CDA

CONDUCTING A CONFLICT AND DEVELOPMENT ANALYSIS

UNITED NATIONS DEVELOPMENT GROUP

CONDUCTING A CONFLICT AND DEVELOPMENT ANALYSIS

FEBRUARY
2016

UNITED NATIONS
DEVELOPMENT GROUP

CONTENTS

PART ONE: CDA ESSENTIALS 9

Introduction 10

What is the Conflict and Development Analysis (CDA)?
How is the CDA organized?
Why is conflict analysis important to the work of the United Nations (UN)?
How does conflict analysis contribute to sustainable development results?
Why has the UN developed the CDA?
What does the revised version of the CDA contain?
What can the CDA help you do?
What the CDA is not
How to navigate the CDA tool?

1. Module One: Elements of a Conflict and Development Analysis 16

1.1 The CDA: Overview of the key stages
1.2 Stage one: Conflict analysis
1.3 Stage two: Current response assessment
1.4 Stage three: Identification of ways forward
1.5 Undertaking a good CDA

PART TWO: CDA PROCESS – Conducting a Conflict and Development Analysis 29

2. Module Two: 'How to' Prepare for a Conflict Analysis 30

2.1 Assessing the 'toolbox'
2.2 Defining your purpose
2.3 Defining the scope of a CDA
2.4 Forming a good team
2.5 Designing a data collection methodology
2.6 Using a participatory approach in your data collection methodology
2.7 Dealing with time and/or resource constraints
Annex One: 'How to' Prepare for a conflict analysis: Summary and decision table

3. Module Three: How to a Conduct Analysis: A Seven-Step Guide 50

3.1 Step one: Validate the information
3.2 Step two: Undertake a situation analysis
3.3 Step three: Factor assessment
3.4 Step four: Stakeholder analysis
3.5 Step five: Conflict dynamics and drivers of change analysis
3.6 Step six: Scenario-building
3.7 Step seven: Report writing

4. Module Four: Current Response Assessment 84

4.1 Conducting a current response assessment
4.2 Step one: Mapping current responses
4.3 Step two: Analysis of UN responses
4.4 Step three: Assessing gaps, overlaps and complementarities
4.5 Opportunity and risk assessment
4.6 Making recommendations

5. Module Five: Monitoring and Updating Your Analysis 94

5.1 The importance of updating the CDA
5.2 Updating the CDA
5.3 Understanding the Brief information Blogging (BiB) system and Matrix Mechanism

PART THREE: CDA APPLICATION 103

6. Module Six: Using the CDA for Programme Development 104

6.1 The importance of using the CDA for programming purposes
6.2 Understanding programming: Elaborating a theory of change
6.3 Defining your objective: Addressing conflict drivers and strengthening peace engines
6.4 Looking at conflict drivers and peace engines for programming purposes
6.5 Addressing conflict drivers and peace engines: Programming for conflict-sensitivity
6.6 Integrating assessment, monitoring and evaluation, and reporting into your programme

7. Module Seven: Using the CDA for Strategic Positioning of the UN Country Team (UNCT) 130

7.1 Why is the CDA important for strategic positioning of the UN?
7.2 Using the CDA for UN positioning
7.3 Using the CDA to support common positioning of the UNCT and the broader international community
7.4 Using the CDA to inform and encourage alignment with government plans

8. Module Eight: Using the CDA to Support Political Processes 136

8.1 Using the CDA to support political processes
8.2 Analytical tools for programming: Applying or updating a CDA to support political processes
8.3 Supporting a nationally-led CDA process

9. Module Nine: Using the CDA for Integrated Assessments and Planning (IAP) 146

9.1 The importance of using conflict analysis for integrated UN presences
9.2 Using the CDA in IAP Processes
9.3 Links between CDA and Post-Conflict Needs Assessments (PCNA)

10. Module Ten: Using the CDA for Peacebuilding Fund Support 154

10.1 Conflict analysis and PBF support
10.2 The key elements of a conflict analysis for PBF applications
10.3 Undertaking conflict analysis for PBF purposes
10.4 Using conflict analysis for the PBF
10.5 Working with the Peacebuilding Support Office (PBSO)

11. Module Eleven: Using the CDA for Post-Disaster Needs Assessments (PDNA) 162

11.1 Overview of the conflict-disaster nexus
11.2 What to consider when conducting a conflict analysis in a disaster context
11.3 Understanding Post-Disaster Needs Assessments (PDNAs)
11.4 The relevance of conflict analysis to a PDNA in disaster and conflict contexts

12. Module Twelve: Using the CDA for Thematic Conflict Links: Natural Resources 172

12.1 Analysing natural resources in transition settings
12.2 Conflict drivers and Extractive Industries
12.3 Conflict drivers and renewable resources
12.4 Conflict drivers and land

PART FOUR: ADDITIONAL TOOLS AND FRAMEWORKS 185

13. Module Thirteen: Additional Tools and Frameworks 186

13.1 How the CDA complements other approaches to assessment and analysis
13.2 Other UN assessment tools
13.3 Non-UN assessment tools

Glossary 195

TEXT BOXES, TABLES AND FIGURES

Text boxes

Text box 1.1	Updating conflict analyses and current response assessments	23
Text box 2.1	Triangulation	40
Text box 3.1	The dynamics of change: Conflict drivers and peace engines	53
Text box 3.2	Specific considerations for different points in a conflict	56
Text box 3.3	Additional tools: Additional guidelines for conflict assessment	59
Text box 3.4	Guiding questions for root factors of conflict and root factors of peace	61
Text box 3.5	Additional tools: Factor assessment	64
Text box 3.6	Additional tools: Stakeholder analysis	68
Text box 3.7	Resilience	70
Text box 3.8	Example of how to present conflict drivers	72
Text box 3.9	Presenting conflict dynamics from your analysis	74
Text box 3.10	Dividers and connectors	76
Text box 3.11	Additional tools: Understanding conflict dynamics	77
Text box 3.12	Additional tools: Approaches to conflict	78
Text box 3.13	Scenario-building for elections in Georgia	80
Text box 3.14	Sample 'Table of Contents' for a final CDA report	83
Text box 4.1	Additional tools: Conducting conflict assessments and designing for results	93
Text box 5.1	CDA ANDALANA	100
Text box 6.1	Assessing programme strategies: The RPP Matrix	110
Text box 6.2	Additional tools for understanding theories of change	112
Text box 6.3	The three steps of applying conflict-sensitivity in fragile and conflict-affected situations	114
Text box 6.4	Additional tools on conflict-sensitivity and 'do no harm'	117
Text box 6.5	The 'do no harm' approach	120
Text box 8.1	Example from the Solomon Islands CDA (2004)	140
Text box 9.1	Additional reading	152
Text box 11.1	The case of Kyrgyzstan	165
Text box 11.2	Desertification and drought in Sudan	168

Tables

Table 1.1	The components of a good CDA	26
Table 2.1	Skill types for a CDA team	37
Table 3.1	How to organize your situation analysis	58
Table 3.2	Organizing a factor assessment	63
Table 3.3	Example of a stakeholder matrix	67
Table 3.4	Tabular template for presenting conflict dynamics	71
Table 3.5	Tabular example of an analysis of a conflict driver	72
Table 3.6	Tabular example of an analysis of peace engines	73
Table 3.7	Tabular example of conflict dynamics	74
Table 3.8	Building scenarios	78
Table 4.1	Overview of steps for situating your intervention	86
Table 4.2	Identification of actors working on conflict drivers and peace engines	87
Table 4.3	Assessing opportunities and risks	90
Table 4.4	Guiding questions to assess opportunities and risks	91
Table 5.1	Matrix mechanism used by UNDP Office in Somalia	101
Table 6.1	How can a CDA assist with programming?	108
Table 6.2	Programming 'around', 'in' or 'on' conflict	113
Table 6.3	Key analysis questions: Response design	121
Table 6.4	Conflict-sensitive programming guidance: The case of social cohesion programming in Myanmar	122
Table 6.5	Developing gender-specific indicators	125
Table 6.6	Identifying indicators	126
Table 6.7	Example of drivers and indicators from UNDP Somalia	128

Figures

Figure 3.1	Seven-step overview: Conducting conflict analysis	52
Figure 3.2	Factor assessment	60
Figure 3.3	Stakeholder mapping exercise	65
Figure 3.4	Stakeholder mapping example based on the Colombia context	66
Figure 3.5	Graphical example of a conflict driver	73
Figure 3.6	Graphical example of a peace engine	73
Figure 3.7	Graphical example of conflict dynamics	75
Figure 4.1	Graphical format for identifying opportunities and risks	92
Figure 5.1	Process for updating a CDA	97
Figure 8.1	How sub-national CDAs feed into a national CDA	139
Figure 8.2	How to support nation-wide CDA processes	143

ACRONYMS

CA	Conflict analysis
CCA	Common Country Assessment
CDA	Conflict and Development Analysis
CO	Country Office
CPD	Country Programme Document
CSO	Civil Society Organization
CT	Country Team
DFID	Department for International Development
DPA	Department of Political Affairs
GBV	Gender-Based Violence
IAP	Integrated Assessments and Planning
IDPs	Internally Displaced Persons
JSC	Joint Steering Committee
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PCNA	Post-Conflict Needs Assessment
PRSPs	Poverty Reduction Strategy Papers
RPP	Reflecting on Peace Practice
SSR	Security Sector Reform
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme Country Office
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WTO	World Trade Organization

1 CDA ESSENTIALS

INTRODUCTION

What is the Conflict and Development Analysis (CDA)?

A Conflict and Development Analysis (CDA) - or simply conflict analysis - is a tool that assists with analysing a specific context and developing strategies for reducing or eliminating the impact and consequences of violent conflict. It provides a deeper understanding of the issues that can drive conflict and the dynamics that have the potential to promote peace in a wide variety of countries where the United Nations (UN) operates.

How is the CDA organized?

The CDA has been developed as a versatile tool for UN staff and other practitioners. It facilitates a deeper understanding of conflict drivers, conflict stakeholders, the key dynamics of the conflict, as well as engines of peace. This type of analysis contributes to the development of clear and attainable peacebuilding programming and policy objectives, and indicators for measuring and monitoring results. The Modules included within this tool are the following:

PART 1: CDA ESSENTIALS

Introduction
Module One: Elements of the CDA

PART 2: CDA PROCESS

Module Two: 'How to' Prepare for a Conflict Analysis
Module Three: How to Conduct a Conflict Analysis: A Seven-Step Guide
Module Four: Current Response Assessment
Module Five: Monitoring and Updating Your Analysis

PART 3: CDA APPLICATION

Module Six: Using the CDA for Programme Development
Module Seven: Using the CDA for Strategic Positioning of the UN Country Team (UNCT)
Module Eight: Using the CDA to Support Political Processes
Module Nine: Using the CDA for Integrated Assessments and Planning (IAP)
Module Ten: Using the CDA for Peacebuilding Fund Support
Module Eleven: Using the CDA for Post-Disaster Needs Assessment (PDNA)
Module Twelve: Using the CDA for Thematic Conflict Links: Natural Resources

PART 4: FURTHER READING

Module Thirteen: Additional Tools and Frameworks

Why is conflict analysis important to the work of the United Nations (UN)?

The UN undertakes conflict analysis to ensure engagements are informed by the local context, and to maximise the probability of being such engagements being effective and sustainable. Conflict analysis helps to generate an understanding of the conflicts that exist in a given situation and to identify relevant stakeholders, including those who may have vested interests in the outcome of the conflict. Conflict analysis enables the UN, furthermore, to minimise the risks of engagements that may inadvertently intensify conflicts and thereby do more harm than good. Conflict analysis processes, therefore, provide the development, humanitarian, peacebuilding and statebuilding community with a better understanding of conflict drivers and with insights on peace engines that need to be supported, enabling more targeted programming and more efficient use of resources.

Complementing existing human rights and political analysis tools with a conflict analysis provides a more comprehensive overview of the contextual dynamics and the root causes of the conflict, which can support early detection of a worsening situation or new issues that need to be addressed. As recognised by the Secretary-General's 'Rights up Front' initiative, early signs of human rights violations are often the clearest indications of a looming conflict. A comprehensive and common analysis of the human rights situation and conflict drivers enables the organization to take system-wide actions to prevent greater violations from occurring.

