

Integrating Peacebuilding into Humanitarian and Development Programming

by Mark Rogers, Aaron Chassy and Tom Bamat

Practical guidance on designing effective, holistic peacebuilding projects



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TABLE OF CONTENTS

1. Introduction	1
2. The CRS Trajectory	4
3. Differentiating peacebuilding from conflict sensitivity	6
4. Building a conceptual framework for integration and conflict sensitivity	8
Intra-sectoral integration - multi-faceted peacebuilding ..	10
Multi-sectoral programming	10
Meta-integration - overall portfolio coherence	15
Crosscutting considerations.....	17
• “Do No Harm”	17
• Conflict-sensitivity	17
• Applying crosscutting considerations	19
5. Conflict analysis - the foundational tool for conflict sensitivity & peacebuilding.....	20
6. Moving from analysis to strategic interventions the project cycle.....	23
Framing the challenge	24
Getting started: Integration in stakeholder analysis, assessment & project design	25
Integration during implementation	26
Monitoring and evaluating integration.....	27
7. Challenges & Dilemmas	29
8. Conclusion.....	33
Major steps for promoting integration/mainstreaming/adaptation	30
Dilemmas	31
9. Resources on multi-sectoral programming	36
Appendix 1	39
Appendix 2	42

1. INTRODUCTION

Two words foundational to both integration and peacebuilding have fewer than five letters and are both found twice in this sentence.¹



Savings and lending community in Sudan that integrates peacebuilding into group discussions. Photo: Melita Sawyer/CRS

Efforts by international organizations to integrate or mainstream peacebuilding across the diverse spectrum of humanitarian and development work has tended to be opportunistic and ad hoc. This paper seeks to clarify key terms, explore organizational frameworks and initiatives, provide some practical guidance, and list references or links to both thematic and procedural sources. Prepared by Mark M. Rogers together with the Senior Justice and Peacebuilding Advisors at Catholic Relief Services (CRS), Tom Bamat and Aaron Chassy, it is meant to enable CRS country programs, as well as others who are interested, to develop sound,

¹ "and" and "both"

integrated peacebuilding projects. It makes frequent reference to CRS' experience and approaches.

The last ten years have seen a growing awareness of the inter-connectedness between relief and development, among development sectors, and between development and peacebuilding. The Organization for Economic Cooperation and Development (OECD) noted a decade ago that:

The majority of victims of violent conflict and complex emergencies are civilians, leading to a convergence of conventional development and anti-poverty actions with peacebuilding and reconstruction efforts. The development community now participates more often in implementing peace agreements and rehabilitation. Different actors from the same (OECD) governments are now working more closely together in peacekeeping and humanitarian activities. Traditionally, this closer coordination was not the case, since the strategic objectives of development and focus tended to be uni-disciplinary.²

The United States' Obama administration, much like its predecessor, has followed such a logic in calling for greater policy and programmatic coherence among the "3-Ds": defense, diplomacy, and development³ – though some in the peacebuilding and development fields have rightly pointed out that in practice, the US government's 3-D approach tends to give short shrift to non-violent conflict transformation and to equitable, sustainable development. In launching the Journal of Peacebuilding and Development in 2002, executive editors Eric McCandless and Mohammed Abu-Nimer noted:

The current global context is characterized by high levels of violent protracted conflict and inexcusable and rising levels of poverty and inequality. Together and separately, these phenomena arguably account for humanity's greatest contemporary challenges. A compelling need to rigorously and routinely examine these issues in an integrated manner with an eye towards developing joint conceptual and practical strategies becomes apparent.⁴

In the 1980s, donors began requiring mainstreaming of several "cross-cutting" concerns, including gender, environmental impact, democracy and human

² OECD DAC Guidelines: Helping Prevent Violent Conflict. 2001. OECD Pubs. Paris. pg. 37

³ http://www.fpif.org/reports/leveraging_3d_security_from_rhetoric_to_reality

⁴ Mc Candless, Eric and Abu-Nimer Mohammed, executive editors, Journal of Peacebuilding and Development Vol.1, No. 1, 2002

rights. By the turn of the century, conflict sensitivity became the latest approach to promoting greater cross-sector linkages. Interconnectedness has brought considerably greater complexity. For example, literacy programs that once focused exclusively on reading and writing now may consider their influence on gender access and equity issues; natural resource management programs that once focused on watershed conservation now address the ramification of their activities on global climate change; and democracy and governance programs must now consider the effect of their rule of law and other activities on levels of conflict and state fragility or even stability.

For relating peacebuilding to development and humanitarian assistance, the most commonly known lenses are Do No Harm and those of “conflict sensitivity.” Given the widespread exposure within the development community to Mary Anderson’s *Do No Harm*, this guide will focus initially on conflict sensitivity. At least three initiatives have documented the theory and practices of organizations promoting this approach.

“Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding”: A Resource Pack⁵ resulted from a 2-year process by a consortium of partner organizations. It identifies and enables conflict-sensitive practice in the fields of development, humanitarian assistance and peacebuilding. The targeted audience includes donors, governments, international non-governmental organizations (NGOs) and local civil society organizations (CSOs).

The Berghof Handbook for Conflict Transformation⁶ is a comprehensive website containing articles by leading experts from current practice and academia. It is a dialogue series where professionals and scholars critically engage with each other based on their different experiences. They have commissioned and posted numerous articles on conflict sensitivity.

The OECD DAC Guidelines: Helping Prevent Violent Conflict⁷ provide a holistic approach to preventing violent conflict. They offer principles, a prevention lens, and consider the linkages between security and development, gender and violent conflict, peacebuilding and governance, and regional collaboration. While the paper does not use the term “conflict sensitivity,” it covers all the basic concepts.

⁵ http://www.conflictsensitivity.org/resource_pack.html

⁶ www.berghof-handbook.net

⁷ http://www.oecd.org/document/32/0,3343,en_2649_33693550_33800800_1_1_1_1,00.html

2. THE CRS TRAJECTORY



From left to right, Hoda, Fateya and Huwaida are the first Egyptian women to be elected to local office in rural areas near Assiut, Egypt, where a USAID/CRS program encourages village women to vote and run for office. Photo: Laura Sheahan/CRS

CRS began a decade ago to integrate peacebuilding throughout its work by developing a Justice Lens for programming at its 2000 Summit. Subsequently, Justice Reflections for staff, training at global Summer Institutes for Peacebuilding (SIP), and the formation of global and regional technical commissions have helped to concretize and operationalize an agency-wide commitment to peacebuilding. Recent peacebuilding integration and conflict sensitivity initiatives have included:

- CRS/India declaring peacebuilding a “non-negotiable component” for all projects (2008);
- The Latin America (LACRO) and Central Africa (CARO) Regions convening peacebuilding integration workshops (2009 and 2010, respectively);
- The 2009 SIP in Dakar focusing entirely on conflict sensitivity and integration; and
- CRS’ newly created Africa Justice and Peacebuilding Working Group (AJPWG) opting to center its Institute for Peace in Africa workshops for 2011 on peacebuilding integration.

Despite advances, CRS has yet to institutionalize processes for developing and carrying out integrated programming or applying such approaches intentionally and systematically. No consensus has been forged about what qualifies as a project that adequately integrates peacebuilding, or that does so throughout the project development cycle. Greater clarity and practical guidance continue to be needed on how to integrate peacebuilding in all of CRS’ sectors of work, and to ensure that the organization’s programming is conflict-sensitive.

3. DIFFERENTIATING PEACEBUILDING FROM CONFLICT SENSITIVITY



CRS helps provide basic services and legal assistance in defense of the rights of displaced Colombians, like these community members in Choco. Photo: Linda Panetta/Optical Realities

A first task of conceptual clarification is to distinguish between peacebuilding, conflict sensitivity, and integration. Although very closely related, conflict sensitivity differs from peacebuilding primarily in terms of objectives, time-orientation and expectations.

Peacebuilding programs should also be conflict sensitive.

	Peacebuilding	Conflict-Sensitivity
Primacy of objectives	Primary focus on conflict transformation	Primary focus on development or humanitarian assistance
Application of conflict analysis	Uses conflict analysis to determine the peacebuilding interventions	Uses conflict analysis to inform the development/relief mandate
Time orientation	Oriented to bringing closure to past grievances, halting present violence and preventing future escalation	Oriented toward preventing present development interventions from exacerbating conflict
Use of technical assistance	Focused on effective and strategic peacebuilding	Focused on enabling conflict sensitivity across other areas of work or sectors
Monitoring and Evaluation	Expected to directly contribute to Peace Writ Large (cumulative significance)	Expected to positively affect the conflict context (non-cumulative significance)

The table above is somewhat misleading because peacebuilding programs should also be conflict sensitive. Conflict sensitivity is crosscutting and applies to peacebuilding as well as humanitarian and development assistance programs. For example, consider a scenario where the conflict analysis reveals a high incidence of abuse and violation of human rights by security forces and widespread proliferation of small arms. A resultant program focused on security sector reform should be sensitive to how its interventions will influence the proliferation of small arms and light weapons. For examples of peacebuilding programs that are not properly conflict-sensitive, one should look for those working either without a conflict analysis or with a weak, outdated one.

