related issues are assessed and recorded?	
Implicit ethical messages: • Did it ever happen that women or men that benefit from the project therefore get into trouble (e.g. because of local values, local conflicts)? • Have you ever hired armed personnel? Have people ever used arms to force or threaten you to do or abstain from doing project work? • Do you sometimes feel that development workers/staff use privileges for their own benefit? • Do you feel sufficiently protected? • Do you sometimes have a feeling of resignation in the sense of not being able to reach your objectives? • Is it sometimes difficult to convince partners as well as women and men (beneficiaries) to work according to the principles of your organisation? If so, how do you deal with such situations?	

ANNEX 8

STEP 2 CHECKLIST 2B: MANAGEMENT LEVEL & FOCAL-POINT FRAGILITY AND CONFLICT

			Comments
THE PROJECT	OBJECTIVES AND ACTIVITIES	1. Look at your STEP 1 analysis and determine how your objectives relate to the conflict context:	
		Objective 1	
		Objective 2	
		Objective 3	
		Objective 4	
		2. Look at your STEP 1 analysis and consider whether the project activities[11] likely lead to the envisaged change.	
	"THE CONCERNED"/ PRIMARY STAKE-HOLDERS	3. Are there rights-holders/beneficiaries who are actively taking sides or supporting one party to the conflict (e.g. different perspectives)?	
INFORMATION / COMMUNICATION	INFORMATION SHARING	4. Look at the actors' map from STEP 1 and check if you have balanced information about the context from all stakeholders involved?	
	INTERNAL COMMU-NICATION	5. Does the organisation actively encourage all staff to have structured discussions about conflict issues?	
		6. Are there specific moments (in the PCM) where conflict analyses (STEP 1) and other issues about conflict sensitivity are shared within the organisation?	
	EXTERNAL COM-MUNICATION	7. Do you have a clear policy about whom you share what type of information with (e.g. different reports for different stakeholders)?	
		8. Do you have a clear information-sharing policy including guidance on suitable language (e.g. sensitive words) and form (e.g. written-oral, stating names / hiding names)?	

[11]The selection of activities to consider depends on the conflict you have identified

			Comments
OWN ORGANISATION	VALUES & PRINCIPLES	9. Are there working principles and values which are difficult to implement due to the fragile situation? (Look at the Sources of Tensions (SOT) and Connecting Elements (CE) as well as actors to answer this question): Possible principles and values to look at are: a. Partnership b. Social Equity c. Gender Eequity d. Transparency5 e. Accountability f. Local Ownership g. Long-term Engagement h. Empowerment and Capacity building i. Non-discrimination j. Advocacy	
	STAFF	10. Is there a staff recruitment policy including criteria for conflict sensitivity?	
		11. Are all staff well aware and appropriately trained to work in a tense situation?	
		12. Is the (ethnic, religious, social, political, etc.) diversity which exists in the context equally respected in the team compositions and hierarchies?	
		13. Are all staff on the ground perceived as neutral?	
		14. Are there staff members who can no longer be sent to specific geographic areas (due to ethnic background, gender, previous experiences, etc.)?	

			Comments
EXTERNAL ACTORS	STAFF	15. Do you have a clear and shared policy about closure of programs/projects due to security reasons as well as about staff security (Implicit Ethical Message)?	
		16. Do your security regulations encourage you to invest in trust relationships with local partners and stakeholders to increase safety and security?	
	LOGISTICS	17. Procurement: where do materials come from and who benefits from selling/renting them? • Cars (rented from a local warlord?) • Gasoline • Office rental payments • Payments for staff accomodation • Food • Service providers of communications (phone, internet, etc.) • Generators • Maintenance services for office building • Office equipment and materials	
	PARTNERS AND DONORS	18. Do you know how your partner organisations and donors are perceived (regarding SOTs/CEs and regarding their relationships with other important actors)?	
		19. Are these partners/donors currently engaged in other projects in this conflict context?	