How does conflict analysis contribute to sustainable development results?

Sustainable human development has been articulated as a goal in many development frameworks and international agreements. As countries work towards alleviating poverty and expanding the frontiers of development, they make decisions between competing priorities and approaches. These priorities and approaches are value-laden and can lead to discrimination - and sometimes violence - against other groups and communities. It has been argued, therefore, that development allocation is inherently political. Where there are sufficient mechanisms for addressing the grievances of marginalised or excluded groups and communities, it is possible to manage the consequences of value-laden decision-making processes. In the event that these mechanisms are not adequately used or functioning, or not in existence at all, groups and communities may resort to violent action to protest their exclusion from national development processes.

A conflict analysis entails generating a deeper understanding of these peace and conflict dynamics so that appropriate mechanisms can be implemented to ensure that all groups and communities are included in the development process. By drawing the attention of leaders and those planning country engagements to events and situations within the country before they escalate or become violent, the conflict analysis process contributes to ensuring that the management of grievances and differences need not be violent, and that destructive conflict is prevented. Even where conflict has already become violent, conflict analysis can contribute to deepening understanding of how to de-escalate violence and manage its consequences, while simultaneously addressing its causes.

Every state or society can experience situations of fragility. Fragility is the result of gaps in capacity, resources, systems and structures that contribute to a less than optimal response to the challenges the country faces. These 'gaps' can have serious consequences in terms of the coping mechanisms of the

state or community in question. Undertaking conflict analysis increases understanding of the dynamics of state fragility and builds consensus around how to address challenges, while ensuring that the resulting programmatic and policy engagements are conflict-sensitive i.e. do more good than harm. Furthermore, the assessment can help identify the nature of the populations' inherent resilience, and elaborate ways to support and strengthen that resilience.

It can often appear convenient to focus analysis and interventions on the symptoms of conflict i.e. the manifestations of the situation. However, eliminating the symptoms of conflict will not solve the problem; furthermore, covering up the symptoms can actually encourage their replication and escalate the conflict. Applying a conflict analysis lens prevents national and international actors from concentrating resources and efforts only on the symptoms of conflict; conflict analysis supports national counterparts and governments to engage in effective political processes through an analysis of causality, linkages, entry-points and opportunities for action.

The CDA can:

- Bring to the fore conflict issues and consequences that are not always taken into account such as Gender-Based Violence (GBV), issues of environmental degradation, the weak management of natural resources, and other cross-cutting issues;
- Assist with advocacy and policy-related activities and help establish the value-added of the UN System in a particular context;
- Complement human rights and political analyses to ensure early-warning signs are detected and acted upon;
- Support scenario-planning for development programming, including the management of risks in a particular context; and,
- Allow for a better definition of outcomes and targets in programmes to enable assessment of progress towards development goals.

Conversely, it should be noted that not doing a CDA is equal to building a house without laying the foundations. Programming without analysis - and without a solid understanding of the situation and issues - means that it is difficult to establish what the ultimate structure will be, and how to build it. Such an approach can contribute to wasting resources and reinforcing instability and conflict.

Why has the UN developed the CDA?

The CDA is designed to meet the needs of programme officers working at the country level who want to better understand the structures, stakeholders and dynamics of conflict as well as the forces promoting either violence or peace. Conflict analysis as a practice has evolved over the past decade and is now generally accepted as the foundation for effective conflict-sensitive programming. This version of the CDA incorporates developments from the literature and from the evolution of our understanding of conflict issues over the past decade, as well as the UN's experiences on the ground. This revised CDA is also designed to respond to the gaps in previously developed analysis tools, which revolve mostly around issues related to programming (cf. Modules 7-12).

The UN retains convening capacity in the countries in which it operates, enabling it to support national stakeholders to seek solutions that are home-grown and nationally-owned. A tool such as the CDA is a powerful mechanism for supporting national stakeholders to engage in reflection and analysis to better understand the national and local contexts, while also building consensus around approaches that can contribute to effective resolution of the challenges they face. Furthermore, the tool constitutes an instrument to assess the level of resilience of each given context to the risk of conflict and gross human rights violations.

In line with the launch of the UN Secretary-General's 'Rights Up Front' initiative, particular attention is required to identify and address human rights violations as potential precursors of atrocity crimes and conflict. In this regard, conflict analyses and related interventions need to integrate human rights protection into their design and implementation. Accordingly, the CDA can constitute a platform for identifying, preventing and addressing human rights violations through engagements that aim to strengthen the resilience of states and societies to the risk of such crimes. A CDA process must therefore be undertaken with awareness of - and with the intent of helping the UN to implement - the responsibilities defined under the 'Rights up Front' initiative.

Lastly, the CDA has been simplified and made more user-friendly, recognising that one doesn't need to be a conflict prevention practitioner or peacebuilding expert to be able to use it. Every UN staff member should be comfortable applying the tool and using it for his or her own programming needs.

What does the revised version of the CDA contain?

The guide consists of Modules divided into four sections:

- The first section entitled 'CDA Essentials' provides an overview of the key elements of the CDA;
- The second section entitled 'CDA Process' provide in-depth guidance on all the required steps to prepare for and undertake a CDA analysis; and,
- The third section entitled 'CDA Application' provides guidance on how to use the CDA for programme development, strategic positioning, political processes and mission planning.
- The fourth section entitled 'Further Reading' provides additional resources that can be used to gain deeper insights into conflict analysis tools and processes.

This guide aims to assist project officers and managers at each stage of a conflict analysis, including: the preparation stage, the gathering of information, the analysis of information and subsequently making adequate use of the analysis. The revised CDA Modules can be used consecutively from beginning to end, or each Module can be used separately to analyse and understand specific aspects of a conflict situation as required.

What can the CDA help you do?

- Establish a better understanding of the context in which you are working;
- Develop consensus among stakeholders around the challenges or issues that they face;
- Review and ensure that suggested reforms and subsequent programming is conflict-sensitive and doing 'no harm';
- Engage national counterparts and/or the international community in deeper discussions of key issues identified in the analysis;
- Advocate for more sustainable outcomes through an increased focus on the root causes of conflict rather than on the symptoms;
- Find entry-points for programming that would address the substantial issues of fragility or potentially violent conflict, while also strengthening peace engines within a conflict-affected context;
- Promote collaborative approaches within UNCTs and between UNCTs and UN Missions concerning the prevention of conflict and human rights violations; and,
- Develop scenarios and undertake contingency planning and risk management in unstable environments.

What the CDA is not

- **'The only approach':** This tool will not respond to all the needs of COs in terms of analysis. There are many tools that can be used and many ways to do analysis. Other tools identified within the document should be referred to (if required) and are referenced in Section Four of this document.
- **'Infinite':** All analyses are time-bound and need to be updated and re-assessed during dynamic situations of change.
- **'Absolute':** Development related-conflict analysis is an evolving discipline with new theories and tools developing constantly.
- **'Universal':** All crises and the resulting analyses are context-specific. The analysis must be informed by data that is specific to a particular context and situation.
- **'Exclusive':** The CDA, when done well, can help generate a comprehensive understanding of a situation. It can also point you in the direction of complementary tools and information available for you to consult.
- **'Difficult', 'time consuming' or 'costly':** A CDA can be done anywhere, at any time, by anyone and at any point in the programming cycle, and in any timeframe – it can be undertaken in one day or over the course of several months depending on the time you have available; obviously the more time you have the deeper and richer your analysis is likely to be, but a short timeframe should never be a reason not to conduct a CDA. A brief CDA will always be better than no CDA at all.

HOW TO NAVIGATE THE CDA TOOL?

WHAT DO YOU WANT TO KNOW?	WHO SHOULD READ WHAT MODULE?	WHERE TO LOOK FOR WHAT?
WHY DO A CONFLICT ANALYSIS?	All staff particularly senior management	Introduction: • Rationale for doing CA • Negative consequences due to lack of CA
WHAT ARE THE INGREDIENTS OF CONFLICT ANALYSIS?	Programme managers/programme staff/Peace and Development Advisors (PDAs)	Module One: Elements of a CDA • Situation analysis • Factor assessment • Stakeholder analysis • Conflict dynamics
WHAT TO DO WITH THE CONFLICT ANALYSIS?	Those implementing the recommendations of the conflict analysis	Modules Six-Twelve: Applications • Programme development • Strategic positioning • Political/dialogue process • Integrated Mission Planning • Peacebuilding Fund Support • Post-Disaster Needs Assessment • Thematic conflict links: Natural resources
WHAT ARE THE AVAILABLE TOOLS ON CONFLICT ANALYSIS?	Those conducting the conflict analysis	Module 13 • Comparison of other tools and frameworks
HOW TO DO A CONFLICT ANALYSIS?	In-country conflict analysis team	Module Two-Four: How to do a CDA • Prepare for a CDA • Conduct a CDA • Write an analysis • Current response assessment
HOW TO UPDATE A CONFLICT ANALYSIS?	Those responsible for monitoring and evaluation, and for updating the CDA	Module Five: Updating the CDA • Reviewing the CDA • Monitoring and evaluating conflict dynamics

MODULE ONE

Essential Elements of a Conflict and Development Analysis (CDA)

What is the purpose of this Module?

This Module outlines the core elements of a CDA. It aims to provide an overview of the three key stages involved in conducting a CDA: conflict analysis, current response assessment, and the identification of ways forward.

What is in this Module?

An overview of the key stages of undertaking a CDA; overview of stage one: conflict analysis; overview of stage two: current response assessment; and, overview of stage three: using your analysis. The Module concludes with an overview of what makes a good CDA.

Who should read this Module?

The Module has been specifically designed to appeal to both the expert practitioner and the learner. For people new to conflict analysis, this comprehensive overview of the CDA gives a sense of what to expect when engaging in a conflict analysis exercise. For expert practitioners, the Module gives a solid understanding of the CDA process specifically, and may highlight ways it differs from other methodologies the practitioner may be familiar with.

MODULE ONE

Essential Elements of a Conflict and Development Analysis (CDA)

The CDA is an analytical tool for UN staff. It is designed in a practical way to help you better understand the linkages between development and conflict, with a view to minimising the impact of violent conflict on development. It assists, furthermore, with fostering a conflict-sensitive approach to programming.

1.1 | The CDA: Overview of the key stages

WHAT ARE THE MAIN STAGES OF A CDA?

Conducting and applying a CDA may be envisioned in three main, overarching stages:

STAGE ONE

Conflict analysis

- Preparation
- Situation analysis
- Factor assessment
- Stakeholder analysis
- Conflict dynamics, and
- Scenario-building

(Cf. Modules 2 – 3)

STAGE TWO

Current response assessment

- Analysis of current responses
- Analysis of UN responses
- Assessing, gaps, overlaps and complementarities

(Cf. Module 4)

STAGE THREE

Using your analysis

- Programme design
- Strategic positioning
- Political processes
- Integrated Mission Planning etc.
- Peacebuilding Fund Support
- Post-Disaster Needs Assessment
- Thematic conflict links: Natural resources

(Cf. Modules 6 – 12)

Updating conflict analysis and current response assessment (On-going)

- Monitoring and evaluation
- Review, validation and revision
- Brief information blog for updating (ANDALANA)

(Cf. Module 5)

1.2 | Stage one: Conflict analysis

OVERVIEW

Stage one of the CDA process focuses on an analysis of the context; it seeks to identify drivers of conflict, peace engines, and to elucidate the dynamics of the conflict. Before undertaking the analysis, completing the preparation phase is critical to defining objectives, understanding the context in which the analysis is going to be conducted, effectively engaging with staff and stakeholders, and planning the analysis process itself. Following the planning stage, there are seven important steps that need to be addressed at this stage of the analysis.

WHAT ARE THE KEY COMPONENTS OF A CONFLICT ANALYSIS?

› Step one: Information validation

Validation is the method through which you seek feedback for your findings obtained through primary and secondary research before embarking on any further analysis.

› Step two: Situation analysis

What is a situation analysis?