4. BUILDING A CONCEPTUAL FRAMEWORK FOR INTEGRATION AND CONFLICT SENSITIVITY



A CRS-supported outreach project in Soyapango, El Salvador, helps gang members overcome violence and learn job skills such as silk screening. Photo: Sara A. Fajardo/CRS

Integration seeks holistic approaches characterized by constructive complementary interaction within and between sectors, actors and/or interventions. The term has been used in numerous contexts and in different ways. This paper reviews and distinguishes among four uses of the term integration. Regardless of the exact term used, the overarching goals of integration are increased coherence and effectiveness.

Intra-sectoral integration - ***Multifaceted programming within one programmatic sector.*** Programs falling in this category include, for example, peacebuilding programs using media to promote reconciliation, housing rehabilitation as a means of reparations, and trauma healing as a method to bring closure to the violence of the past. A similar example from the education sector would be a program that strengthens teachers' skills, develops new curricula, provides literacy training for out-of-school youth and adults, and works on early childhood interventions.

Multi-, inter- or cross-sectoral integration. This form of integration is well known in the field of development, for example by combining maternal-child healthcare with literacy, or cooperative development with civil society strengthening, etc. Programs under this category are sometimes described as practicing cross-disciplinary coordination.

Meta-integration – Overall portfolio coherence. Generally speaking, this realm is found with donors and groups of donors holding large, diverse portfolios over extended periods of time. Similarly, donors with smaller portfolios may consolidate their resources behind achieving a single cross-cutting objective such as good governance, with programmatic applications across multiple sectors within their country program. Recent major investments in multi-donor evaluations have reaffirmed the importance of coherence, focusing on the cumulative impact of multiple actors' long-term multi-sector interventions.

Crosscutting considerations. Conflict sensitivity and Do No Harm are examples of ways of working with conflict and peace as crosscutting considerations that span all aspects of programming, much in the same fashion as gender mainstreaming and climate change adaptation. Concept maps can be instrumental in illustrating how different elements are related or interact. The map to the right illustrates the interplay between conflict sensitivity, peacebuilding and multi-sectoral integration.

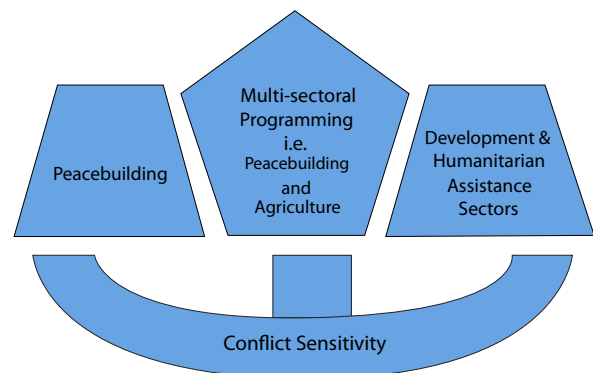


Figure 1: Programmatic Integration Concept Map

INTRA-SECTORAL INTEGRATION MULTI-FACETED PEACEBUILDING

Organizations with an exclusive mandate for peacebuilding tend to think of integrated peacebuilding as multifaceted programs or programs with multiple peacebuilding interventions. This approach might, for example, involve a peacebuilding project that builds the capacity of civil society organizations to address communal conflict, while undertaking public outreach and awareness activities to promote indigenous dispute resolution, and offering youth livelihood alternatives to joining local militia. Such programs integrate two or more peacebuilding “sub-sectors.” The figure below illustrates how Search for Common Ground’s well-established peacebuilding program in Burundi combined dozens of initiatives across multiple components to pursue “*Peace Writ Large*.”

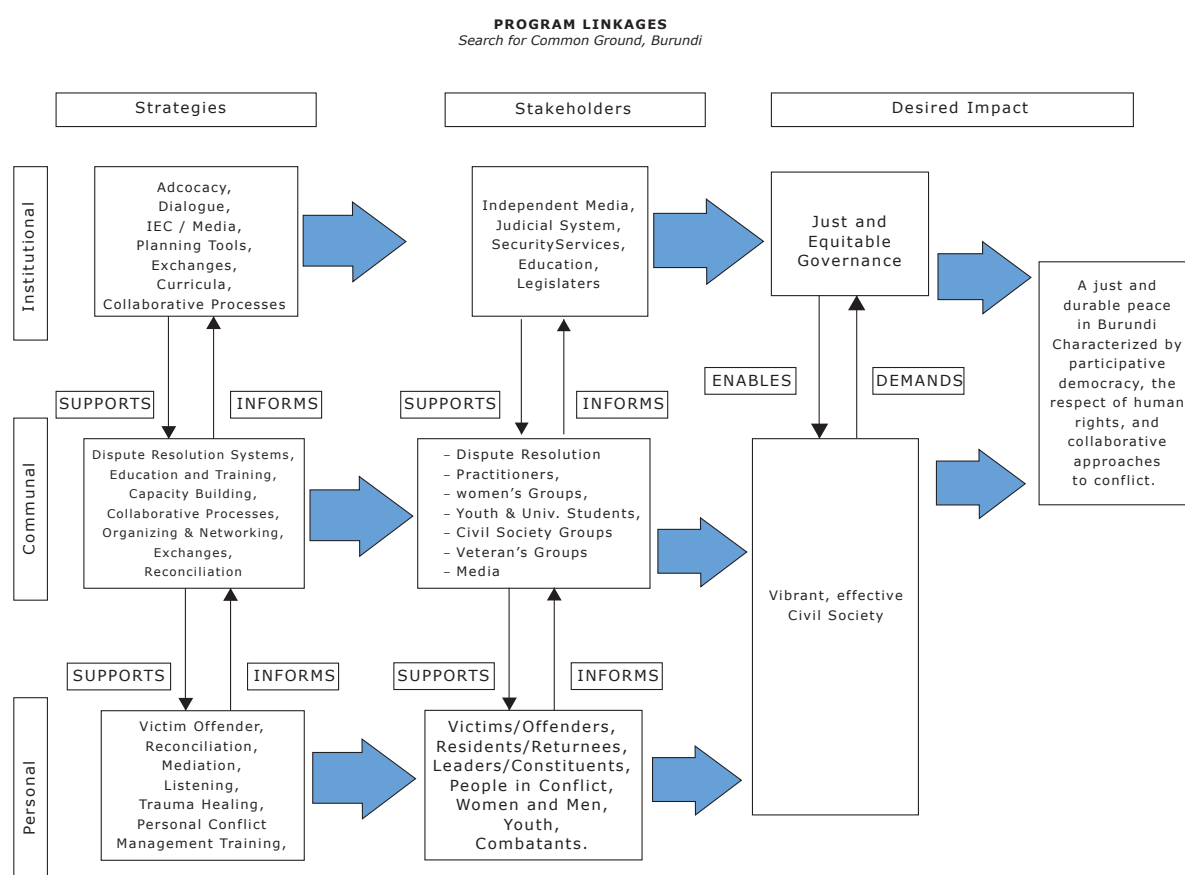


Figure 2: Search for Common Ground program (Burundi)

Adapted from Alan Fowler

MULTI-SECTORAL PROGRAMMING

Organizations with broad, multi-sectoral mandates tend to reserve the label of “integrated” for interventions that actively pursue changes in two or more distinct programmatic sectors, such as health, microfinance or education and peacebuilding. For example, some peace education programs are directly seeking changes in relationships between youth of communities in conflict and introducing new pedagogical techniques and paradigms intended to reform the practice of

education.⁸ This integrated – or more precisely, multi-sectoral – program is subject to all the standards and norms of both the peacebuilding and the educational fields.

Example of Multi-sectoral Programming

In the Casamance region of Senegal, USAID allocated US\$13.2 million to CRS between 1999 and 2005 under two separate special programs, targeting socio-economic causes to the conflict and improving interactions between the parties to the conflicts. USAID's analysis led to a multi-sector approach that addressed "the Casamance conflict both directly and indirectly through the following activities:

Direct conflict-related activities:

- conflict resolution at the grassroots level (e.g., between villages)
- youth leadership training
- traditional methods of peacebuilding
- facilitation of high-level political meetings

Indirect traditional development activities:

- microfinance
- income generation"⁹

Strategic and opportunistic. For various development organizations, the strategic value of multi-sectoral integration is evident in mission and vision statements, operating principles and programmatic frameworks. All of these hold true for CRS, but the strategic value of multi-sectoral integration is perhaps especially evident in its Integral Human Development (IHD) framework, which is illustrated in the graphic to the right. IHD has the space for all sectors and all types of crosscutting considerations, depending on their relevance to program area needs.