STEP 3 FORMAT 3A: MEASURES/OPTIONS FOR MANAGEMENT LEVEL

			Comments from previous Step 2[12]	Measures/Options
THE PROJECT	OBJECTIVES AND ACTIVITIES	1. Look at your STEP 1 analysis and determine how your objectives relate to the conflict context: Objective 1 Objective 2 Objective 3 Objective 4 2. Look at your STEP 1 analysis and consider whether the project activities[13] likely lead to the envisaged change.		
INFORMATION/COMMUNICATION	"THE CONCERNED"/ PRIMARY STAKE-HOLDERS	3. Are there rights-holders/beneficiaries who are actively taking sides or supporting one party to the conflict (e.g. different perspectives)?		
INFORMATION/COMMUNICATION	INFORMATION SHARING	4. Look at the actors' map from STEP 1and check if you have balanced information about the context from all stakeholders involved?		
INFORMATION/COMMUNICATION	INTERNAL COMMUNICATION	5. Does the organisation actively encourage all staff to have structured discussions about conflict issues? 6. Are there specific moments (in the PCM) where conflict analyses (STEP 1) and other issues about conflict sensitivity are shared within the organisation? 7. Do you have a clear policy about whom you share what type of information with (e.g. different reports for different stakeholders)?		
INFORMATION/COMMUNICATION	EXTERNAL COMMUNICATION	8. Do you have a clear information-sharing policy including guidance on suitable language (e.g. sensitive words) and form (e.g. written-oral, stating names-hiding names)?		
OWN ORGANISATIO	VALUES & PRINCIPLES	9. Are there working principles and values which are difficult to implement due to the fragile situation? (Look at the Sources of Tensions (SOT) and Connecting Elements (CE) as well as actors to answer this question): Possible principles and values to look at are: a. Partnership b. Social Equity c. Gender Equity d. Transparency e. Accountability f. Local Ownership g. Long-term Engagement h. Empowerment and Capacity building i. Non-discrimination j. Advocacy		

[12]No need to write the comments twice, just take the results of Step 2.

[13]The selection of activities to consider depends on the conflict you have identified

			Comments from previous Step 2[12]	Measures/Options
OWN ORGANISATIO	STAFF	10. Is there a staff recruitment policy including criteria for conflict sensitivity? 11. Are all staff well aware and appropriately trained to work in a tense situation? 12. Is the (ethnic, religious, social, political, etc.) diversity existing in the context equally respected in the team compositions and hierarchies? 13. Are all staff on the ground perceived as neutral? 14. Are there staff who can no longer be sent to specific geographic areas (due to ethnic background, gender, previous experiences, etc.)?		
	SECURITY	15. Do you have a clear and shared policy about closure of programs/projects due to security reasons as well as about staff security (Implicit Ethical Message)? 16. Do your security regulations encourage you to invest in trust relationships with local partners and stakeholders to increase safety and security?		
	LOGISTICS	17. Procurement: where are materials coming from and who benefits from selling/renting them? • Cars (rented from a local warlord?) • Gasoline • Office rental payments • Payments for staff accomodation • Food • Service providers of communication (phone, internet etc.) • Generators • Maintenance services for office building • Office equipment and materials		
EXTERNAL ACTORS	PARTNERS AND DONORS	18. Do you know how your partner organisations and donors are perceived (regarding SOTs/CEs and regarding their relationships with other important actors)? 19. Are these partners/donors currently engaged in other projects in this conflict context?		

ANNEX 10

STEP 3 FORMAT 3B: MEASURES/OPTIONS FOR FIELD LEVEL

	Comments (from Step 2[12])	Measures/Options
Resource transfers		
• **Theft/Diversion: Fuelling the conflict with stolen or diverted goods.** Has it ever happened that materials or money from the projects have been misused, not accounted for properly or stolen (who stole) or misused it and was the theft related to conflict parties?		
• **Market Effects:** Changing local markets with an influx of outside goods. Has the assistance programme had an effect on rising/falling prices in the area (who benefits from the cost increases and who suffers)?		
• **Distribution Effects:** Distributing goods along the lines of the conflict. Does your project benefit all groups equally within the defined working environment (look at diversity in terms of ethnicity, politics, social status, gender, religion, caste, decent: whatever is relevant to frictions in the context)? If not, how do you deal with this?		
• **Substitution Effects:** Replacing existing functioning systems or structures. Are there groups that profit more and if so do those that profit more consequently have more resources to invest in the conflict?		
• **Legitimization Effects:** Giving legitimacy to a group or leader by working with them. Do the project activities legitimize actors (make them more respected) that contribute to tensions, would these people/groups be less legitimate without the project?		
• **EXAMPLE OF ADDITIONAL QUESTIONS tailor made by a country program:** o For the sake of quality and price of some agricultural inputs and material supplies the project purchases some items outside the district. Did the team ever discuss the possibility of being offered the same conditions with the local shopkeepers? If not, why? o If an infrastructure (protective wall of a floodway, water supply, etc.) benefits a local commander (securing his property, easy access to water, etc) what do you do?		