A situation analysis aims to produce an introductory "snapshot" of the current and emerging historical, political, economic, security, socio-cultural and environmental context in a conflict-affected area at a specific point in time. You should view the situation analysis as your 'entry-point' to understanding the conflict, both from the perspective of the drivers of conflict and the engines of peace. At this stage the focus is on the big picture i.e. a picture that is painted in broad strokes to highlight key issues that characterise the context, and issues that warrant further analysis. This part of the analysis should give you an overall sense of the conflict, and start to highlight issues that may require deeper understanding at later stages.

Why is it important?

Understanding the specific context of the area, the community or group - as well as issues that have led to conflict over time - enables practitioners to develop a foundation on which to base potential interventions. It forms the baseline of information that will be used to analyse and understand the conflict i.e. the first level of information from which to develop a deeper understanding of the situation.

› Step three: Factor assessment

What is a factor assessment?

The factor assessment methodology is used to identify "conflict factors" and "peace factors" – the deeply rooted issues that underlie the dynamics of conflict and peace - as well as identify latent conflict or manifestations of conflict, frequently in the form of violence. Identifying conflict drivers and peace engines, and unlocking the relationships between them, is an integral part of the CDA. The factor assessment also helps to shed light on the degree to which the factors are entrenched in any context, and their degree of pervasion and influence:

- **Root/structural factors:** The long-term, structural issues of the conflict;
- **Intermediate/proximate factors:** The visible manifestations of the conflict; and,
- **Triggers:** Events/issues could lead to further outbreaks of violence.

Why is it important?

A factor assessment informs the strategic response by identifying and furthering understanding of the root and intermediate factors as well as the triggers of the conflict. Any policy or programmatic engagement will not be effective if the root factors/causes of the conflict have not been identified, and if gender dimensions of the conflict have also not been taken into consideration.

Step four: Stakeholder analysis

What is a stakeholder analysis?

Stakeholder analysis seeks to identify and analyse the key actors in a given context. A stakeholder analysis will identify local, national, regional and international actors that influence - or are influenced by - the conflict. It will elucidate how they interrelate and reinforce opportunities for peace or instigate conflict. Within this framework, the term 'actors' refers to individuals, groups and institutions engaged in - and affected by - conflict. Stakeholder analysis complements both the context and conflict factor analyses with an actor-based analysis that focuses on the interests and motivations of all stakeholders.

Why is it important?

The stakeholder analysis helps identify individuals or groups within the conflict and their interests. It also enables an appreciation of the capacity-building needs of critical partners, implementers and/or beneficiaries to engage with, considering the distinct roles and capacities of both women and men, and including marginalised and vulnerable groups working towards a resolution or transformation of the conflict.

Building the capacity of certain stakeholders in the conflict may help you influence the power balance or enhance the opportunities to positively influence the dynamics of the conflict. Stakeholders will either support and encourage peacebuilding efforts, or undermine and work against them, depending on their motivations and interests. The motivation behind stakeholders' engagement in the conflict can be both positive and negative; understanding these motivations will help you to identify with whom you need to work, and also to mitigate the risks of possible negative reactions from some of the affected actors.

Step five: Conflict dynamics and drivers of change

What are conflict dynamics and drivers of change?

Conflict dynamics are analysed by combining the situation, factor and stakeholder analyses to understand how they affect and interact with each other. The conflict dynamics analysis helps to identify the relationship between factors that may drive conflict or support peace engines and stakeholder involvement, and seeks to provide a multi-dimensional understanding of conflict. The focus, therefore, is on the *dynamics* of the situation i.e. the forces that create certain processes, and/or lead to certain events and activities.

A conflict dynamics analysis serves to develop a consolidated understanding of the relationship between the previously completed situation, factor and stakeholder analyses. These insights are expressed in the form of conflict drivers and peace engines (cf. Module Three):

- **Conflict drivers** are dynamic processes that contribute to the ignition or exacerbation of destructive conflict. Conflict drivers emerge when structural and/or proximate factors of conflict affect stakeholders, triggering some form of response, usually either manifested by violence or contributing

to the emergence of violent conflict. Frequently, conflict drivers comprise more than one structural and/or proximate cause, given the complex nature of conflicts and the associated undercurrents.

- **Peace engines** refer to elements within a society that mitigate the emergence and proliferation of violent conflict and strengthen the foundations for peace by drawing upon the innate resilience of a society. Peace engines operate at different levels – state, regional and local – and can take many different forms (both formal and informal), such as institutions, groups, individuals, specific processes, or even specific places, symbols or social constructions.

A driver of change analysis is another useful tool that sees the conflict through three key lenses: structures, institutions and agents – both formal and informal. These lenses are used to understand how the underlying political systems, in particular the role of institutions, interact with agents and structures to drive change.

Why are they important?

Understanding conflict dynamics and the interrelation of key drivers helps identify trends and patterns in the conflict. It also helps identify peace engines by looking at how conflict drivers and stakeholders impact and affect each other, and how this affects the rules governing the agents' behaviour. In essence, this helps you understand what drives positive or negative changes, or what may be fuelling conflict drivers and peace engines respectively. This is the most important section of the conflict analysis, as possible options for programming and other forms of engagement to reduce or prevent conflict will start to become apparent. All these elements combined provide the information needed for the CDA.

Conflict dynamics and drivers of change analysis can enable timely action to mitigate the possibility of the conflict factors translating into conflict drivers. A good example is poverty. Poverty per se may not be a conflict factor. In contexts where poverty is a result of targeted exclusion or marginalisation of a group from national development processes, poverty then becomes a factor of conflict, and can lead to negative or violent behaviour by the excluded or marginalised group. In contexts where poverty is the result of the absence of resources within the particular country or community, for example - such that other segments of the population are affected in the same way - it is unlikely that the presence of poverty will lead to the occurrence of conflict. The conflict factor here is poverty. In terms of causality, therefore, we can argue that poverty, when linked to marginalisation and exclusion, can lead to conflict.

Step six: Scenario-building

The purpose of building scenarios is to better understand possible conflict trends. Usually the final stage of a conflict analysis is to look into scenario-building, which helps to better anticipate possible conflict trends. On the basis of the conflict dynamics identified in the previous step, scenario-building helps to foster a better understanding of possible conflict developments or trajectories over time.

Step seven: Reporting

Once the analysis is complete, the process by which different parts of the analysis are integrated into a more comprehensive, holistic, and systematic narrative can begin. In practice, such synthesis occurs in tandem with analysis, but at the last phase of the analysis two major questions have to be addressed: a) what to report, and b) the mechanics of when reports will be made, and to whom. Furthermore it is critical to provide briefings to senior management - both on the process and the findings during and at the conclusion of the process.

'GOOD ENOUGH' ANALYSIS

Do not attempt to be too comprehensive at the expense of completing the analysis. It is impossible to know everything about the context and the conflict. The amount of data collected and nature of the analysis produced can be 'good enough' as long as it is relevant for the purpose intended, acknowledges its limitations, and remains flexible enough to be updated. It is essential not to view the resulting 'snapshot' as an indication that the conflict is static. Situations change, often very quickly in conflict contexts, and any analysis must remain open and flexible to incorporating new information and revisiting assumptions. You should always be conscious that partial analysis could have negative consequences if it has limited local input or is driven by pre-existing assumptions.

Module 2: Annex One (p.50) **'How to' prepare for a conflict analysis: Summary and decision table** provides options for different levels of comprehensiveness in conducting an analysis in consideration of various parameters and constraints.

1.3 | Stage two: Current response assessment

OVERVIEW

Stage two focuses on the analysis of current responses in a given setting, in particular from the perspective of development interventions. The aim at this stage of the CDA is to build upon the conflict analysis to further assess the responses and impact of a wide range of actors - including development organizations - and to develop more effective/appropriate responses where necessary. These steps help you to identify where there may be gaps or overlaps in programming, thereby ensuring that all the relevant issues are effectively addressed, and that resources are not wasted on duplication of programming.

WHAT ARE THE COMPONENTS OF A CURRENT RESPONSE ASSESSMENT?

Key steps in undertaking stage two are:

(1) Analysis of current responses: Connecting current responses (international, national and local) with conflict drivers and peace engines. The main purpose of this step is to gain a deeper understanding of which actors are addressing the conflict drivers and/or strengthening the peace engines you have identified in the course of your CDA analysis, and how. This comprehensive understanding of the context combines two elements from the CDA analysis: the stakeholder mapping (Step four) and the identification of conflict drivers and peace engines (Step five); this assessment cannot be undertaken correctly, however, without the overall context identified in the situational analysis (Step two).

(2) Analysis of UN responses: Assessing UN programming with respect to conflict drivers and peace engines. This exercise, which is very similar to Step one (above) but focused primarily on one actor or one set of actors, gives you a deeper understanding of where opportunities and challenges exist in relation to the UN's efforts to address conflict drivers/support peace engines on the one hand, and create synergies with partners on the other.

(3) Assessing gaps, overlaps and complementarities: Understanding where gaps exist, where synergistic opportunities are present and where duplication needs to be addressed. This step of the exercise will help you to understand which conflict drivers could be addressed/better addressed, which peace engines could be leveraged/better leveraged, and where synergistic possibilities for collaboration with other actors exist. Furthermore, the analysis will help you to assess overlap between programmes with a view to reducing duplication.

1.1

UPDATING CONFLICT ANALYSIS AND CURRENT RESPONSE ASSESSMENT

A regularly updated CDA helps to ensure that your programming is conflict-sensitive and flexible enough to adapt to changing circumstances. Regularly updating your CDA will help identify potential trends and causes of violence in the immediate and longer-term, and is particularly useful in conflict prevention planning. The conflict, actors and issues evolve over time; it is therefore important to capture these changing dynamics so that the range of strategies and programmes for addressing urgent threats as well as long-term conflict prevention and peacebuilding work are appropriate and targeted.

The Module on updating the CDA (Module Five) reviews the importance of this process, provides an overview of the essential steps of how to review the CDA, and gives an overview of the two methodologies used to keep track of changing conflict dynamics: the Brief Information Blogging (BIB) system and the Matrix Mechanism.

See Module Five for more details.

The CDA ANDALANA is an online BIB tool available to Country Offices that facilitates regular gathering of information in diverse thematic areas in order to provide a basis upon which to either validate or update elements of the CDA analysis.

1.4 | Stage three: Identification of ways forward

OVERVIEW

On the basis of the conflict analysis and the assessment of current responses, the final stage of the CDA concerns how to **use** your analysis.

› How can the analysis be used?

Using the analysis for programming

The analysis can be used primarily for programming. In order to use the analysis for programming you will need to:

(1) Identify what needs to be done: Identify which conflict drivers to address and which peace engines to support; identify possible gaps and overlaps in the strategic or programmatic response

already underway in the country (as appropriate), and agree how to address these gaps or overlaps.

(2) Identify UN programming strategy and theory of change: Identify the approaches that will bring the most effective results and outcomes to the issues that have been identified. Furthermore, establish an intervention logic that demonstrates how the approaches can lead logically to specific outcomes that contribute to resolving the problem. A theory of change helps answer a simple question, "why are you implementing a particular solution to the problem?" and "why are you implementing it in this way?" The theory of change should establish a thread that links the solution being implemented directly to the cause of the problem, and explain how a particular solution is likely to resolve the problem/challenge under discussion (cf. Module Six).

(3) Implement specific measures with a view to resolving the problem and develop mechanisms that enable collaboration with others to address the problem: Effective conflict prevention often requires the active collaboration with diverse actors in a range of complementary activities, the totality of which contributes to a holistic approach to the challenges at hand. Building this coalition of actors needs to be recognised as an essential activity. Prior to beginning programme implementation, it is important to establish how the results of the intervention will be captured, monitored and evaluated. Identifying qualitative and quantitative indicators for effective monitoring and evaluation will contribute to demonstrating that the interventions are not *ad hoc*, but are the product of context analysis and programme design processes focused on attaining appropriate and sustainable results.

Using the CDA for additional purposes

The CDA can also be used:

- **For the strategic positioning of UNDP or UNCT (see Module Seven):** Strategic positioning is referred to here as the process of making clear choices and defining priorities that will constructively foster the dynamics of a peace process, stabilisation process or a period of transition. The UNCT may use the CDA to identify entry-points and create the conditions for effective peace processes and efficient peacebuilding endeavours.