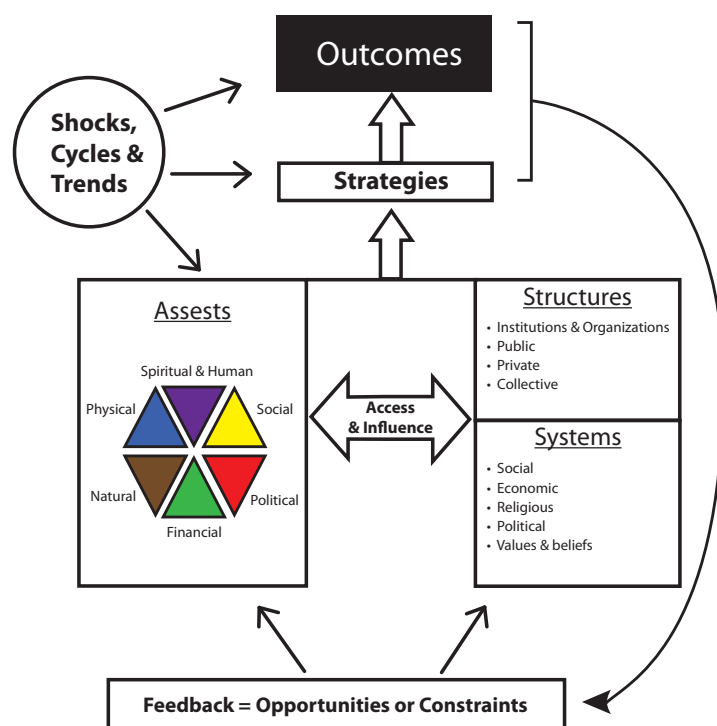


Figure 3: Integral Human Development Framework

⁸ For more information on this, see Rosandic, Ruzia, Grappling with Peace Education in Serbia, Peaceworks No 33, USIP, Washington, DC, April 2000 <http://www.usip.org/pubs/peaceworks/pwks33.pdf>

⁹ Brusset. Emery, Evaluation of the USAID Peacebuilding Program in Casamance and sub-region, Channel Research/USAID 2006 http://pdf.usaid.gov/pdf_docs/PDACI085.pdf

Integration is “HIP”:

- **holistic**
- **intentional**
- **professional**

Opportunistic multi-sectoral integration is more spontaneous and ad hoc; it can occur at any point in the development process. For example, some inventive, opportunistic integration occurs when unforeseen reductions in resources require reprioritizing and creating linkages among previously isolated activities.

“How” matters. In multi-sector integration, the means themselves may be important results. The adaptation of new processes may be a primary objective.

Process contributions to synergy

“Concrete accomplishments in [multi-sectoral programming] have helped spawn new relationships between local officials and their constituents. In some cases, such activities have provided the situational contexts by which local governments have begun to internalize and institutionalize basic democratic principles, such as transparency, accountability, and participation.” (Philippines)¹⁰

“The PACT/Rary experience is also important because it did not stipulate any technical outcome in advance: there was no prescribed environment, health, or economic growth objective. Instead, by focusing on empowerment, information, and negotiation skills, the project made a positive contribution to all three sectors, and beyond that, to the establishment of a changed relationship between citizens and government that likewise promised additional sectoral results.” (Madagascar)¹¹

How we organize ourselves. The ways that donors and NGOs organize themselves tend to work against multi-sectoral integration. In the case of USAID, the disaggregation of funding by sector stems from Congressional appropriation structures, i.e., different funding “spigots,” and sector-specific earmarks, e.g.,

¹⁰Lippman, Hal and Blue, Richard, *Democracy and Governance And Cross-Sectoral Linkages, Philippines Working Paper No. 317*, USAID Center for Development Information and Evaluation, March 2000

¹¹Lippman, Hal and Blue, Richard, *Democracy and Governance And Cross-Sectoral Linkages, Madagascar Working Paper No. 318*, USAID Center for Development Information and Evaluation, October 1999

child survival. USAID programming rules differ for each spigot and earmark, isolating technical sectors from each other through every level of program management thereafter. Integration requires more flexible rules with greater discretion for human catalysts to actualize their vision. Despite such structural rigidities, better information sharing at the field level, co-location of activities and requiring technicians to work together in teams have been effective methods contributing to integration.

What qualifies a program or a project as multi-sectoral? The following criteria are suggestive only, to facilitate broader discussion rather than serve as an exhaustive or final list.

Peacebuilding components are clearly recognizable

- Conformity with the organization's peacebuilding principles/strategy
- Importance of peacebuilding among multiple objectives

Internal integrity

- Specifies what will change relating to the conflict (intentionality)
- Requires significant and adequate portion of resources for each component
- Anticipates and plans for synergies between peacebuilding and developmental components of project (1+1+1=4)

External importance – external contributions (compounding/adding up)

- Relevance to the conflict
- Professionalism/competency
- Anticipated coherence or synergy with other initiatives – planned coverage, linkages, and leverage

During the November 2009 SIP in Dakar, CRS workshop facilitators offered a simple trio of criteria for Peacebuilding Integration. Integrated programs or projects are “HIP:”

- Holistic: integrating peacebuilding involves a comprehensive response to human needs; it focuses on the local community while strategically engaging middle and top-level actors.
- Intentional: while events or developments which were not part of the original plan may occur fortuitously, programming design should focus intentionally on weaving peacebuilding into programs and activities.
- Professional: integrated peacebuilding requires solid technical skills for each and any involved sector of work.

CRS SIP participants also learned that a focus on equity may provide the best opportunity for integrating or mainstreaming peacebuilding into other sector programs – for example through civil society strengthening and democratic local governance components. An equity focus may:

- Insist on humanitarian assistance and/or protection for all sides in a conflict/emergency;
- Increase fairer access to agricultural know-how, market information, property rights, financial services and other means of production;
- Engender greater citizen participation in resource user management committees (e.g., water), parent-teacher associations, health center management committees, etc.; and/or
- Inform laws and policies that reduce discrimination, or reduce stigma for people living with HIV/AIDS.

For CRS, equity is the fair and just management of social, economic and political institutions, distribution of public services and collective goods, and formation and implementation of public policy. Equity can be thought of and pictured in different ways. Equity operates both horizontally – between different socio-cultural identity groups, e.g., race, religion, region, ethnicity, gender, etc. – and vertically – between socio-economic strata. Recent findings by scholars have shown that horizontal inequalities and public perceptions of them are one of the leading causes of violent conflict in developing countries.¹²

CRS further identifies five dimensions across which equity operates:

Procedural fairness considers the consistency, impartiality and transparency of how public institutions operate, especially the access to and flow of public information.

- Access to decision-making determines factors like eligibility, representation or voice, subsidiarity, participation, and transparency.

¹² Stewart, Frances, ed. *Horizontal Inequalities and Conflict: Understanding Group Violence in Multiethnic Societies*. New York: Palgrave Macmillan. 2008.

- Resource allocation involves the distribution of public resources used to fund public goods and services.
- Quality standards help ensure that public goods and services are provided at the same level of quality everywhere for everyone.
- Outcome standards consider the end result that government policies and social and economic practices can have on different groups of people.

Work with any of these dimensions of equity can support integration of peacebuilding with non-peacebuilding sectors. Any program that improves the quality of management of public resources and relationships – either between the government and citizens and/or among different identity groups – will not only reduce inequities but also strengthen social cohesion. To make this important linkage, sequencing is crucial. First, it is important to bind people together around shared values and a vision for change. Next, it is possible to bridge differing or even opposing identity groups by focusing on issues of collective interests. With a shared commitment to take the actions necessary to improve their quality of life, citizens can then work from the bottom up to generate demand for systemic or structural changes from decision-makers. Adopting a middle-out approach will enable them to expand this constituency for reform, strengthening it to include those individuals and groups with one foot in the grassroots communities and one in the public institutional arenas where key decisions are made.

Meta-integration – overall portfolio coherence

Donors consider coherence among similar interventions in the same sector and especially with host country government public policies [...to be particularly important?]. These often focus on one of more of the following:

- Inter-donor coherence: consistency of donor approaches (harmonization) for similar interventions in the same sector and a clear division of labor among different donors to focus on different interventions as part of a shared sector-wide strategy (coordination).
- Donor-partner coherence to achieve shared development objectives: consistency of donor with host country government policies (alignment).¹³
- Uni-sectoral coherence across several countries within a region or worldwide

Over the past ten years, donors have increasingly sought to evaluate their overall portfolios to determine whether or not the aggregate results add up to the desired impact. In the summer of 2009, for example, the Netherlands Ministry of Foreign Affairs on behalf of nine governments and twelve international agencies put out a request for proposal for an evaluation of all aid to Southern

¹³ Lahnalampi, Raili LahRaili, *The Policy Coherence for Development work in the OECD*, Office of the Secretary General, undated PowerPoint, <http://www.oecd.org/dataoecd/24/58/39327642.pdf>

The trend among major donors is to place a premium on impact evaluations.