	Comments (from Step 2[14])	Measures/Options
Information & Communication		
• Did it ever happen that different parties of a local conflict had different opinions on a project? How do you deal with that? • Do you take/have enough time to explain the project to all relevant stakeholders to avoid misunderstandings or misconceptions? Are there any groups or individuals that seem to misinterpret the projects or our work? • Are you sometimes not sure how to explain difficulties to your colleagues or managers? • Do you have equally good relationships and communication channels with all stakeholders or parties to a conflict? • Do you know where in the PCM conflict- and fragility-related issues are assessed and recorded?		
Implicit ethical messages:		
• Did it ever happen that women or men that benefit from the project therefore get into trouble (e.g. because of local values, local conflicts)? • Have you ever hired armed personnel? Have people ever used arms to force or threaten you to do or abstain from doing project work? • Do you sometimes feel that development workers/staff use privileges for their own benefit? • Do you feel sufficiently protected? • Do you sometimes have a feeling of resignation in the sense of not being able to reach your objectives? • Is it sometimes difficult to convince partners as well as women and men (beneficiaries) to work according to the principles of you organisation. If so, how do you deal with such situations?		

ANNEX 11

CASE-STUDY MABEBUNI[14]

Map of the republic of Mabebuni

Situation in the Republic of Mabebuni
Introduction:
The Republic of Mabebuni is situated in a semi-arid region. The fertile zones are located in the center of the country and along the river running through the South. Traditionally, the people of Mabebuni are farmers and pastoralists. The country's mineral resources have been only little exploited so far. Conflicts between different ethnic groups and a corrupt political elite have hampered the socio-economic development of the country.

Over the past few months, the political situation has strongly deteriorated. ACIN, an armed group calling for the independence of the territory in the North, unilaterally declared its independence and has forced the regular army out of the Northern region. In the South, a junta that is disappointed by the inaction of the political elite and the inability of the regular army to control the North, ousted the president from power in a military coup. A transitional government of 'National Union' currently is in place that aims at re-establishing the constitutional order and establishing new legitimate institutions.

Socio-Economic Development
The Republic of Mabebuni is one of the poorest countries in the world. The economy is based on exporting agricultural products, particularly cotton, and the revenue of the gold extractive industry. Recently, promising mineral resources in the North were discovered, but they have not been extracted so far. In the desert plains, there are no economic opportunities except for growing cattle. However, frequent droughts and progressing desertification have jeopardized this traditional life style over the past decades. The literacy rate is below 35% in the peripheral regions, and especially in the North. Basic education is low and youth unemployment is very high. Lacking economic infrastructures, Mabebuni is highly dependent on foreign aid.

[14] Courtesy from KOFF, swisspeace

The different phases of conflict and the corruption that has become ever more visible have lead to a crisis of the state institutions. Criminal networks profit from the porous borders and the lack of a functioning judicial system. The Republic of Mabebuni has become a center for illegal arms trade, drug trade and human trafficking. Due to the war in Kadalie, Mabebuni's neighbor to the North, many Mabebuni citizens that had previously worked in Kadalie, returned to their homeland. Once the former President of Kadalie, President Fighadi, had been defeated, many Mabebunians that had fought for the former President returned to Mabebuni. Some of them joined the ACIN, the armed independent movement in the North. Since the defeat of Fighadi, Kadalien investments in Mabebuni have strongly decreased.