  Defining and then identifying 'strategic' entry-points is a challenging task. However, conducting a conflict analysis can assist with identifying areas that could prove counter-productive to tackle, while identifying other, potentially catalytic entry-points.

  UNCT and/or individual agencies can position themselves strategically in the context of peace processes, stabilisation or transition processes through their statements, programmes and stakeholder engagements. Individual agencies can also position themselves through engagement with UNCT-wide UNDAF processes, which assist with a medium-term articulation of the development-related priorities in-country for the UN as a whole.

- **To support political processes (see Module Eight):** The CDA can be used to facilitate national political processes in which the UN is playing a partial or indirect role. The sensitivities around political processes may require that the lead role be played by various agencies; alternatively, it may be that the host government requests support only at the national level while other national actors lead the process at the sub-national levels. Regardless of the precise modalities of the process used, UN agencies are often called upon to implement programmes and activities decided upon in the context of such processes. The UN, therefore, may engage in long-term programme implementation that seeks to address the structural issues that led to convening the political processes, as well as issues that emerge from broad-based consultation and agreement.

  The CDA can be used for two main purposes in the context of political processes:

- As an analytical tool to inform policies and/or programmes that support new/on-going political processes (e.g. as part of a collaboration between UN entities and the government); and/or,
- As a dialogue tool to explore solutions, approaches and ideas as part of the political process itself.

- **To enhance Integrated Mission Planning (see Module Nine):** To effectively meet the challenges of post-conflict situations, an Integrated UN presence requires: a shared understanding amongst all UN actors of the context in which both the Mission (Special Political Mission or Peacekeeping Mission) and the UNCT operate on the one hand; and, a common vision of the peace consolidation priorities which the UN - as a whole - can contribute to in that particular context on the other.

  Conflict analysis, therefore, provides the analytical basis for the Mission and UNCT to jointly determine the nature and intensity of the challenges and the appropriate responses, including: the right division of labour between the mission and the UNCT; and, the sequencing and relevant modes of collaboration within the UN System and beyond.

  The UN Policy on Integrated Assessments and Planning (IAP 2013) emphasises that conflict analysis is required not only at the beginning of an integrated presence; conflict analyses must take place during the entire life-span of an integrated presence to ensure that the objectives remain on target and responsive to the evolving dynamics of the situation, as reflected in adjustments to the objectives or timeframe of the Integrated presence. Similarly, in some contexts a Post-Conflict Needs Assessment (PCNA) may be planned or already have been undertaken (cf. Module 9); it is, therefore, equally important to find ways to integrate or build upon the findings of the PCNA.

- **To strengthen Peacebuilding Fund Support (see Module Ten):** Together with the Peacebuilding Commission (PBC) and the Peacebuilding Support Office (PBSO), the PBF constitutes an essential component of the enhanced UN peacebuilding architecture, established to ensure fast release of resources for launching critical peacebuilding activities. As such, the PBF supports interventions of direct and immediate relevance to the peacebuilding process in areas where no other funding mechanism may be available.

  The PBF strongly encourages counterparts on the ground to undertake conflict analysis before applying for PBF funds, in particular when using the Peacebuilding and Recovery Facility (PRF). Conflict analysis is also useful in the case of support through the PBF Immediate Response Facility (IRF), and is encouraged as and when possible.

  PBF encourages conflict analysis as the foundation for solid peacebuilding planning and programming for the following reasons:

  - Conflict analysis ensures that key actors involved in the design and implementation of PBF support have a **common understanding** of the conflict factors and dynamics;
  - Conflict analysis provides the basis for the identification and **prioritisation** of peacebuilding needs, underpins the focus of PBF support and shapes the design of peacebuilding programming, hence increasing its overall effectiveness and catalytic nature; and,
  - Conflict analysis helps to ensure a more **robust peacebuilding strategy** in the country, which contributes to addressing the root causes of conflict.
- **To enhance Post-Disaster Needs Assessments (see Module Eleven):** In on-going conflict contexts and disaster-prone countries, many factors and diverse circumstances can pose a threat to effective and efficient recovery work as the affected population becomes more vulnerable. Violent conflict may intensify if effective response mechanisms to address these vulnerabilities are not in place, as stated above. These challenges can be addressed by analysing the context of the crisis, its underlying

root/proximate causes and conflict dynamics, which include peace drivers and conflict drivers, and, as a result of planning exercises for different potential scenarios. Therefore, recovery efforts in a post-disaster setting may be informed by conflict analysis exercises to integrate and promote a conflict-sensitive approach, and to reduce the risk of rebuilding a society that is vulnerable to the emergence or re-emergence of more conflicts and future violence.

- **In parallel with other conflict assessment tools (see Module Thirteen):** In fragile and conflict-affected settings a conflict analysis may be undertaken in conjunction with, and act as a complement to, other types of assessments or analyses. Most critically, in 'New Deal' countries, a fragility assessment may have already been conducted or be underway. In such cases, it is essential that all aspects of the CDA process take this into account and, wherever possible, build upon its findings or support the process. Fragility assessments aim to influence development planning and prioritisation at the national level: a CDA should take these assessments as its starting point.

  In addition, this Module presents several other UN analysis tools that are used in fragile and conflict-affected settings; it outlines how the CDA can complement these tools, allowing COs to focus their analysis on key issues, including human rights and gender, for example. The use of the CDA in combination with other analytical tools will very much depend on the objective of analysis being undertaken, the objective, thematic focus, etc.

1.5. | Undertaking a good CDA

OVERVIEW

The following principles inform a good conflict analysis process, approach and methodology, and should be used as a 'checklist' of issues to consider when framing your analysis.

> What are the key components of a good CDA?

TABLE 1.1 | The components of a good CDA

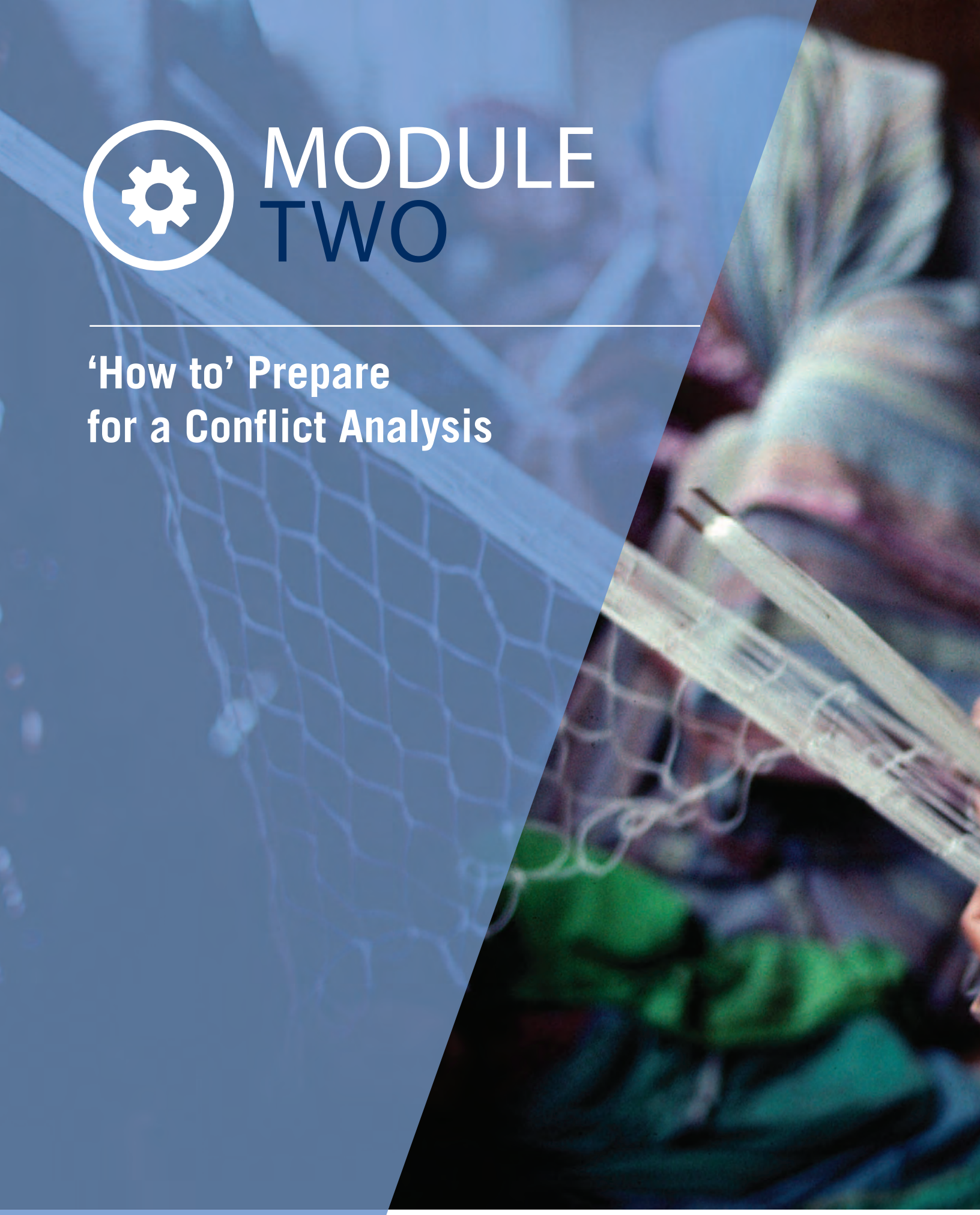
GOOD PRINCIPLES	KEY ELEMENTS OF THE PRINCIPLES
'DO NO HARM'	• Conflict analysis/assessment is not a 'neutral' activity. Depending on how it is undertaken, conflict analysis can be an intervention in itself. • Be aware that the analysis of the sources/causes of conflict is a sensitive issue and that data collection, analysis processes, and reporting have the potential to exacerbate conflict.
INCLUSIVE	• Ideally, all national stakeholders should not only participate in but also lead the CDA in-country. • A CDA can also be an internal UN exercise if the aim is to agree on a common country approach between UN agencies.
FLEXIBLE	• The goal of a conflict analysis exercise is not to create the perfect analysis! Rather, the analysis should be 'good enough' for the purposes it will be used for—recognising that the analysis can and should be further updated and refined over time.
BALANCED	• The analysis should be based on quantitative and qualitative research, and can include information gathered from a wide range of sources, including reports, newspapers, and social media networks.

PARTICIPATORY PROCESS	• Despite inherent risks (see 'Do No Harm' principle above), making the process participatory will help capture different perspectives; multiple actors can help either validate or challenge assumptions made, thereby addressing the possible issue of bias.
BASELINES	• The analysis should provide/constitute the baselines for subsequent activities (programming, policy or advocacy). It is important to develop gender responsive indicators for monitoring and evaluating the success of the activities based on the baselines. The baselines should also include information related to gender and other vulnerable groups.
PROGRAMMING STRATEGIES AND ENTRY-POINTS	• Assists in identifying programming strategies and entry-points as well as potential risks and how to mitigate them based on the circumstances.
THEORIES OF CHANGE	• Help to clarify the intervention logic and overall objective, explain inter-relationships between inputs, activities and expected results, and identify measures of success. • Contribute to achieving impact beyond outcome results of programmes. • Provides entry-points for integrated programming both in terms of needs and opportunities to link conflict prevention and peacebuilding programmes.
RESPONSIVE TO THE LOCAL CONTEXT	• Adapted to the local context, takes into account local languages and local culture and realities within a given country.
ENVIRONMENTAL CAUSES OF CONFLICT OR TRIGGERS	• Acknowledges possible linkages between conflict and natural resources, either as root causes or as possible factors that trigger or sustain the conflict. • The analysis reveals specific environment-related dynamics in relation to the conflict, including renewable and non-renewable natural resources (including Extractive Industries). • Ensure environmental perspectives are reflected in the analysis and specialists are consulted.
GENDER AND VULNERABLE GROUP FOCUSED	• Reflects differential impacts of the conflict on (potentially) not well-represented groups like women, children, youth (female and male), and disabled, Internally Displaced Persons (IDPs), etc. • Considers the dynamics and impacts of horizontal inequalities, including among groups, by identity, religion, ethnicity, region, etc. • The process reveals gender-based differences, in terms of particular potential roles for men or women in promoting peace or addressing specific conflict factors. • The analysis reveals specific dynamics of the conflict that empower or disempower women and men in certain ways based on their gender. • Engage female and male staff in internal discussions. • Ensure diverse women's perspectives are captured by engaging informed women's rights group, civil society actors working on gender issues, and government representatives.
ON-GOING AND EASY TO UPDATE	• Time should be allocated to periodically reflect, update, add or change the analysis so that it remains current, and to ensure there is consensus on key issues as and when the conflict analysis evolves. The conflict analysis should be updated regularly and applied to policy development, programme or project identification, monitoring of existing programming or setting baselines for implementation and evaluation. • Updating processes should, where possible, use new technology and web platforms to collect and easily update the information.