Sudan from 2005-2009 and its effect on peacebuilding and conflict. The following are two examples of meta-integration in evaluation:

“Since the mid-1990s, USAID has increasingly sought through its programs not only to promote Mindanao’s social and economic development but also reduce the sources of its conflicts and build conditions for peace. During that time, a number of program-level evaluations have been conducted to measure achievement of the programs’ respective sectoral objectives and two conflict assessments were undertaken in order to identify the leading sources of conflict in Mindanao. To take those analyses one step further, in 2008 USAID decided to take stock of the aggregated impacts of its overall package of activities in Mindanao with regard to impacts on mitigating conflict and building peace.”¹⁴

“DFID has a rolling programme of Country Programme Evaluations (CPEs) with five or six evaluations of countries or regions per year. A synthesis report pulling together findings from five recent CPEs is also produced annually. CPEs are challenging evaluations attempting to provide an overview of the entire DFID programme over a five-year time frame and evaluate whether DFID made appropriate strategic choices in the given context and delivered effectively. CPEs are ideally undertaken in the year prior to development of a new Country Assistance Plan, as they are designed to meet DFID’s needs for lessons that can inform future strategy and programming, as well as accountability for funds spent at country level. CPEs are intended for a wide audience including DFID’s country office staff and partners, senior DFID managers in the relevant regional divisions and members of the public/other stakeholders.”¹⁵

¹⁴ Lund, Michael, USAID/Philippines Mindanao Programs Evaluation: Impacts on Conflict and Peace Since 2005, MSI, November 2008

¹⁵ Thornton, Paul et. al. DFID Regional Programme Evaluation Central Asia, South Caucasus and Moldova, DFID, March 2008

Crosscutting considerations

Crosscutting considerations differ from multi-sector initiatives involving peacebuilding, in both purpose and scope. The differences are not black and white, and their overlap can be a source of confusion. In peacebuilding and development, two initiatives have provided valuable insights into how conflict and peace can effectively be considered in development and humanitarian assistance programs. They are described below.

Do No Harm

Mary B. Anderson's book, *Do No Harm: How Aid can Support Peace – or War*, provides a framework for analyzing the impact of aid on conflict. At the time of its conception over ten years ago, this was a 180-degree shift from traditional considerations that focused on how to keep the conflict from having a negative impact on aid. Conflict analysis is implied within the framework. The framework identifies and organizes the type of information needed to anticipate likely outcomes from different programming options. However, there are no guidelines for interpreting the information and no prescribed actions for specific scenarios.

Conflict-sensitivity

In *Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding – A Resource Pack*¹⁶, one of the foundational texts on conflict sensitivity, the definition of conflict sensitivity focuses on the organization, rather than the project or the intervention. Presumably the actions of a conflict-sensitive organization will also be conflict sensitive. The Resource Pack defines conflict sensitivity as the “capacity of an organization to:

- Understand the (conflict) context in which it operates
- Understand the interaction between its operations and the (conflict) context; and

¹⁶ Africa Peace Forum, Center for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert, Saferworld, *Conflict-Sensitive Approaches to Development*,

A conflict sensitive organisation is one that is working to act on what it learns.

- Act upon the understanding of this interaction in order to avoid negative impacts and maximize positive impacts on the (conflict) context.”

What criteria or standards might be used in determining which projects are conflict-sensitive? Some options to consider are CRS/Europe & Middle East’s Checklist for Armenia (Appendix 2), and CARE’s ranking criteria. The first table¹⁷ on the next page is adapted from the CARE ranking criteria and focuses on the degree to which an organization adopts conflict sensitivity across several important aspects of projects or programs. The second table, also on the next page, uses a similar approach to assess the degree to which a project effectively addresses equity concerns across the five dimensions of equity described on Page 9.

Applying crosscutting considerations

Impact on Conflict	Level of Conflict Sensitivity			
	Conflict Transformation	Conflict Prevention	Conflict Avoidance	Conflict Catalyst
Impacts on other Communities	Includes participant preferences and priorities in project design	Considers affected communities’ preferences and priorities	Avoids worsening tensions; supports connections among communities	Will increase tension with other communities
Effects on perceptions and relationships	Increases mutual dependency and communication in communities	Reduces harmful competition, suspicion, biases	Avoids creating or worsening harmful competition, suspicion, biases	Increases harmful competition, suspicion in communities
Ethical aspects	Models and promotes constructive values	Reduces ethical problems and opportunities	Avoids harmful behavior, messages And relationships	Can lead to harmful behavior, messages or provocations
Risk of violence	Increases individual and communal capacity to abstain from being involved exposed to violence	Reduces vulnerability of people and communities to violence	Avoids placing people and communities at (more) risk from violence	Places people and communities at (more) risk from violence

Table 1: Degrees of Conflict Sensitivity and its Impact on Conflict

¹⁷ Conflict-sensitive approaches to development, humanitarian assistance and peace building: tools for peace and conflict impact assessment <http://www.conflictsensitivity.org/node/8>

Impact on Conflict	Level of Equity			
	Empowering	Reducing Inequities	Keeping Status Quo	Increasing Injustice
Procedural fairness	Implements reforms to assure equal treatment	Provides equal opportunity for equal treatment	Considers structural obstacles to equal treatment	Reinforces inter-group prejudices, structural biases
Access to decision-making	Sets minimum “floor” for level and scope of access to an participation in institutional arenas	Reduces barriers to participation, access to information in institutional arenas	Avoids creating new barriers to participation, access to information in institutional arenas	Increases and/or consolidates barriers to limit access and participation
Resource allocation	Redistributive policies to redress historical wrongs, inequalities	Offers preferential treatment to historically disadvantaged	Slows acceleration of increases in resource allocation gap	Deepens size and scope of resource allocation gap
Quality and outcome standards	Increases capacity to institutionalize quality assurance standard setting	Affirmative action-sets benchmarks for historically disadvantaged	Avoids supporting policies that deepen inequalities and limit participation in standard setting	Advances policies that widen quality gap, exclude groups from setting outcome standards

Table 2: Levels of Equity and its Impact on Conflict or Potential Conflict

Applying crosscutting considerations

Crosscutting considerations touch upon all components or dimension of a given initiative – in short, the complete project cycle. Some components may be more strategic while others, such as conflict analysis or gender, are indispensable and in the latter case, often required by donors.

5. CONFLICT ANALYSIS - THE FOUNDATIONAL TOOL FOR CONFLICT SENSITIVITY & PEACEBUILDING



Traditional leaders, known as *sobas*, take part in a conflict resolution course taught as part of the CRS PARTICIPAR project in Angola. Photo: David Snyder/CRS

There are options for choosing an appropriate conflict analysis tool, but *not* doing an analysis is not an option for conflict-sensitive programs.

Peacebuilding and conflict-sensitive programming both employ conflict analysis as the initial input into program development. There is a wide range of conflict analysis tools in use. They are described in detail in Chapter two of Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding – A Resource Pack. Choosing an appropriate conflict analysis tool depends on several considerations.

- Donor's knowledge and preference. For example, US government agencies are more familiar with the Conflict Management and Mitigation (CMM) Conflict Assessment Framework.
- The scale or reach of the program. Programs working on community-based interventions will find Peace and Conflict Impact Assessment (PCIA) more relevant than the CMM tool, because many of the PCIA tools are similar to those used in community development.
- The degree to which the tool fits with other processes already in practice within the organization.

Many programs prefer to build a hybrid, using different components from various tools. In places of seemingly relative tranquility, development programs sometimes only become aware of underlying conflicts by doing a conflict analysis. The list below includes some considerations that come into play regardless of the conflict analysis tool used:

- Conflict analysis is time consuming and may even represent several months of work.
- Conflict analyses that directly engage parties to the conflict, either as participants in the analysis or as key informants, are peacebuilding interventions in and of themselves that may positively or negatively influence the conflict.
- For conflict sensitive programming, the *Do No Harm* framework is the minimum requirement.

- Conflict analysis is also appreciative – in addition to looking at the issues and underlying causes, analytical frameworks should consider existing assets, resources, and opportunities contributing to peace.
- Conflict analysis should incorporate a gender analysis (among other elements).
- Collaborative conflict analysis, e.g., as done in Reflecting on Peace Practice, helps spread the cost, ensure balance and diplomacy, broaden perspectives, and build acceptability.
- Changes in the context, rather than project or funding cycles, should dictate when to update the conflict analysis. In a dynamic conflict environment, a rapidly changing context may require an updated analysis that in turn may indicate the need for major changes in the program's overall approach, specific interventions, or operational methods.