Conflict

Since the independence of the Republic of Mabebuni, ethnic groups in the North have regularly rebelled against the government in the capital Ouacobani, accusing the political elite of not sufficiently taking the needs of peripheral regions into account. Certain ethnic groups in the North, particularly the Regatou, claim the right to self-determination, the respect for their cultural identity, true possibilities for political participation, more investments spurring socio-economic growth in the North and a fair distribution of resources. Over the past 50 years, there had been several armed uprisings against the central government. The situation of the local population deteriorated each time, and despite the many peace agreements, the reasons for the revolts have not been addressed. In consequence of this situation, many Mabebuni have migrated to the neighboring countries, the socio-economic situation of the households deteriorated, political representation is still lacking and some political and armed movements have radicalized. Over the past years, new groups that are considered as 'terrorists' and are supported and financed by radical Islamist movements in the Middle East, have emerged in the region. These groups maintain close ties to the criminal networks active in the region. The lack of socio-economic perspectives makes young people vulnerable to be recruited by armed or criminal groups and trafficking of all kind. In the past six months, some of the armed movements in the North, including the ACIN, whose manpower has increased due to the returning Mabebuni combatants from Kadalie, have proclaimed the independence of the North. The regular army has so far not managed to regain control of the territory due to a lack of knowledge of the region and a lack of resources. On top of the fighting, a food crisis prevails due to a bad harvesting season, the government has so far not been able to distribute food aid. The situation is aggravated by the fact that many international organizations have suspended their activities in the region for security reasons. The food crisis lead to an intensification of conflicts between farmers and pastoralists not only in the North but also in the South: The pastoralists migrate further South than before to find food and water for their cattle and to flee the conflict. In the South, however, they are not well received but perceived as a threat by the Southern farmers. Besides the conflict between the government and the rebel groups regarding the independence of the North, also inter-ethnic conflicts between farmers and pastoralists prevail.

Political Situation

A multitude of ethnic groups are living together in Mabebuni. Some are organized along a branched structure of clans and families. The affiliation to a certain ethnic group is a very important social characteristic of the people. Besides the nomadic tribes living in the desert regions, as the Regatous, there are others smaller tribes. They are all polarized by the political situation, particularly by the issue of independence of the North. Those that support the independence of the North support the Armed Coalition for an Independent North (ACIN). Others gather in the Islamist Movement of Mabebuni (IMM), coming from different ethnic origins, their representatives call for the establishment of the Sharia, for more autonomy and for economic development in the North; but they want to stay part of the Republic of Mabebuni.

The terrorist Islamic groups (jointly forming the network SIQMA) do not support any of these political claims. They are in favor of the introduction of the Sharia and try to influence this through their financial power. Many Regatous are skeptical towards this terrorist movement. Because they fear to become second-class citizens in case of a secession of the North, the ethnic minorities in the North support the central government in Ouacobani. The civil society in the North is completely fragmented along different lines/cleavages: pro or contra the independence of the North, pro or contra the Sharia. Each of the actors mentioned has supporters among the civil society.

The traditional authorities are less fragmented than the civil society. They are the only ones that have maintained a certain influence as they are still enjoying the respect of the population. The traditional authorities play an intermediary role between the different groups when negotiating the access to basic resources of the population (e.g. access to water).

The situation in the South is quite sensitive as well. The local population is increasingly disappointed by the inability of the former government to re-establish the situation, the laxity and the corruption of the political elite, a feeling of general uncertainty prevails. Little after the declaration of independence of the North, young members of the regular army launched a coup d'Etat against the Mabebunian government, accusing it of not allocating sufficient means to the military forces. This has further weakened the situation of the regular army in the North. The majority of the new junta is composed of young officers that are for the most part inexperienced in political affairs. In order to precipitate the return to the constitutional order and under pressure of the regional mediation lead by a neighboring country, they accepted yielding the power to a transitional government but at the same time remain a vital actor in the discussions around the transition.

The population and the civil society in the South are equally divided: some are in favor of the military coup d'Etat that represents a break with the former regime, others are against it. The transitional government and the formal authorities are lacking legitimacy and the constitution is suspended. As in the North, the traditional local authorities in the South experience a revitalization, as they are the only still functioning and respected institution. The international community has denounced the coup d'Etat and established an economic embargo entailing severe consequences for the population of Mabebuni. The economic development in all parts of the country has considerably slowed down since the embargo was imposed. The United States and France are still supporting the regular army of Mabebuni, as they want to support the fight against Islamist terrorism. The biggest problem of the average Mabebunian is however not linked to Islamist terrorism but relates to the food crisis, the insecurity, the corruption of the political elite and the economic crisis. The Mabebunians are disappointed by how the United States and France ignore their real needs and how, in their eyes, their territory is abused for the fight against terrorism.