2

CDA PROCESS

Conducting a Conflict and Development Analysis



MODULE TWO

‘How to’ Prepare for a Conflict Analysis

What is the purpose of the Module?

This Module will explain how to prepare for a CDA.

Content of this Module:

This Module takes you through the process of preparing to do a CDA including: defining your scope and purpose; forming your team; and, formulating your data collection methodology.

Who should read this Module?

In-country conflict analysis teams; those tasked to do a CDA; and, those interested in exploring the possibility of doing a CDA.

MODULE TWO

'How to' Prepare for a Conflict Analysis

The process of preparing to do a CDA is much like laying the foundations of a house: if the foundations are laid well – with adequate time spent, the necessary people consulted, and the right 'tools' used – the more likely the end result will be well-constructed and usable. And, the better the end result, the more likely the analysis is to further programming, enrich dialogue and contribute constructively to addressing peacebuilding goals. Consequently, 'Module Two: 'How to' prepare for a CDA', and 'Module Three: How to conduct a CDA', should be given equal attention.

2.1 | Assessing the 'toolbox'

OVERVIEW

The impetus for conducting a conflict analysis usually originates from the UNCT, from another in-country UN entity, or from within a specific country programme. The preferred process is for analysis requests to originate from within the UNCT. Once the request for a conflict analysis has been received, an important question to answer is: to what extent is the CDA the most appropriate activity to meet the defined needs and objectives?

IS THE CDA THE RIGHT TOOL?

A CDA is frequently used to inform high-level strategy, to increase understanding amongst UN personnel and, subsequently, to design programming. It is, therefore, often conducted as part of a strategic planning process, in anticipation of a new programme with conflict dimensions, or in light of a potential trigger event like a major election, referendum, outbreak of violence, change in government, or similar event. Interest in conducting a CDA may also arise from an early-warning indication that a country is 'at risk' of becoming more unstable, fragile, or violent.

In some cases, and as part of a strategic planning process, UN COs undertake a CDA in close coordination with other development initiatives; these initiatives may be related, for example, to democracy and governance, youth, or economic livelihoods. Sometimes a UN agency may undertake a CDA in close coordination with another UN entity and bring the findings to the UNCT. In other cases, particularly in countries experiencing or recovering from conflict or severe instability, a CDA may be conducted to ensure that programmatic interventions are on track, sensitive to the conflict dynamics, and 'do no harm'.

Maintaining the integrity and ensuring the value of the assessment process depends upon careful attention to the framework and methodology, but not all conflict assessment tools are the same. One tool may not necessarily be 'better' than another, but it may well be more appropriate for a given context. For example, the CDA is especially appropriate in the UN context as it helps highlight which conflict drivers need to be addressed, and which peace engines need

to be strengthened (see below for more information); furthermore, the CDA also helps support strategic positioning during the UNDAF process (see Module Seven) and during the deployment or withdrawal of peacekeeping forces i.e. mission start-up or drawdown (see Module Nine for more information).

You can learn more about how the CDA compares to other tools used for analysing country contexts in the Module Thirteen.

ESSENTIAL TIPS

- If a CDA appears to be the most appropriate activity to undertake then the UNCT should discuss the endeavour in more detail, including:
  a. Fundamental purpose;
  b. Primary audience;
  c. Key primary and secondary deliverables; and,
  d. Related considerations.

  This information will inform planning for the analysis.
- Having a clear understanding of your assumptions can help you to better articulate the scope and limits of the tool. Once you and your team are aware of the rationale for using the CDA over and above any other tool, you will be in a better position to test these assumptions when you come back to your analysis in the months ahead.

2.2 | Defining your purpose

OVERVIEW

People conduct conflict analysis for different reasons and in diverse circumstances. The objective and context of the analysis profoundly influence how the analysis is undertaken. Answering questions about the purpose will fundamentally affect: who does the analysis, which sources of information are used, how the information is analysed, and how the results are taken forward.

WHAT IS THE PURPOSE OF CONDUCTING A CDA?

The CDA's objective may be one or a combination of the following:

- **A tool for a quick context assessment:** Here the purpose of the analysis is to obtain a rapid understanding of the country/regional/sub-regional context.
- **The first step towards programme/response development:** In this instance, analysis is a diagnostic tool for understanding the contextual challenge(s) in order to design ways to address them programmatically. Such an analysis is often used internally by an organization and can be done in a participatory manner with key partners.
- **A context assessment to prepare for further engagement/strategic re-positioning:** Due to the changing dynamics in the country, the UN presence may benefit from a CDA as the analysis can assist

agencies to take part in discussions within the UN system or within the international community to define a common response; for example, in the light of an UNDAF, a PBF eligibility or peacebuilding prioritisation process, or within the context of a PCNA.

- **A navigational tool to help change direction in light of new events:** The organization or a particular programme may have already undertaken a CDA or a similar assessment process. However, in light of new events at the local or national level it may be necessary to update the assessment to provide a better understanding of how and where to adjust programming or to reorient responses.
- **A dialogue tool for conflict resolution/transformation purposes:** Here the tool is used to engage proactively in the conflict, and should therefore be used carefully. The parties to the conflict each have their own view of the causes, history, and current tensions. Often the history and origins of the conflict are themselves contested issues that must be handled sensitively. Joint analysis of the conflict is a facilitated/mediated process often used early on in a conflict transformation process.
- **A methodological approach for ensuring conflict-sensitivity:** Humanitarian or development programmes or responses may not always be designed to address conflict factors directly. However, it is essential to ensure that humanitarian or development programmes are sensitive to conflict dynamics, and do not inadvertently impact negatively upon the levels of conflict in a given country or region. In this case, a more limited analysis may be enough, including looking into factors that will either unite or divide groups, or processes which may have unintended consequences that exacerbate conflict dynamics.
- **A peacebuilding or conflict transformation tool:** Here the analysis is used as a mechanism for bringing stakeholders together so they can jointly discuss, reflect and eventually agree upon a shared understanding of the conflict dynamics and the current situation. Based on a shared understanding of the situation, a joint, forward-looking exercise can then be undertaken to further improve development activities, enhance levels of reconciliation, restore social cohesion, etc. As such, the analysis mechanism becomes part of a conflict prevention programme and may be used in the context of a peace and development dialogue.

While the objectives of the specific conflict analysis endeavour underway may differ, almost all conflict analyses are likely to:

a) Serve as the basis for dialogue and planning for development programming, including conflict prevention initiatives by a range of actors;

b) Describe a set of initial or baseline conditions, which will be updated periodically to monitor changes, shifts and trends in the conflict over time, as part of a monitoring and evaluation system;

c) Provide a foundational understanding of why a given conflict occurred and therefore provide a useful tool for understanding why a particular programme was designed (e.g. theory of change) both for behavioural and policy changes.

ESSENTIAL TIPS

- An organization or team may not always be in full agreement regarding the objectives for using a conflict assessment tool; as an external consultant or team member, it is important to facilitate frank discussions early on about what the organization or team hopes to achieve. This will help ensure that the product meets expectations and needs.
- It can be helpful to prioritise objectives, and to be as realistic as possible given potential constraints (such as time, money or other resources). Over-burdening a conflict assessment tool with too many objectives or with objectives that are too broad can undermine the utility of the process.
- When thinking through the purpose of the conflict assessment, it is important to be clear on the direct and indirect purposes, and the potential intended and unintended consequences of undertaking the assessment. Being aware of these dynamics can help maximise positive outcomes, and minimise potentially negative consequences.

2.3 | Defining the scope of a CDA

OVERVIEW

Once the decision to conduct a CDA has been made and the objective of undertaking the CDA has been clarified, the parties in the process must make a number of important preliminary decisions related to the scope of the analysis.

HOW TO DEFINE THE SCOPE OF YOUR STUDY

- **Define the geographical focus of your study:** Identifying the assessment area is an important step for any conflict analysis. The effects of conflicts tend to spread beyond the point of origin, making analysis a complex process. Will you focus on a specific community, sub-region, country, or region? Will the analysis cross over administrative boundaries? What kind of formal and informal governance structures will you need to take into account? Keeping in mind your objective will assist you with delimiting your geographical focus.
- **Define the level of conflict you intend to focus on:** A conflict may be operating at several macro and micro levels; it may, however, be beyond the capacities of the organization to focus on all of them, and this may not be necessary given the activities of other organizations in the area. While it will be essential to understand the impact and dynamics of the conflict on all levels of analysis, it will help you to narrow the scope by deciding on the most appropriate focus given your objectives and your capabilities.
- **Define the expected output:** What forms of recommendations or analysis would be most useful? For example: would the UNCT and/or Mission prefer an emphasis on recommendations tied to particular scenarios, or a set of high-level strategic inputs, programme ideas/options, or some other deliverable?
- **Define the extent of collaboration:** Should the findings be discussed at the UNCT and/or Mission level? Is there an opportunity for inter-agency collaboration in the analysis process? To what degree have other multilateral and bilateral partners – or the government of the host country itself in some cases – already exchanged assessment needs such that a jointly conducted conflict analysis would add value to all?

- **Define your timeframe:** When will it be feasible to conduct a CDA? It takes approximately two weeks of preparation, three weeks of fieldwork, and three weeks of analysis and writing to produce a CDA (see section 2.7 'Dealing with time and/or resource constraints'). Are there events that will affect the timing and nature of the assessment including natural events such as monsoons, or political events such as elections?
- **Define where in the conflict cycle you are working:** Is the conflict latent, emerging slowly, becoming manifest in various ways, or already resulting in violence? The present stage of the conflict will help determine how broad and inclusive your CDA will need to be, and whether the approach will focus more on prevention, conflict resolution/transformation or peacebuilding. Furthermore, if the conflict is already at an advanced stage there may be security implications to take into account when planning logistics and budgeting. It may be challenging to define this prior to the assessment, but having an overall sense of the stage of the current conflict will help you to put the assessment into a broader framework, and you can revisit the issue later on.

Once consensus has been established on the general scope and shape of the analysis (cf. Annex One), Terms of References should be drafted and agreed upon.

ESSENTIAL TIPS

- It can be helpful when defining the scope of the CDA to look at what other actors have undertaken so that you can understand better where there might be gaps or overlaps with what you have in mind. Agencies such as DfID and USAID, for example, may have already conducted conflict analyses in the area you are working on; similarly, local and international NGOs, as well as other civil society groups working in the area may have produced broad or thematic analyses. These can help inform your conflict analysis even when the focus you have identified as critical for your work is different.
- A more inclusive analysis is likely to be richer, and therefore more effective when it comes to implementing a programme or using it as a platform for dialogue; however, more inclusive processes can often be more time consuming, so it is essential to build this consideration into your timeframe. More inclusive processes are also subject to various sensitivities, which may affect how data gathering, analysis and reporting are approached.
- It is essential that your geographical delimitation does not feed into the conflict dynamics. Communities or individuals who are included/excluded may well be in conflict with one another, and the geographical scope of the project may exacerbate tensions if these dimensions of the conflict are not taken into consideration early. Communities or individuals who fall on the periphery of the geographical focus may fear 'losing out', especially if the analysis is tied to programming objectives. As such, be careful not to tie your geographical focus to violent or insecure areas, as this may create the perception of a 'peace penalty,'[1] and could actually ignite new conflicts. Incorporating more peaceful communities into the scope of your analysis can also help to identify capacities for peace that you can build upon if/when it comes to programming.