6. MOVING FROM ANALYSIS TO STRATEGIC INTERVENTIONS - FOLLOWING THE PROJECT CYCLE



In Egypt, where refugees often experience discrimination, a CRS-supported peace camp brings together Iraqi, Sudanese, Egyptian and other children. Photo: Khalil Ansara/CRSCRS

Moving from analysis to design is the least understood link in the development of peacebuilding, multi-sectoral and conflict-sensitive programming.

Framing the challenge

Consider the following scenario from Sri Lanka:

*The project sought to provide 3,000 houses in a community consisting of equal percentages of Tamil, Sinhalese, and Muslim populations. These populations had not been affected equally by the violence: some groups in the community in fact had a far greater need for housing.*¹⁸

- The group with a poverty alleviation mandate found the people most in need of housing and gave them priority.
- The development organization committed to conflict sensitivity asked the community how to allocate houses without causing further conflict and accepted the community's decision to allocate 1,000 houses to each group.
- The peacebuilding program did an analysis of the conflict of how and why houses were destroyed. It asked the three communities how housing rehabilitation could serve as a connector and an act of reconciliation that would allow victims and perpetrators to bring closure to the violence of the past and build stronger inter-community relationships capable of handling conflicts in the future.

Moving from analysis to design is the least understood link in the development of peacebuilding, multi-sectoral and conflict-sensitive programming. As the vignette above illustrates, solutions are largely shaped by donor mandates and organizational values. Conflict analysis provides an opportunity to bring other needed perspectives into consideration. It often points to changes needed in intangibles such as trust, acceptance, forgiveness, and equity. In the absence of hard science about how these intangibles actually change, programming tends to be more artisanal and intuitive and consequently more subject to questioning. One way of dealing with this has been to prepare comprehensive menus of broad areas of intervention such as Michael Lund's

¹⁸ This scenario is from the *The DAC Guidelines: Helping Prevent Violent Conflict*, OECD 2001. The author of this paper fabricated the responses from the different types of organizations.

categorization and the Utstein Institute's peacebuilding palette, which offer typologies of every conceivable type of peacebuilding intervention. A similar approach has been to create "families" of broad peacebuilding theories of change, as appeared in the 2009 CMM annual program statement.

Although these help illustrate the wide range of choices, they do little to guide program designers in making difficult decisions. The most frequently prescribed guidance is to anchor the intervention in the findings of the conflict analysis. GTZ advises creating a solution tree that mirrors the problem tree resulting from a need analysis. Unfortunately, complex emergencies and conflicts often have forests full of problem trees. Systems mapping can accommodate complexity and in so doing reduces its ability to generate strategic solutions.¹⁹

Getting Started: Integration in Stakeholder Analysis, Assessment & Project Design

Stakeholder analysis, part of the first phase of the CRS project development cycle (see figure on next page) is often given short shrift, yet it is critically important, particularly when designing projects in organizations that are conflict sensitive and seek to address equity concerns.

Like peacebuilding overall, stakeholder analysis focuses on relationships. A critical and often overlooked aspect is that stakeholder analysis needs to identify and analyze the interests and influences of all stakeholders, even – and for peacebuilding integration, most especially – those potential "spoilers" who have a negative interest in the project. It is also important to keep in mind that stakeholder analysis is not a one-time event. Like a good conflict analysis, it is essential to regularly reassess the stakeholder map, reexamine interests and influences, and pay close attention to changes in relationships during the course of project implementation.

¹⁹ Systems mapping originated in the fields of engineering and has been applied to organizational development. Many system archetypes involve conflict and are useful in illustrating conflict dynamics and identifying entry points for working on conflict.

Like peacebuilding overall, stakeholder analysis focuses on relationships.

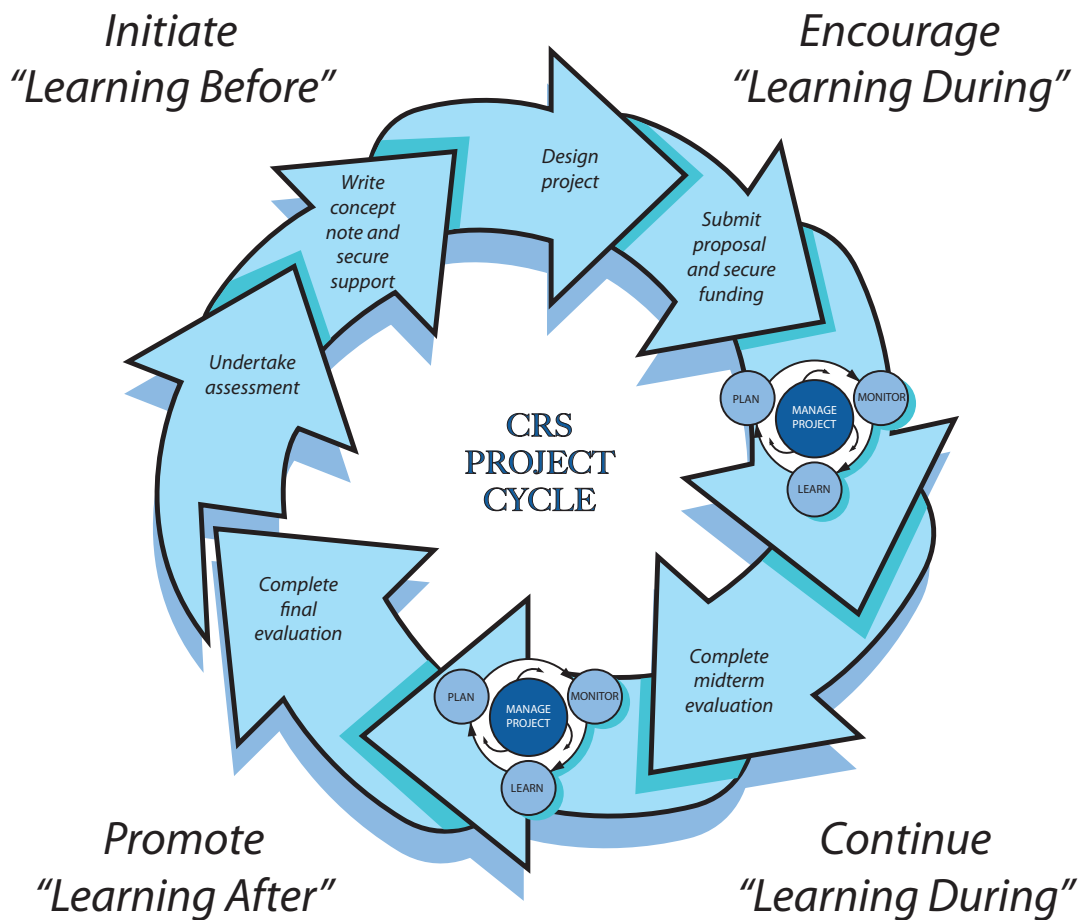


Figure 4: CRS project cycle

Project monitoring, learning events and evaluations, which are discussed below in Section 6.4, can provide more formal opportunities to review the initial stakeholder analysis and make adjustments as needed. Changes in the context should trigger reflection on whether or not project strategies are addressing the root causes of the conflict and promoting increased equity among different stakeholders. Undertaking and updating a good stakeholder analysis contributes to an organization's capacity to operate in a conflict-sensitive way.

Integration during implementation

Are there types or methods of integration? Typologies help program designers consider a broader range than what might seem most immediately viable. The table below offers a few, although conflict-sensitive programs need not include every method of integration.

Method of integration	Examples
Message focused	Tolerance and peaceful co-existence messages are contained in literacy curriculum.
Co-location of separate activities	Interventions from different sectors are concentrated in the same geographic areas. Dialogue sessions are held separately from participatory health needs assessment.
Combining different demographic or social groups	Young militia members work with Elder Arbitrators or grassroots groups engage with legislators.
Organization-focused	Building capacity of one local organization that can address multiple issues.
Mutually reinforcing activities	Relationship building combined with reconstruction of homes destroyed during fighting bring closure for victims and perpetrators.
Synergies	Information from the grassroots on cronyism in voter registration reaches radio stations that broadcast information on appropriate electoral standards leading to greater oversight by electoral regulators.

Monitoring and evaluating integration

It is important to monitor and evaluate in conflict-sensitive ways. There is also an opportunity to monitor and evaluate the effectiveness of integration. The OECD/DAC draft guidance on evaluating conflict prevention and peacebuilding contains several criteria of which relevance and coherence bear most directly on integration.

The relevance criterion is used to assess the extent to which the objectives and activities of the intervention(s) respond to the needs of the peacebuilding process. The peacebuilding relevance links the analysis of the conflict situation and the peacebuilding process with the intervention's objective and thus seeks to find out whether an intervention is on the right track to contribute to peacebuilding.²⁰

These criteria are applicable to both peacebuilding and conflict-sensitive programming. Note that an up-to-date conflict analysis is a prerequisite to evaluating a project's or intervention's relevance. Coherence focuses more on the links and connections to the larger environment.