The European Union is perceived as being more neutral in this context and as having less strong ties to the regular army. Until now, Switzerland has enjoyed high credibility in the context. The country has beenactive in supporting rural development, education, and good governance; Switzerland has also supported initiatives of political dialogue and mediation between the different actors of conflict. As the crisis intensified on both fronts, Swiss mediation efforts and particularly its financial support of an associative movement of actors in the North, some of whom maintain close links to the armed groups, have sparked strong criticism in Mabebuni's media. According to the media, Switzerland is not impartial anymore and has taken side in favor of those that advocate for the independence of the North. How these events impact on the Swiss development activities is not clear yet; so far it has lead to a certain cool-off of the contacts between the Swiss actors and the transitional government. Some Swiss projects are still going on, others were suspended. A more detailed evaluation of the situation will allow determining whether minor adaptations or more fundamental modifications of the programs are necessary.

The Rural Development Program
The rural development program has a budget of 5m CHF for the coming 2 years. The first goal of this project is to improve the food security and to strengthen the role of women in the rural sector. The project is implemented by CIVITAS, a Swiss NGO.

The program is located in the central region of Mabebuni, which is a very fertile region thanks to the adjacent river. There are many small agricultural enterprises, which all suffer from the decline of export possibilities; especially the export of cotton is severely affected. Due to the food crisis striking the country, the pressure on the central region to increase its productivity is very high. The region is close to the area controlled by the ACIN movement that has declared its independence not long ago.

The fact that pastoralists from the North migrate further down South and stay longer than they used to increases tensions. Access to land has not been very equitable in the past. The traditional authorities of the different

clans are regulating access to land and water; some are known for treating their clan preferentially. Traditionally, the women don't have access to land directly but only through their male relatives (father, husband, etc.). In this situation, the inflow of pastoralists from the North and the inequalities of access to land has become a risk for all agricultural activities. Recently, there have been violent encounters between residents and the nomads of the North. The traditional authorities were, however, able to calm the situation down.

Both, the representatives of the Ministry of Agriculture (MoAG) and the regional and local authorities are highly interested in this Rural and Development Program. It was the local authorities that chose the beneficiary Local Farmers Associations LFAs. In the eyes of the representatives of the central government this program should be a model that shows that the government is still present in the region and that it remains a credible partner. Governmental presence in this region is perceived as crucial as a tradition of strongly opposing the political elite of Ouacobani has developed here in the past, in reaction to incidents of ministers misappropriating international contributions designed for rural development programs that had come to light at several occasions. Because of the recent disputes between the pastoralists and the farmers, it had been decided to suspend the program until the situation would have calmed down.

Objectives of the Program
- Strengthening food security by increasing agricultural productivity;
- Strengthening the farmers' Local Farmers Associations LFAs;
- Strengthening the women economically as well as their role in the farmers' organizations;
- Long-term objective: make the LFAs able to manage their enterprises autonomously.

Activities
- Establishing training centers and information centers on how to increase productivity for farmers that are members of the LFAs;
- Technical training of the farmers;
- Capacity building of the SOPs regarding administration, communication, market analysis, leadership, search for finances, and advocacy;
- Strengthening of the women's leadership in the SOPs;
- Strengthening women's access to land and women's access to finances

Beneficiaries
- Direct: 400 families and 3 SOPs involved;
- Indirect: 4 communities in the central region of Mabebuni.

Employees
- 10 internationals, 30 locals of which 10 people coming from the capital Ouacobani, and 8 belonging to the Dogou minority of the central region. 12 persons are employed as support staff such as drivers, security staff, etc. They are from the ethnic majority Riga of the central region.

Partner Institutions

- 10 SOPs of the region (only 3 receive direct support);
- 1 regional SOP (province);
- Traditional local authorities in the North (pastoralist) and South (farmers);
- The Ministry of Agriculture (MoAG) and their local representatives;
- The women's association;
- Private actors in this sector;
- Pastoralists.