[1] Fishstein, Paul and Wilder, Andrew, 'Winning Hearts and Minds? Examining the Relationships between Aid and Security in Afghanistan', Feinstein International Center, Tufts University, January 2012, p42.

2.4 | Forming a good team

OVERVIEW

The CDA team will be comprised of those individuals responsible for carrying out the analysis. The analysis team should be composed of members with complementary skills and views: some team members should be knowledgeable about conflict and peacebuilding programming, while others should be knowledgeable about the context, culture, politics, language, etc.

WHO GATHERS THE INFORMATION?

When assembling your team, it is important to ask and be able to answer the following two questions:

- **Perceptions:** How will the team be perceived by conflict actors in the area? Might certain individual characteristics, such as those based on (perceptions of) religion, race, gender, nationality and language, for example, expose the team to additional risks or perceptions of bias? Is there any reason to deviate from the norms of a mixed-gender team?
- **Skills and experience:** Given the purpose of the analysis, what are the required skills, experience, and relationships of those collecting and analysing information?

Where possible, the CDA team should seek to have members who have the following skill types:

TABLE 2.1 | Skill types for a CDA team

SKILL TYPE	DESCRIPTION
CONFLICT EXPERTISE	Experience in conflict settings and familiarity with the academic and policy literature surrounding the causes and consequences of violent conflict. Should be familiar with the CDA, be committed to its implementation in the field, and be able to include the methodology in the report itself.
COUNTRY EXPERTISE	Deep knowledge of the country and/or region. Ideally from the region, the country expert(s) should also have a strong understanding of the UN's programmes and approaches in the country in question. Should possess language expertise as required.
FACILITATION	Skills in leading/managing large and small group discussions in an unbiased manner. This skill is particularly important for large teams that include representatives from a range of participating agencies or in countries where levels of conflict amongst stakeholders is high; mediation skills can also be helpful. An external expert may be useful in this regard as they are likely to be perceived as less biased than a local or regional facilitator.
WRITING	Proven experience writing assessment-type documents for an international or national audience. All members of the team may be expected to write specific sections of the assessment as agreed upon with the team leader.

MANAGEMENT/ LEADERSHIP	Exercise leadership regarding substantive issues, communicating with UN senior staff, and managing interpersonal dynamics, processes, and logistics. Prior experience managing or leading a field team, particularly mission teams, is preferred. Responsibilities will include: ensuring proper data collection methods, coordinating meetings, making travel arrangements, collecting receipts, and managing petty cash.
DATA COLLECTION AND ANALYSIS	Robust experience with data collection methodologies, including prior experience with focus groups, key informant interviews, surveys, etc. S/he should also have the ability to lead the analysis and to combine local field-based research with broader analytical trends and observations. This work includes explaining and applying findings and recommendations following the assessment.
LOGISTICS	Local knowledge to deal with local travel and security arrangements, to set up meetings, to rent 'safe' meeting spaces, and to understand the security situation and related procedures, etc. Often local UN staff perform this function. This person serves several roles: informing implementing partners about the assessment; and, preparing official correspondence, as required by the team.
INTERPRETER/ TRANSLATOR	Translation of key documents and data in local language(s). If a team is splitting up to cover different regions and lacks local language skills, multiple translators may be needed. Translators should have experience in the technical area of work and be perceived as impartial by interlocutors. It is seldom a good idea to rely on team members with local language skills for interpretation, not because their skills might not be good enough, but because it makes it difficult for them to fulfil their principal role.

ESSENTIAL TIPS

- Consider the possibility of using a mix of 'outsiders' and 'insiders' from the conflict, recognising that 'outsiders' may be people from the same community but of a different ethnic group, from the same country but from a different location, or from a different country altogether. Particular attention needs to be paid to the perception of bias amongst team members. You should also consider whether or not translation is required and who is best placed to provide this service.
- There is a tendency in large organizations to delegate logistical issues to less experienced staff, or to regard logistical issues as 'less important' than substantive issues. It should be recognised, however, that logistics are highly political. It is essential to appoint someone who understands the importance of logistics and who is able to give logistical matters the consideration they deserve e.g. the location of meetings can have a significant impact on meeting dynamics in conflict regions; the name of a meeting may also have an impact (not all parties may be willing to accept the term 'conflict', for example); similarly, who speaks first in a meeting can demonstrate certain biases, etc. It is essential to be conflict-sensitive while engaging in all aspects of the CDA.

2.5 | Designing a data collection methodology

OVERVIEW

How you design your data collection methodology will depend upon:

a) The purpose of the analysis;

b) What information you are trying to collect and where/how you expect to find it; and,

c) The time you have available/other resource constraints.

Whatever research methodology you choose you should try to ensure a mix of both primary and secondary sources, and quantitative and qualitative data.

HOW TO DESIGN A GOOD DATA COLLECTION METHODOLOGY?

Data collection methodologies often include:

› Primary sources

Primary sources may include a variety of interviews, surveys, questionnaires, roundtable discussions, focus groups and the collection of specific data from the field. Some suggestions of primary information collection approaches are as follows:

- **Interviews:** Interviews may involve key stakeholders such as colleagues, representatives of government agencies, civil society groups etc., but also 'person-on-the-street' interviews with members of the general public;
- **Analysis workshops:** In some circumstances it is possible to organize a one- or two-day workshop in which the participants engage in a participatory conflict analysis process. This approach is particularly useful for generating dialogue amongst different kinds of people regarding the nature and causes of conflict. This approach requires skilled, impartial facilitation and it is important to ensure diversity within the group.
- **Focus groups/workshops:** These can be held with beneficiaries, partner organizations, diaspora etc. Focus groups allow for interaction and discussion, often resulting in a deeper understanding, even where there is disagreement among participants. This approach requires skilled, impartial facilitation and it is important to ensure diversity within the group.
- **Public opinion surveys and questionnaires:** This process takes specific skills and funding, and is, therefore, rarely used for a 'one-off' conflict analysis. However, in the event of developing an on-going conflict analysis where systematic and regular data gathering and analysis is envisaged, this method is very useful to track trends and changes over time.
- **Crowd sourcing:** This involves using mobile phone, internet technologies, as well as social media and networks to collect data from a large number of people. Crowd sourcing is emerging as a useful tool for gathering information to be analysed along with other data-sets. Due to the required resources this approach is more appropriate for an on-going conflict analysis mechanism.
- **Collection of anecdotal evidence/stories from the field:** Both formal and informal observations can be a useful for an analysis exercise. It can be subjective to the observer and typically does not provide hard data for use in analysis. Rather, it is a means of confirming other data found.

2.1

TRIANGULATION

"Given the difficulties of obtaining reliable information for undertaking conflict analysis, it is often useful to use a mix of data gathering methods ('triangulation') – for example a desk study, quantitative surveys, expert interviews, stakeholder consultations, and feedback workshops to present and discuss conclusions.

The aim of triangulation is to verify each piece of information with at least two corroborative or complementary sources, to obtain data that eventually 'matches up' and clarifies differing perspectives." (Conflict Sensitive Approaches to Development, Humanitarian and Peacebuilding, chapter 2, p.10)

Where there are time or security constraints, Civil Society Organizations (CSOs) can help provide valuable support to the analysis by facilitating consultations and gathering data from inaccessible groups.

Secondary sources

- **Desk review:** This involves reviewing, analysing and synthesising written materials. These secondary sources should include a mix of quantitative and qualitative data, such as:
  - Books
  - Scholarly articles
  - Reports
  - Assessments
  - Media sources
  - Statistics, facts and figures

Conducting a desk review for crisis-affected contexts may be challenging because the quantity of the sources may be limited and the quality of the information may be questionable. However, even where information may be biased it can assist you with understanding narratives around the conflict. When reviewing data you should not treat any of it as 'neutral'; all research is based on certain choices and assumptions. Keeping this in mind will help you to produce a holistic, well-balanced analysis.

Some suggestions of secondary data sources for desk reviews are as follows:

- **Think Tanks** e.g. International Crisis Group; Brookings; Chatham House; Council of Foreign Relations; International Peace Institute; the Center for International Cooperation, the United States Institute of Peace; RAND Corporation, Center for Strategic and International Studies, etc. (these are all US-based, check for regionally-based ones depending on where you are working).
- **Local and international Non-Governmental Organizations (NGOs)** e.g. Amnesty International, Human Rights Watch, Danish Refugee Council, Mercy Corps, Médecins Sans Frontiers, CARE International, International Alert (these are international NGOs, you will need to look for local NGOs as appropriate).

- **Regional organizations** e.g. African Union, the European Union, the Arab League, Asia-Pacific Economic Cooperation, etc. Many regional organizations have departments/offices that focus on fragility and/or conflict.
- **Development agencies** e.g. USAID, DfID, CIDA, SDC, Norad, etc. Many development agencies may have already produced conflict assessments on your area of focus.
- **International and regional financial/economic institutions** e.g. The World Bank, the World Trade Organization, International Monetary Fund, the African Development Bank, the Organization for Economic Cooperation and Development (OECD),[2] etc. These organizations may have quantitative data and qualitative financial analyses that will be useful for your study.
- **International and local news sources:** e.g. The BBC, The New York Times, The Guardian, Al Jazeera, The Wall Street Journal, Le Monde, El Mundo, The Financial Times, The Economist, The Courrier International, The National Geographic, etc. These may provide some of the latest information on your area of focus, and some may also provide more in-depth analyses. Use local newspapers to support this process as appropriate.
- **Scholarly articles** e.g. you can search in databases such as JSTOR, EBSCO, and Questia, for example. Some of these databases require a subscription.[3]
- **Libraries** e.g. The UN Dag Hammarskjöld Library in New York; the library is a useful resource for archival research and UN librarians may be able to assist you with your task. Your local library may also have historical overviews of the country or conflict in question.
- **New media** e.g. Facebook and Twitter: these can provide up to date coverage of local issues and assist with a deeper understanding of local incidents and narratives.

ESSENTIAL TIPS

- **Collect widely:** In order to obtain a deep understanding of the context it is vital to include a diverse range of perspectives. Collecting as much information as possible is also important, as not all the information gathered will be reliable. 'Gatekeepers' i.e. individuals or groups who have reasons to withhold information, whether that is out of fear or political or ideological motivations may try to influence the process. The quality of information is largely determined by access. In certain contexts, when information is a scarce commodity, it tends to become highly politicised. Nonetheless, research methods such as triangulation can reduce some of these limitations (cf. Text box 2.1).
- **Disaggregate data:** A key component of the analysis is the collection and subsequent use of sex- and age-disaggregated data. The analysis of the data will help highlight and address gender- and/or age-specific issues for programming.[4] In contexts where groups cannot openly and directly discuss conflict, it may be useful to consider having separate meetings; for example: women only groups, or separate meetings with elders and youth groups. Meetings and interviews must be conducted in a language in which participants can confidently express their views, and held at a location where they feel secure.

[2] The OECD Development Assistance Committee (OCED-DAC) produced relevant research that may be useful for your study.

[3] You will need to check with your supervisor to see if a subscription has already been provided or if the budget will allow for one.

[4] Sources for the collection of sex disaggregated data may include qualitative and quantitative information gathered through, for example, reports such as CEDAW/shadow CEDAW, Human Development Reports (HDR)/shadow HDR, interviews with key informants or focus group discussions).

- **Consult early:** It is important to consult individuals that are in a position to validate or challenge the desk-study as early in the process as possible. These individuals should be consulted again towards the end of the analysis process as a means to vet conclusions and hypotheses.
- **Ensure questions are targeted:** Prior to each consultation process the analysts should clarify the focus of their study. Is there a particular aspect of the conflict dynamics that the interviewee or focus group can help explain? In other words, each consultation has a potential to dig deeper into some aspects of the conflict due to the knowledge of the respondents. It will not be possible to cover every aspect of the conflict in one group and so you should be as specific as possible about what you intend to focus on.
- **Triangulate information:** Information collection must ensure that the conflict analysis does not end up unintentionally reflecting only one 'side' of the issues. Conflicts have very complex histories and the different narratives can all be based on relative truths. Therefore, it is important to triangulate information with a wide group of people with various interests. The resulting analysis should be shared as broadly as possible with the participants to demonstrate transparency.