In the conflict prevention and peacebuilding context, a policy, program or project cannot be assessed in isolation. What may seem appropriate from the point of view of one activity may not be appropriate from the point of view of the system as a whole. It is

²⁰ OECD/DAC, *The DAC Guidelines: Helping Prevent Violent Conflict*, OECD, 2001

important to consider the degrees to which the intervention is consistent with or aligned to the larger policy contexts (national and international) within which it is taking place, the degree to which it forms part of and is connected to a conflict strategy or overall country framework, and the degree to which it is coordinated with other policies, program or project within its conflict environment, thematic cluster or region.²¹

In focusing on integration, the central monitoring questions include:

- How are the vertical connections or linkages working together toward a common purpose (related to coherence)?
- What programmatic modifications have been made or are in order following changes in the context (related to relevance)?
- How is the program coordinating with complementary programs/organizations (related to coherence)?

The principle evaluation questions involving integration include:

- Are the horizontal connections – the interaction between sectors/actors/interventions – creating significant positive changes in the conflict (related to relevance and coherence)?
- If yes, how did that come about – what factors were involved?

²¹ Ibid.

7. CHALLENGES AND DILEMMAS



CRS helped defuse the conflict in the Casamance region of Senegal by rebuilding infrastructure such as this bridge to allow returnees to resume normal life. Photo: Lane Hartill/CRS

Without mainstreaming, islands of better practice will emerge with only limited impact.

Major steps for promoting integration/mainstreaming/adaptation

At the core of conflict sensitivity is an investment in learning about the conflict context and a responsibility to act upon that learning to make better-informed choices. These tasks seem deceptively simple. A lack of clarity on “what is” conflict sensitivity is not merely an academic issue, but one that inhibits its adoption and application. Moreover, while operational guidance in the form of tools is an important aspect of conflict sensitivity, true impact requires a more fundamental and focused transformation of institutionalized systems, structures, procedures, and practices. This requires the “mainstreaming” of conflict sensitivity within an organization. Without mainstreaming, islands of better practice will emerge with only limited impact.²²

Most organizations mainstreaming conflict sensitivity recognize that a shift in organizational culture is a prerequisite. Partnerships complicate matters, since such cultural changes must take place in multiple organizations. Members of other organizations should consider their own initiatives, but CRS initiatives to date are listed within the following table.

²² Schmelzle, Beatrix , New Trends in Peace and Conflict Impact Assessment (PCIA) http://www.berghof-handbook.net/uploads/download/dialogue4_pcianew_complete.pdf?LANG=e&id=90

Required Steps	CRS Accomplishments
Conceptualization/Framework development	Justice Lens Peacebuilding Principles
Internal awareness-raising	Justice Reflection, Position papers (India)
Assessment/analysis (conflict, gender, environmental impact) Stakeholder/actor analysis Problem analysis - root, proximate cause of conflict Response options/identification of entry points	Country specific Strategic Program Plans South America Zone
Priority ranking of response options/screening for appropriateness	Country Strategic Plans Africa Justice and Peace Working Group Plan
Identification of peacebuilding/development interaction	Peacebuilding and Justice Strategy, Publications including Pursuing Just Peace, Water and Conflict, Bottom of the Barrel
Development of operational tools Guidance Checklists Procedures Examples	Just Associates (JASS)-created Advocacy Tools
Development of capacity to engage	Summer Institutes of Peacebuilding (SIP)
Implementation	Africa Justice and Peace Working Group
Monitoring, evaluation and learning	SIP on M&E, PQSD Curriculum introducing M&E to peacebuilding practitioners

Dilemmas

Integrating peacebuilding is neither simple nor straightforward. In addition to juggling other crosscutting considerations such as gender and environment, several challenging dilemmas remain to be addressed.

Dilemma 1 – How does an organization appropriately value its contribution(s) in the absence of a comprehensive peace plan?

Few development professionals expect their projects to result in “Development Writ Large.” Most recognize their initiative as one contributing factor among many over long periods of time to a larger, comprehensive national development plan or economic policy. Comprehensive national peace strategies often only emerge after years of negotiation and planning subsequent to the signature of peace accords. In the absence of a comprehensive national peace strategy, many organizations tend to overvalue the contribution of their projects. This tendency also comes as a response to the intense pressure exerted by the donor to demonstrate that their investment has produced dividends, i.e., results. Beatrix Schmelzle explains it this way, “Building such links [to a national peace plan] is fundamental to deconstructing the assumption that conflict sensitivity will automatically contribute to peace.” The same can be said for peacebuilding.

Dilemma 2 – An organization is engaged in conflict-sensitive development, not peacebuilding, yet the standards upon which its conflict assessment is judged and its interventions evaluated for coherence and relevance are the same as those for peacebuilding. How does an organization balance a holistic approach with the rigor required for each of multiple disciplines?

Conflict sensitivity does not require a less profound conflict analysis or smaller degree of coordination with other initiatives or less relevance to the conflict than peacebuilding initiatives.

Dilemma 3 – How does an organization maintain a humble perspective and remain viable in a competitive funding environment?

While some donors persist in putting conflict-sensitive programming within their non-peacebuilding portfolios, conflict sensitive development and humanitarian assistance alone are unlikely to add up to major changes in the conflict. They are intended first to prevent the aid they offer from fueling or exacerbating conflict and second to complement not substitute for peacebuilding. Again, the purpose of conflict sensitive programming is coherence and effectiveness, not Peace Writ Large. Alternatively, to be competitive with other non-peacebuilding sector portfolios, peacebuilding program and project goals are often set unrealistically high. This leads to poor performance reviews in subsequent evaluations focusing on peacebuilding relevance and effectiveness, thus undermining and reducing the organizational commitment to peacebuilding.

Dilemma 4 – How does an organization follow development mandates focused on working with the poorest of the poor when conflict analyses reveal needed investments in mid-level actors or elites? Or on working with girls/women when analyses reveal the need to focus on young men?

In Burundi, a conflict analysis revealed a pattern of university students being manipulated into igniting street violence prior to every major outbreak of widespread violence. With training and support, university students were able to resist manipulation. Some private donors whose mandate and intention is to serve the poorest of poor may react negatively to their monies being used to educate the children of the (relatively) rich.

Similarly, many youth violence prevention and livelihood projects focus on young men, because they are mostly responsible for instigating violence in poor communities. While gender balance and equity emphasized by donors are critical, it is important to take an approach that responds effectively to the problems as encountered in the context.

8. CONCLUSION



CRS and its partners distributed agriculture vouchers funded by the European Union to families affected by the post-election violence in Kenya. Photo: Debbie DeVoe/CRS

The quality of work on conflict and peace should transcend bureaucratic exigencies.

The need for improving the program quality of work on conflict and peace should transcend bureaucratic exigencies associated with the sectoral silo or stove-pipe effect found in many international development and humanitarian organizations, including CRS. In these organizations, the donor-driven imperative for sectoral specialization and expertise has superseded a more strategic focus on achieving sustainable results in a complex environment. Development and humanitarian assistance programs need nonviolent space in which to safely implement their important work but also need to understand how their work affects conflict and peace. Toward that end, two types of integrated programming are becoming commonplace: multi-sector integration that pairs peacebuilding with other sectors, and conflict sensitivity as a crosscutting consideration.

Integrated programming of all types tends to promote greater coherence and effectiveness. Peacebuilding and conflict sensitivity, done well, anchor interventions in the context and help ensure they remain relevant to the conflict.

Organizations whose mandates require action in many sectors are well placed to pioneer multi-sectoral integration involving peacebuilding and other sectors. CRS has already worked on many of the required steps. The orientation of its organizational culture toward peace and justice, although advanced, is incomplete and will need steady, continuous work on all fronts. Decentralization and the relative autonomy of country programs place the onus of integration on the country programs and partners.

CRS and other organizations are faced with a dual challenge: (1) how to capture and disseminate learnings for peacebuilding integration more systematically across multiple country programs while (2) providing sufficient incentives for these fairly autonomous country programs to actually use the knowledge and information in their program portfolio development and implementation.

For organizations that hold peace and justice key to their vision and mission, conflict sensitivity should be a universal cross-cutting minimum standard applied in every strategy in all sectors. The most effective way to reduce the additional work of incorporating conflict sensitivity is through improved competency in peacebuilding. Conflict sensitivity is not a “lite” version of peacebuilding. Instead it requires practicing preventive peacebuilding in a very precise and strategic way.

9. RESOURCES ON MULTI-SECTORAL PROGRAMMING



CRS and its partners support local organizations to protect the rights of Guatemalan migrant workers. Photo: David Snyder/CRS

Resources on multi-sectoral programming

CMM Toolkits

Youth and Conflict Toolkit
Land and Conflict Toolkit
Minerals and Conflict Toolkit
Livelihoods and Conflict Toolkit
Forests and Conflict Toolkit
Religion, Conflict and Peacebuilding

Education and Peacebuilding

http://www.sphereproject.org/handbook/hdbkpdf/hdbk_c1.pdf

See particularly Common Standards 3: Response. These recommend understanding conflict and using the understanding to inform programming.