Informal Education Project in the Northeast

The informal education project has a budget of 2m CHF for the coming 2 years. The main goal is to give young people including girls and young women that have not gone to school or had dropped out of school access to education. The project is implemented by Education without Borders (EWB), a Swiss NGO.

The education and the alphabetization have been identified as one of the biggest challenges regarding the development of the country, besides the socio-economic development. Particularly in the region in the North, bordering Kadalie, the literacy rate is lower than 25%; the female literacy rate is only 5%. The regions in the North have been neglected by the central government of Mabebuni in terms of equipment and investments when compared to other regions. There are few schools and a lack of teachers. A traditional life style according to the rules of the clans prevails.

The role of women is seen as mothers and wives, they are perceived as men's property and do not have the possibility to participate in the decision-making processes in the public life. Girls rarely go to school or quit school after primary education.

Since about six months, the Islamist Movement of Mabebuni (IMM) occupies the territory of the North. The IMM is an armed group that is strongly opposed to the transitional government of Ouacobani. They claim more socio-economic development in the North and advocate for the establishment of the Sharia in this part of the country. The IMM is against the independence of the North and is thus against the ACIN. In the past, there have been violent encounters between the ACIN and the IMM. The role of the SIQMA, particularly its ties to the ACIN and the IMM, are not very clear. Slowly but surely, the IMM's influence on the local authorities, the main partners of the project, seems to be growing. They decide how to manage the local affairs since the defeat of the regular army by the ACIN. The other partners of the project are the Teachers' Association (TA) and the National Fund for the Non- Formal Education (NFNFE).

The local and regional authorities are more and more influenced by the ideas of the IMM, particularly by their idea to establish the Sharia. The occupation of the region by the IMM and the combats that took place in the region not only aggravated the food situation but had also had negative effects on the freedom of expression and opportunities for political participation. Moreover, disappearances and arbitrary arrests have increased. Trust among the local people has vanished, as local power alliances are ever shifting in seemingly unpredictable ways. The project has been ongoing until now. The insecurity and the resistance of the local authorities have increased. Contrary to the IMM who oppose the project, the traditional authorities of the Regatous

who are against the establishment of the Sharia and the ethnic minorities continue to support the project. EWB has been active in the region for 20 years and is a respected actor. In order to guarantee a good communication between the EWB and the communities, EWB employs only Regatous and members of the ethnic minorities. The number of employed expats is very low due to the high insecurity and the risk of abductions.

Recently, there have been tensions and disputes between certain groups of employees, particularly between local employees working as security personnel and the drivers. They complained that they did not have sufficient security guarantees in the field where criminal groups are increasingly present, benefitting of the confuse situation. The international employees had reduced their visits to the field and only go accompanied by an armed escort.

Objectives of the Project
- Young girls and boys that did not go to school so far gain access to an education providing them with basic skills and knowledge (read, write, mathematics, basic knowledge of health and hygiene) that will allow them to take their own decisions in life, to develop professional activities and to take part in the social and political life of their communities

Activities
- Construction of 10 schools in remote communities;
- Basic training of teachers teaching in these remote communities. The gender aspect is very important; the training of female teachers is a priority;
- Special courses for girls and boys that had been 'forgotten' or excluded from the formal educational system;
- Elaboration of pedagogical documents and the curricula;
- Strengthening of the Teachers' Association and the National Fund for Non-Formal Education.

Beneficiaries
- 1,500 youth that had not been going to school, of which 900 girls and young women;
- 10 remote communities.

Employees
- 30 local employees: due to the security situation all of them are men. 2 employees belong to the ethnic minority; they are responsible for planning and supervising the project. The other 28 are Regatous;
- 2 international employees that work in Ouacobani and travel at least once a month to the Northeast to supervise the project.

Partner Institutions
- Local authorities
- The Teachers' Association (TA)
- The National Fund for Non-Formal Education (NFNFE)

Figures

Tables

ACRONYMS

CDA	Collaborative for Development Action
CE	Connecting elements
GOV	Governance
HRBA	Human Rights Based Approach
KOFF	Kompetenzzentrum Friedensförderung (Center for Peacebuilding)
NGO	Non governmental organization
PCM	Project cycle management
SOT	Sources of tensions
WFCS	Working in Fragile and Conflict affected Situations