2.6 | Using participatory approaches in your data collection methodology

OVERVIEW

As long as the context and local sensitivities allow for it, conflict analyses are best conducted in a participatory manner to ensure that the full spectrum of viewpoints are captured. All key stakeholders' perspectives - including those of government actors, civil society actors, elders and religious leaders, vulnerable groups, youth, women and business leaders, for example - should be included within the context of a participatory approach.

HOW TO USE A PARTICIPATORY APPROACH?

› Use formal and informal mechanisms

To make the conflict analysis participatory you should choose both formal and informal mechanisms to engage with your participants, such as interviews, field studies, workshops, etc. depending on practicalities and sensitivities. Formal mechanisms refer to official channels of communications, such as platforms for enhancing communications between government and civil society, or the presence of a mediation office within the government, for example. Informal mechanisms refer to ad hoc or spontaneous mechanisms that exist within or between both government and civil society.

› Ensure broad and diverse participation

Discussions should be held early on in the process to determine how participants should be selected to ensure broad-based, inclusive representation. Criteria should be developed for choosing who should participate in your workshops, including:

- Sector representation e.g. private groups, rights-based organizations, religious leadership, business consortiums, security forces, and women's organizations;
- Mixed social status e.g. traditional and formal leaders, vulnerable groups/castes;
- Age;
- Gender;
- Ethnic diversity; and,
- Educational diversity, etc.

It is essential to consult not only the 'usual groups', such as government representatives, opinion makers, and power-brokers for example, but also representatives of more marginal constituencies (tenants, women, disabled, displaced populations etc.). Furthermore, where horizontal inequalities are prevalent it is important to determine what their impacts are on relationships amongst stakeholders, such as amongst different identity, religious, ethnic, regional groups, for example.

Where possible, bring bilateral partners, such as donors, into the analysis process so that the end result will benefit from their insights, and provide a common platform for understanding the conflict. A consensual understanding of the issues will complement joint programming and policy initiatives. In that spirit, inter-agency collaboration, especially when linked to larger UNCT engagements - such as the UNDAF or the CCA processes, for example - will also be beneficial.

Broad preparation, consultation, and participation should also mean that the final result of your analysis can be shared broadly; if parties feel that they are part of the process and see their views reflected in the end result, they are more likely to support it. However, a delicate balance needs to be struck: ideally, the results of the conflict analysis should be 'approved' by the participants, so that the chance of negative reactions is reduced. However, extensively editing and 'neutralising' the results of the analysis in the report before circulating it defeats the purpose of the analysis. Participants should be able to support the report, even if they do not agree with every aspect of its content.

Allocate enough time

Developing a common understanding of issues within communities, especially communities in conflict, can be a time-consuming endeavour. Communities may have limited experience with such processes; furthermore, you may need to translate concepts into multiple languages. You should allocate enough time for participants to understand terms and concepts and to be able to fully participate in the process in a meaningful way.

Allowing for more time will lead to a more inclusive process, and enable you to vet your results and obtain buy-in for your proposed programming and/or policy options. It will also allow you to develop a better understanding of the situation, the roots of the conflict, the stakeholders to the conflict as well as the dynamics of the conflict.

Ensure organizational capacity

Undertaking a conflict analysis is a good capacity-building exercise for programme staff, but the process can place a heavy burden on small and/or under-resourced teams. It may be helpful to use a balance of internal and external human resources for the analysis. In this way, staff can participate in the process, learn the approach from external experts, contribute their knowledge of the country to the analysis, and become more aware of how to update the CDA in the future.

External consultants can also provide support with translating findings into programming and policy with the participation of programme staff. In certain cases an independent external facilitator may be better positioned to manage the process and offer comparative expertise in conflict prevention. If using external resources, you will need to ensure that there is sufficient internal buy-in for the analysis and the value it offers for strategy and decision-making. Having an internal 'champion' can be helpful for taking the recommendations of the analysis forward.

Ensure analysis is on-going

An on-going '360-degree analysis' will help identify gaps. The 360-degree analysis is a dynamic mechanism that allows staff at HQ, regional offices and various COs to share and reflect upon the findings in an open and transparent manner. Normally this takes the form of an on-line system, able to capture continuous inputs; the CDA ANDALANA and its Brief information Blog (BiB), and the Matrix Mechanism (cf. Module Five), for example, are two methods that enable easy tracking of evolving dynamics and subsequently enable quick and simple reporting methodologies.

The 360-degree analysis should also be combined with regular political reporting and media monitoring; data from programme reviews and evaluations should be used to validate or update the analysis.

Approach issues in a sensitive manner

Conflict-related issues should not be avoided. The conflict analysis process is often just as important as the result; therefore, constructive discussions regarding potential flashpoints of disagreement should be approached with the goal of ensuring that all voices are heard and acknowledged within the analysis. This ensures buy-in and legitimacy for a process that should ultimately lead to decisions about the nature of the forthcoming engagement.

Remaining impartial during information collection and analysis is challenging, but essential. A participatory approach recognises all points of views and perceptions, and does not pre-determine 'right' or 'wrong' views or responses within the collection and analysis of the information. If the process is likely to be highly politicised and potentially conflictive, you may consider bringing in an outside facilitator to maintain impartiality during the process. This may help diffuse tensions that rise to the surface when discussing challenging, difficult or emotive issues.[5]

Due to the sensitive nature of some contexts, you may wish to consider producing two analyses: one for internal use and one that can be shared more broadly, especially if the national government is not in agreement with the resulting analysis. These considerations reinforce the need for the CDA process, engagement and results to be conflict-sensitive. Discussions should be held with all relevant stakeholders to agree upon whether the resulting report should be disseminated and/or 'censored' in one form or another for conflict-sensitivity purposes (i.e. when publishing the full report is likely to create conflict and/or hamper an effective response). You need to decide who the primary audience is, how you believe the report will be interpreted, and how tensions between the different audiences can be managed once the analysis is disseminated. Some useful guiding questions for sensitive issues, include:

- Have all views been considered and represented within the consultation process and the resulting analysis?
- Are the views of women and minority groups specifically included in the report?

[5] See above section on the skills required for the team.

- Has a gender analysis been applied?
- Can your analysis be undertaken with local facilitation or would it be better accomplished by using an outside facilitator?
- How broadly will your report be disseminated? Is there a need for more than one version?

Ensuring gender-sensitivity

A gendered analysis is not one that focuses solely on women. A broad and inclusive approach to gender analysis takes into consideration the differentiated needs, capacities and concerns of both women and men, girls and boys and the different ways in which their social roles contribute to perpetuating the conflict or building sustainable peace. A gender-sensitive conflict analysis will, furthermore, inform the identification of response priorities, the implementation of responses to issues that affect girls and women, boys and men, and assist in targeting the specific needs of individuals or groups within affected communities.

However, experience has shown that women have less access than men to decision-makers (who are normally men) due to factors such as: literacy or language skills (which can affect their ability to communicate with service providers); community leadership (most societies have patriarchal structures and therefore village 'elders' tend to be male); taboos and stereotypes; mobility (women may not have access to appropriate transport); and, time (women and girls often undertake more childcare and household duties).

If not recognised and addressed appropriately, these obstacles can also restrict women's ability to participate effectively in conflict analysis processes. As consultations are planned, it is important to address constraints to a genuinely inclusive process and to integrate these factors into the overall design of consultations. Ensuring gender-sensitivity within the CDA process will help:

- Promote a more responsible approach to development interventions by allowing for a more complete understanding of conflict causes and the social dynamics that underpin them. Men and women have different perceptions of the structural causes of conflict, have different experiences of social hierarchies, and possess different knowledge of, and access to, resources for peacebuilding in a given society;
- Help identify new actors and voices focusing on prevention and peacebuilding which the conflict has given rise to at the micro- and meso-levels of society (e.g. community, household, family), and design interventions to support their efforts;
- Enable more effective development programming: a gender-sensitive conflict analysis focuses on additional dimensions of the conflict situation, and seeks to address issues that have traditionally fallen outside of the scope of the gender and development paradigm, such as security issues; and,
- Promote UN values and a human rights-based approach. In particular, promoting these values responds directly to the Universal Declaration of Human Rights, and, more recently, to the call in 'Security Council Resolution 1325 on Women, Peace and Security' for gender mainstreaming in all aspects of conflict prevention and peace operations.

ESSENTIAL TIPS

The following issues should be considered when developing a participatory process and when choosing participants for the CDA process:

- Ensure a mix of ages and gender balance and remember to disaggregate your findings accordingly. You may need to allocate extra time and budget to make it possible for women to participate in conflict analysis processes. In some contexts, this may mean choosing a time of day or a specific location where women are able to gather without too much disruption; you may also need to provide safe transportation, accommodation etc. Engage men and boys as participants and supportive stakeholders in order to reduce risks for female participants. Assess risks associated with being selected, particularly in cases where the participation of girls and women puts them at risk of potential domestic violence.
- Consult women, men, and female and male youth during assessments, including the least 'visible' community members e.g. married girls, female-headed households, and survivors of gender-based violence, ex-combatants, the elderly and those with disabilities, for example.
- Include local CSOs, NGOs, members of the business community, women's groups, implementing partners and government counterparts in the assessment and stakeholder analysis processes. This ensures that local culture and context are adequately incorporated into findings, analysis, and programme design.
- Provide feedback to the consulted communities. This ensures accountability and transparency with those who participated in the assessment process, and will also help manage expectations.
- Apply a conflict-sensitive lens. Develop clear, transparent participant selection criteria and share openly with target communities. A transparent selection criterion reduces the chances of misunderstanding and, as a result, enhances the protection of participants. Choose your venue for consultations carefully, and think deeply about who may or may not be able to access it, and why or why not.
- Work with target communities to identify appropriate participants. Recognise that community leaders and other community members may have a vested interest in ensuring some individuals or families are targeted, and/or may select times or locations that inherently exclude some groups or individuals whose views they wish to exclude or do not feel are important. It may be helpful to have the proposed participants vetted through different sources such as informal and religious leaders, women's groups, and youth groups.

2.7 | Dealing with time and/or resource constraints

OVERVIEW

Conflict analysis should be an on-going process and an integral part of the UN's capacity-building efforts, informing policy and programme development. Not having enough time or resources should never be a reason for not undertaking a conflict analysis exercise. It is possible to undertake a conflict analysis over a couple of days, weeks or months. The rationale and time available for undertaking the analysis will determine how indepth the analysis will be, and how broad participation will be. It will also determine whether or not the analysis is shared broadly or remains internal to the CO for specific programming purposes (cf. Annex One).

However, sometimes circumstances dictate that a CDA needs to be undertaken in a short period of time and/or with limited resources. It could come as a last minute requirement prior to programme development, before an election or after a large-scale disaster, for example. Obviously the more time and more resources you have, the deeper and richer your analysis will be; however, even a one-day analysis will be better than not doing a CDA at all.

HOW TO DEAL WITH RESOURCE CONSTRAINTS

‘Good enough’ analysis

Do not attempt to be too comprehensive at the expense of completing the analysis. It is impossible to know everything about the context and the conflict. The amount of data collected and analysis produced can be ‘good enough’ as long as it is relevant for the purpose intended and remains flexible enough to be updated. It is essential not to view the resulting ‘snapshot’ as an indication that the conflict is static. Situations change and often very quickly, and, therefore, any analysis should always remain open and flexible to incorporating new information and revisiting assumptions. You should always be conscious that partial analysis could have negative consequences if it has limited local input or is driven by pre-existing assumptions.

Preparing the ground

If you and your team have only a couple of days or weeks to undertake a conflict analysis you may not have enough time to ensure complete participation of stakeholders at every level. With limited time and resources, therefore, you will need to carefully define realistic objectives and scope within these limitations. You should ensure that different actors’ perspectives are captured as adequately as possible, and you should consider the ‘pros and cons’ of undertaking a conflict analysis that is not as participatory as you may have wished. A more complete picture of the issues will evolve over time and you should make clear to all involved that the analysis is not yet comprehensive.