Water and Conflict

Water and Conflict: Incorporating Peacebuilding into Water Development. Jason Gehrig with Mark M. Rogers; ed. by D. Warner, C. Seremet, and T. Bamat. Catholic Relief Services, September 2009

Private Enterprise and Conflict

International Alert, http://www.international-alert.org/peace_and_economy/index.php
Gündüz, Canan and Klein Diana, Conflict Sensitive Approached to Value Chain Markets, Micro Report # 101, USAID, May 2008

Resources relating to conflict sensitivity and multi-faceted peacebuilding

Adam Barbolet, Rachel Goldwyn, Hesta Groenewald and Andrew Sherrieff, "The Utility and Dilemmas of Conflict Sensitivity"

Africa Peace Forum, Center for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert, Saferworld, Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding – A Resource Pack. 2004

Anderson, Mary, Do No Harm: How aid can support Peace - or War. Lynne Rienner Publishers, Inc. Boulder Colorado, 1999

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Forum on Early Warning and Early Response (FEWER) (1999), "Conflict and Peace Analysis and Response Manual," 2nd ed. London

Gregory Wirick and Robert Miller, editors, Canada and Mission for Peace: CANADA Lessons from Nicaragua, Cambodia, and Somalia, IDRC 1998

Institute for Peace and Conflict Resolution (IPCR) & United Nations Children's Fund (UNICEF) (2006), Mainstreaming Peacebuilding in Development Programming in Nigeria: A Framework, Abuja, Nigeria: IPCR, ISBN: 978-071-044-8.

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Ján Mihálik and Kristin van der Leest, Does Peacebuilding Matter in Development Aid? Reflections on Official Development Assistance of Seven European Countries: Bulgaria, Czech Republic, Greece, Poland, Portugal, Slovenia and Spain, Synthesis report. Initiative for Peacebuilding, March 2009

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Thornton Paul et. al. DFID Regional Programme Evaluation Central Asia, South Caucasus and Moldova, DFID, March 2008

UNDESA, "Catalyzing Peace through Development" Issues Paper for the Session on Socio-economic Development and Conflict Prevention, Expert Group Meeting on Conflict Prevention, Peacebuilding and Development, United Nations Department of Economic and Social Affairs, 15 November 2004

UNDP Indonesia "Project Facts: Peace through Development Program for North Maluku, Maluku and Central Sulawesi (PTD)" November 2008

West Africa Network for Peacebuilding (WANEP) (2000), "Preventive Peacebuilding in West Africa: West Africa Early Warning and Response Network Training Module," 1st ed., Cantonments, Accra-Ghana.

APPENDICES

Appendix 1 – CRS East Africa (EARO) Checklist Peacebuilding Integration Check List*

WHAT IS INTEGRATING PEACEBUILDING?

What integration does not mean:

- Developing and implementing independent peacebuilding and conflict transformation initiatives in addition to ongoing programs/projects in other programmatic sectors.
- Organizing peacebuilding training for all the staff and partners involved in the implementation of an initiative – this might contribute to, but is not sufficient for, achieving integration.
- Talking about peacebuilding as we implement programs in other sectors.
- Using peacebuilding tools and frameworks to analyze or implement a project that does not include the impact on quality of relationships of project participants and stakeholders.

What integration means:

- Engaging stakeholders in ways that contribute to improving or securing their individual livelihoods while at the same time promoting and enhancing social cohesion among them and at the communal and societal levels.
- Being alert to socio-economic, political and cultural inequalities, and participants' and stakeholders' perceptions of inequities or unfairness.
- Avoiding actions, processes or outcomes that can create or enhance divisions between people, i.e., "doing no harm."
- Incorporating into projects "connectors," elements that increase justice while building solidarity among various interest and identity groups.
- Being attentive to structures, systems and policies that marginalize or unfairly discriminate against sectors of the population.
- Taking into account the possible need for local, national or even international advocacy to reform what is unfair and unjust.
- Wherever conflicts already exist, implementing programs in a way that help build greater consensus, mutual trust and restoration and respect of each other's dignity among project participants and their communities.

HOW DO WE INTEGRATE PEACEBUILDING IN PROGRAMMING?

At this phase, it is important to integrate peacebuilding into every phase of the project cycle described in ProPack.

Design Phase

- Peacebuilding/conflict considerations are integrated into the context analysis

- Type of conflicts existing in the context of project implementation are identified
- Parties in the conflict (connectors and dividers) are well identified
- Assessment procedures and Stakeholder Analysis are incorporated, including power relations and conflict potential.
- Decision-makers (which group?) are identified
- The degree of participation of women, youth and other disadvantaged groups is determined
- Existing mechanisms for conflict resolution and their effectiveness are outlined
- Peacebuilding objectives are incorporated in the overall project design
- Theories of change are clearly articulated so that the result framework demonstrates that what the project will produce will reflect what CRS and partners intend to achieve.
- The peacebuilding strategic objective is included and relates to how the project will impact on stakeholders relationships, strengthening social cohesion or transforming conflict
- Intermediate results related to peacebuilding are included
- One or several peacebuilding activities are included in project design
- Valid, objective indicators are included to monitor the implementation of peacebuilding initiative(s) in the project
- Quantitative indicators
- Qualitative indicators
- Valid, objective indicators are included in the project's M&E system?
- Quantitative indicators
- Qualitative indicators
- The validity of peacebuilding theories of change are verified
- Adequate resources are allocated to the peacebuilding aspects of the project One or more line items concerning peacebuilding (social cohesion, increased interdependence, conflict transformation) are included in the budget.

Implementation Phase

- Staff is sufficient and adequately prepared to be involved in implementing and overseeing the project
- Internal CRS capacity
- Partners' capacity

Monitoring Phase

- A monitoring system is designed with regular periodic review of, among others, peacebuilding indicators
- Process indicators review
- Outcome indicators review

Learning Phase

- Are the peacebuilding theories of change verified, adapted, or completely changed during the implementation of the project?
- Were theories of change confirmed? Why or why not?
- How many adaptations were needed in the course the of the implementation process and why?
- Were theories of change completely changed? Why?
- What are the lessons that could inform other similar experiences beyond this project?

Appendix 2 – CRS Context-Sensitive Development Tool/Checklist (Community level context – Azerbaijan)

Introduction

The context-sensitive development tool/checklist is intended to be used by donors, local and international civil society organizations, local government officials and other actors involved in development, humanitarian assistance and peacebuilding on the community level in Azerbaijan.

The checklist is a product of comprehensive conflict/context analysis of the distinctive context in which most of the community-level development, humanitarian assistance and peacebuilding projects in Azerbaijan operate and broad consultations with various stakeholders throughout Azerbaijan.

Most often, the goal of the typical project, presently done on the community level in Azerbaijan, is not to primarily focus and directly deal with conflicts and tensions which burden the communities where it is implemented. Nevertheless, all the projects, indifferent of the program area which they target, directly influence the complex communal relationships and vice versa. The tool/checklist endeavors to assure that, from the very beginning, the project identifies and takes into account its interaction with some of the archetypal, potentially destructive, tensions between stakeholders in the Azerbaijani communities in order to avoid negative impacts and maximize positive ones. Furthermore, the tool recognizes the fact that, by realizing the project, the implementing organization also becomes an important community stakeholder. On top of that, the checklist attempts to capitalize on issues directly related to the genuine empowerment and development of communities through the promotion of participatory, inclusive decision-making mechanisms. The tool/checklist enforces the principle that placing the quality of the relationships within the scope of relief, development, conflict prevention, reconstruction and reconciliation work is critical in order to achieve lasting social change.

The focal rationale of this checklist is to adopt some of the broad, theoretical frameworks and recommendations relevant to context sensitivity – which could be found in, for example, approaches like “Do No Harm” or “Peace and Conflict Impact Assessment” (PCIA) – to the Azerbaijani context and to offer a practical, consolidated tool that project staff can easily apply, even without extensive knowledge of conflict theory and related concepts. It is designed as a set of questions to be primarily used during the project design phase but it can also be valuable during the monitoring of the project’s implementation.

The tool consists of four areas that correspond to the typical major sources of potentially destructive tensions within communities and between communities and the project.

Context-Sensitivity

The key to the context-sensitive development approach is understanding the interaction

between conflicts and the project intervention, regardless of whether it falls into the category of development, humanitarian assistance or peacebuilding.

In order to comprehend this interaction, it is necessary to understand conflict first:

As defined by Mitchell (1981), conflict refers to any situation in which two or more social entities or “parties” perceive that they possess mutually incompatible goals.

Most people associate negative words or ideas with conflict – violence, anger, hurt feelings, etc. However, it is crucial to understand that conflict is a natural, inseparable part of human existence. Moreover, when observed from the perspective of humanitarian and development work, conflict is typically indicative of change within society. Any change induced by the development project tends to challenge some of the existing societal patterns and shakes the presented social structure in a way that necessarily generates conflict. It is therefore only logical that projects need to make a solid effort to prevent those conflicts from slipping into violent manifestations by strengthening the structures, processes and mechanisms within society that enable the peaceful and constructive management of differences. Violence is a choice, but conflict is not. Conflict is always present.

The **context** is the operating environment, which ranges from the micro to the macro level (e.g. community, district/province, region(s), country, neighboring countries). In order to be able to prevent existing conflicts from taking violent, destructive patterns in the setting where the project is taking place, the context needs to be observed with the “conflict lenses on” and understood as a conflicting environment.

Conflict within the given context, particularly throughout South Caucasus, is sometimes erroneously understood only as a macro-political violence between two warring parties. In the geographic context covered by this tool, it is the conflict between Azerbaijan and Armenia over Nagorny Karabakh, which, depending on various circumstances, affects different project’s operating contexts to a greater or lesser extent. However, **all socio-economic and socio-political tensions caused by root causes, structural factors and different actors are relevant to context sensitivity because they all have the potential to become destructive if we do not address them in the right way.** The presence of unjust structures and relationships within communities and the broader Azerbaijani society needs to be given great consideration within development work, particularly because social and political conflicts are directly related.

Being context-sensitive means the ability of the organization to:

- understand the context in which it operates
- understand the interaction between the development intervention and the context
- act upon the understanding of this interaction in order to avoid negative and maximize

positive impacts on the socio-economic and political tensions, root causes of conflict and structural factors in the operational environment.

Conflict/context analysis is the central component of the context-sensitive development approach. Conflict analysis is the systematic study of the profile, causes, actors, and dynamics of conflict. It provides the foundation to inform context-sensitive programming, in particular in terms of understanding the interaction between the intervention and the context.

In accordance with the particular purpose and focus of their work, many major donors and development agencies have developed their own, often excellent, tools for conducting comprehensive conflict/context analysis.

During elaboration of this checklist, a combination of several tools was used to analyze the general community-level context in Azerbaijan and its interaction with the projects, as it relates to participatory and inclusive social processes and institutions that may help manage conflicts in a non-violent manner. However, this tool is in no way conceptualized as a substitute for more sustained conflict analysis, monitoring and consultations in the exact context in which the concrete project is taking place. The checklist is designed as a “quick tool” that provides insight into the overall trends. It identifies the main, general issues, raises the user’s awareness of them and, hence, provides the foundation for assurance of the very minimum standards for context sensitivity within development projects in Azerbaijan.

Checklist

Organizational Capacity

This section aims to identify whether an organization has appropriate human and organizational capital in place to minimize negative and maximize positive impacts on the conflict dynamics of the environment(s) where the specific project is implemented. Human capital includes staff and partner skills, knowledge and experience. Organizational capital includes departments, structures, financial resources, organizational culture and learning.

Does the project staff have:

- experience and expertise in the particular program area
- conflict management skills (negotiations, mediation etc.)
- conflict/context analysis skills (systematic study of the profile, causes, actors, and dynamics of conflict/context)
- understanding and solid knowledge of the local context

Does the organization have:

- institutional memory in the particular project/geographic area
- regular presence/representation in the project location
- effective internal/external information-sharing mechanisms
- an effective M&E system (including monitoring and evaluation of context dynamics)
- a clear and appropriate internal division of responsibilities in connection with this project
- effective internal conflict management mechanisms
- the ability to assess and consider the socio-economic and political trends relevant to the project in an operating environment broader than project geographic area

Does the organization provide technical support to staff upon request?

To the extent possible, does the project employ staff from the area of project implementation?

Does the project prioritize looking at region-based partners to assist in project implementation?

If qualified regional partners are not available, does the project seek opportunities to develop capacity of local actors to fulfill this role in the future?

Local Context and the Project Approaches/Strategy

This section focuses on the correlation of the project with the specific context in which it is implemented. It highlights the typical set of issues in the Azerbaijani community context that are inevitably affected by the development intervention and that have particularly strong conflict potential, either within the relationships between the communal stakeholders or between the communities and the project itself. It is the role of these questions to assure the project's pertinence in the local setting, guarantee positive impact of the project on those critical issues and minimize their negative influence on the project. Additionally, an emphasis is placed on maximizing the engagement of communities in all stages of the project cycle.

- Are there other organizations' projects in the geographical area? How could those projects affect your project in a positive or negative way?
- Is there a need for a coordination mechanism? (geographical or sectoral)
- Has a participatory needs assessment been conducted with all the stakeholders in the targeted community, including individuals and groups who do not benefit directly from the project?
- Does the monitoring plan include regular analysis of the context and its dynamics?
- Is the project based on another successful project from the different context? If so, has it been adapted to the local context?
- Have sustainability plans been developed with participation of the community for

community-based assets/activities developed during the project?

- Are there existing groups/mechanisms in the community which could be used to deal with the problems addressed by the project?
- Is the project forming a community group or groups? If so, was the process of the selection of group members transparent, participatory, fair and designed to assure maximum representation of all stakeholders?
- Have the community leaders that you work with been given the necessary skills and tools to work effectively?
- Has the project thought of ways to address/incorporate traditional values (including religion, gender, societal rules, customs, existing social hierarchy) and/or address potential conflicts between the project and these values?
- Has the project thought of ways to accommodate varying degrees of religious adherence in communities?
- Does the target community have multiple ethnic groups? If so, are all the groups equally represented/targeted by the project activities?
- Have steps been taken to identify appropriate approaches to ensure full participation of women in all stages of the project cycle?
- Does the project sustain a balanced approach to community members' involvement in the project's activities, including payment and other benefits for community members?
- Are there mechanisms in place that allow participation of local NGOs in the project activities?
- Does the project work with, or through, community leaders? If so, are those community leaders selected from the community as a whole or are they taken from a particular economic segment?
- Does the project take into consideration wealth disparity in the targeted community? If yes, is the project benefiting all members of the community to a certain degree?
- If the project has direct or secondary economic effect in the community, does it provide services that already existing business also provide? Is your project assuring that there is no unfair competition?

IDP / Refugee Issues

This cluster of questions is relevant for the projects whose target group is IDP/refugee populations. It deals with the implications of the project's activities on the situation of IDPs and refugees, two groups that are particularly vulnerable in Azerbaijani society. Issues related to IDPs are often charged with strong conflicting potential, which is rooted in the variety of socio-economic-political-cultural conditions which characterize the lives of IDPs/refugees and their relationship with the resident local population, local and national authorities and humanitarian/aid agencies.

- Do the project interventions targeting IDPs potentially conflict with governmental development strategies (as they relate to IDP questions)? Was there an effort done to analyze the dynamics between IDPs and locals in the area of operation as part of project

planning? Is the project designed in a way to prevent potential destructive conflicts between those two groups over access to the benefits delivered by the project?

- Are the restrictions imposed by the government on IDPs' right for ownership taken into account?
- Does the project take into account the composition of the IDP population in the area of intervention, i.e. districts where they were displaced from? Does the project equally address the needs of IDPs from various areas?
- Does the project incorporate participatory methods to fully engage IDPs in all stages of the project?
- Does the project involve components that would provide both short-term and long-term benefits to promote the sense of ownership among targeted IDP communities?

Relationship with the authorities

This component of the tool focuses on the role of different levels of government in community development and assures that the problems that often exist between authorities and other actors in the development process are appropriately addressed. The minimum engagement of the government – in the form of at least information sharing – needs to be present in every project, but the following questions allow the user to consider further inclusion of and partnership with the government in the project implementation (rather than creating parallel structures), which could also enhance the project's sustainability.

Is the project in line with governmental development strategies?

- Has the local government supported any project in the area before the project's intervention? What was the nature of their involvement?
- Do the local authorities in the project's operating area participate in community projects and/or offer financial and other forms of support? Does the municipality present obstacles to community projects?
- Have you discussed the project with any local government official during the process of project design? Do the local government and community representatives prioritize the same needs?
- Are the local authorities and communities engaged in and/or supportive of the project? Have you made sure that your project understands and addresses the real needs of the community?
- Does your project make an effort to enhance the understanding of the local government about the role of civil society organizations in the development process?
- Are mechanisms in place that allow community members in the project's operational area to influence their local authorities? Do those mechanisms work to the community members' satisfaction?

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"Do No Harm: How Aid Can Support Peace – Or War" by Mary Anderson

"Conflict Impact Assessment" by Luc Reyhler

"DAC Guidelines On Conflict, Peace And Development Co-Operation" by Development Assistance Committee (DAC)

"Conducting A Conflict Assesment: A Framework For Strategy And Program Development" by USAID Office of Conflict Management and Mitigation (CMM)

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