The support of senior management will be required to allocate staff resources over the period of a couple of days or weeks to work through the analysis, or seek support from other COs, from HQ or from external consultants. This will be especially important if the CO finds itself in the midst of addressing a crisis, for example, and there is limited capacity, time or resources available to invest in a lengthy conflict analysis process. You should be open to revisiting on-going programmes as well as providing inputs to decision-making processes for new programmes with the information that emerges as a result of the conflict analysis, as and when possible.

Data collection

While all the elements of a conflict analysis need to be taken into account, when time for data collection is limited you will need to focus your efforts on trying to understand the root causes of the immediate/specific situation you face. However, social media networks and new technologies can capture different perspectives of less represented segments of population, especially the views of women, youth and minorities.

Similarly, you may not have the time to research the historical roots of the issues; you will need to go back as far as you can in order to ensure that you have identified the root causes of a particular/range of conflict issues and not simply the intermediate causes. Limit your stakeholder analysis to those immediately engaged, impacted and affected by the conflict.

Participation

With limited time to conduct a conflict analysis there will, unfortunately, also be limited participation. If you are not able ensure extensive participation, try and ensure that your results are vetted as extensively as possible - even informally- to capture different perspectives of less represented segments of the community.

While limiting participation will help you to complete your analysis faster, you will have to take steps to ensure that your analysis reflects all perspectives and does not simply validate pre-existing assumptions. Ensure that you have adequately considered women's groups, youth and minorities as key stakeholders and participants within the conflict.

Analysis

Given the limited time available to ensure a completely participatory process and to undertake an in-depth conflict analysis, you must ensure that your analysis - whether it is undertaken by you alone or within a small group - is vetted as extensively as possible. Choose simple, dynamic tools that can illustrate the causes, stakeholder mapping exercises and the dynamics of the conflict in a simple but effective manner. A small group of those with local expertise and experience is essential to provide context to the issues as and when they are examined.

When adapting the tool, it is important to consider how the information, perceptions and priorities of communities will be taken into account and reframed as macro-issues. This will help to avoid viewing communities as homogeneous, which can risk generalised or poorly-grounded responses that are mismatched with the needs of communities; when adapting the tool, it is also important to identify gender-linked variables that can be associated with increased risk of conflict and threats to development.

The second part of your conflict analysis should be spent looking for entry-points for engagement either in policy development or programming, and identifying risk mitigation strategies.

Reporting

It is important to be are aware of the limitations of the results of your analysis if you have not had the time to make the process extensive and inclusive. For example, you may wish to consider limiting circulation of the report; this is especially true if you are in a conflict situation where tensions are running high. While all the essential information should have been captured, it will still be less thorough than desired. Remain open to refining and updating your analysis as information becomes available, is challenged, or if you have time to complete a more thorough analysis. You should take the decision internally as to how extensively your report should be shared.

Programme updates to the assessment

A conflict analysis can be undertaken at various phases of the programming cycle. Ideally an analysis should be taken at the beginning of any strategic planning or programme design process. However, a CDA can also be undertaken during the implementation and monitoring of projects to ensure that programming choices avoid exacerbating conflict, and/or to provide recommendations on how programming could be revised to reflect changing realities. The CDA ANDALANA may provide a good solution when it comes to updating the quick 'snapshot' exercise (cf. Module Five).

ANNEX ONE | 'How to' prepare for a conflict analysis: Summary and decision table

TIMELINE	ON-GOING	ONE MONTH	ONE WEEK
RESOURCES HUMAN/ FINANCIAL	Moderate	Full	Limited
PURPOSE	Strategic programming/ positioning; political processes.	Strategic programming/ positioning; political processes.	Ad-hoc programming/ political processes; revision to existing programming in emergencies.
PREPARATION	Internal and external buy-in/support.	Internal and external buy-in/ support.	Internal buy-in and support.
PARTICIPATION	Broad; formal and informal; inclusive.	Selective; moderate; formal and informal; inclusive.	Limited; selective; informal.
DATA COLLECTION	Primary/secondary research; workshops.	Primary/secondary research; workshops.	Desk review; internal workshop.
ANALYSIS	Situation; factor; stakeholder; conflict dynamics.	Situation; factor; stakeholder; conflict dynamics.	Situation; factor; stakeholder; conflict dynamics.
VALIDATION	Broad-based, formal and inclusive.	Broad-based, formal and inclusive.	Internal, informal and inclusive.
REPORTING	Broadly shared, on-going and updated.	Broadly shared, on-going and updated.	Limited circulation, ongoing and updated.

MODULE THREE

How to Conduct Analysis: A Seven-Step Guide

What is the purpose of the Module?

This Module will explain how to undertake a CDA.

Content of this Module:

This Module explains how to undertake a CDA and provides details on how to conduct: a situation analysis; factor assessment; stakeholder analysis; conflict dynamics and drivers of change analysis; build scenarios; and, report writing.

Who should read this Module?

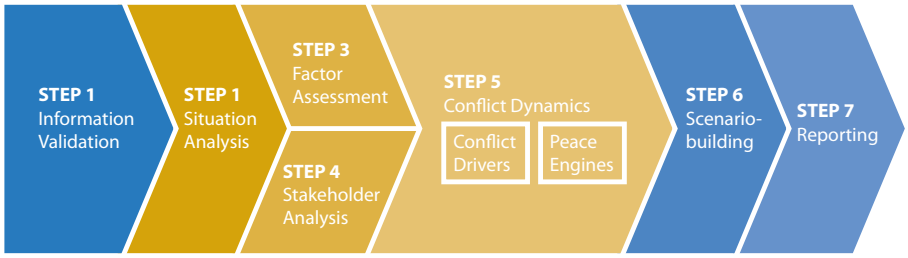
In-country conflict analysis teams, those tasked to do a CDA and those interested in exploring the possibility of doing a CDA.

MODULE THREE

How to Conduct Analysis: A Seven-Step Guide

Having laid the foundations for your CDA analysis by building an appropriate team and designing a suitable data collection methodology, you are now ready to begin the analysis process. Analysis is the core of the CDA methodology. A robust data analysis methodology helps ensure the credibility of the final report and also shapes the engagement mechanisms. This section provides an overview of approaches and tools for working with the information you have gathered.

FIGURE 3.1 | Seven-step overview: Conducting conflict analysis



STEP ONE: INFORMATION VALIDATION

Validation is the method through which you acquire feedback for the findings that have been obtained through primary and secondary research, before embarking on any further analysis.

STEP TWO: SITUATION ANALYSIS

Your entry-point to understanding the conflict, a situation analysis seeks to produce an introductory 'snapshot' of the current and emerging context in various thematic focus areas.

STEP THREE: FACTOR ASSESSMENT

The conflict factor assessment identifies conflict and peace factors associated with deeply-rooted issues that underlie the dynamics of conflict and peace, as well as latent conflict or manifestations of conflict in the form of root factors, proximate factors, and triggers.

STEP FOUR: STAKEHOLDER ANALYSIS

Stakeholder analysis seeks to identify and analyse the key actors that influence or are influenced by the conflict, and how they interrelate and reinforce opportunities for peace or instigate/exacerbate conflict.

STEP FIVE: CONFLICT DYNAMICS

Conflict dynamics provide insights into the relationship amongst situation, factor and stakeholder analyses, providing a multi-dimensional understanding of dominant processes within the conflict or context.

STEP SIX: SCENARIO-BUILDING

Scenario-building helps identify possible conflict trends in order to better anticipate possible conflict developments or trajectories over time to inform responses.

STEP SEVEN: REPORTING

Development of the final report, taking into consideration the preceding analysis and audience in both the content and structure of the report.

THE DYNAMICS OF CHANGE: CONFLICT DRIVERS AND PEACE ENGINES

Deepening understanding of both conflict drivers and peace engines – processes that fuel conflict and build peace – lies at the core of each of the seven steps outlined below. Conflict drivers and peace engines emerge from the confluence of key circumstances and actors, resulting in either an increase in violence (conflict drivers) or an increase in peace (peace engines).

3.1

These two concepts are central to our analysis since programming will be designed to minimise or transform conflict drivers, while simultaneously supporting and strengthening peace engines.

Conflict drivers

Conflict drivers are dynamic processes that contribute to the ignition or exacerbation of destructive conflict as a result of structural and/or proximate factors. Conflict drivers usually manifest themselves in violence or directly contribute to the emergence of violent conflict.

Peace engines

Peace engines are elements and/or processes that exist within a society that mitigate the emergence and proliferation of violent conflict, and strengthen foundations for peace. Peace engines draw upon and reinforce the innate resilience of a society.

3.1 Step one: Validate the information

OVERVIEW

Even if your team is highly skilled and has collected information in a thorough and inclusive manner, the findings will still contain inaccuracies and biases; this is inevitable given the complexity of the task at hand. If the analysis is to be used effectively, however, you need to be sure that the findings are as accurate as possible. No map or narrative is the same as reality—nor should it be; but some maps are more accurate than others. You need to ensure that your findings are 'good enough' for your purposes, and the best that they can be given the constraints of the context in which you are working.

Validation is the method through which you obtain feedback on your work; validation is the first step you should use to analyse findings obtained through primary and secondary research before embarking on any further analysis. Validation is crucial throughout the conflict analysis process; it is important to take stock and validate interim findings and conclusions at various points throughout the analysis process.

HOW TO VALIDATE INFORMATION

You can obtain feedback, criticisms and validation for your analysis through several means; you could, for example:

- Hold a short workshop in which all stakeholders come together to discuss the findings; you will need to ensure that this will not increase tensions or create conflict, however. Present the analysis and ask for feedback, suggestions, corrections, additions, etc.
- Hold separate workshops or meetings with small groups of people representing different viewpoints.

For example, you could hold one meeting with civil society representatives, and another with government; or you could hold one meeting with clan A and another with clan B; or separate meetings with women, men, youth, elders, etc. As above: you should present the analysis and ask for feedback, suggestions, corrections, additions, etc. This approach may be particularly appropriate in highly polarised societies, but you should avoid being perceived to entrench politicised groups and affiliations.

- Meet with a series of individuals who represent different perspectives to present your findings and ask for feedback.
- Use triangulation i.e. whereby you verify each piece of information with at least two other sources (See Text box 2.1 in Module Two for more information).

When following any of these approaches, you should determine how to alter your findings (narrative, maps, diagrams, charts, tables) in order to integrate the feedback you have received. Keep in mind, however, that you are - in most cases - looking for a 'good enough' analysis, not the perfect depiction of the situation (which is, in any case, not possible to achieve). Ideally, you should also refine and update the analysis on an on-going basis (c.f. Module Five).

ESSENTIAL TIPS

- Regardless of the method of validation chosen, it is extremely important that you and other members of your team and/or organization remain open, respectful and non-defensive in relation to feedback offered. Do not attempt to defend the analysis! Work from the basis that the analysis can only be flawed and your only priority is to improve it.
- It is essential that you find ways to accommodate different perspectives. No single narrative will be able to encapsulate all the historical, multi-faceted aspects of the conflict. You need to include a variety of opinions and views; often differing narratives are in of themselves a source of conflict and it can be helpful to look at and acknowledge this issue.

3.2 Step two: Undertake a situation analysis

OVERVIEW

A situation analysis seeks to produce an introductory 'snapshot' of the current and emerging historical, political, economic, security, socio-cultural and environmental context in a conflict-affected area at a specific point in time. You should view the situation analysis as your 'entry-point' to understanding the conflict, including a cursory understanding of both conflict drivers and peace engines. At this stage of the analysis the focus is the big picture i.e. a picture that is painted in broad strokes to highlight key issues that characterise the context, and issues that require further analysis.

HOW TO DO A SITUATION ANALYSIS

› Situation analysis: Key questions

Too often analysts focus their efforts only on prevalent violent conflict and the underlying processes that fuel the conflict. Your situation analysis, however, should identify not only the most significant drivers of

conflict, but also the present and/or emerging foundations for peace. This dual perspective will lay the foundations for deeper analysis and understanding of conflict drivers and peace engines (cf. Step Five: Conflict dynamics and drivers of change analysis).

> **Conflict drivers:** Which processes appear to be driving or fuelling the conflict, and who is involved?
>
> **Peace engines:** What are the initial opportunities for building peace, and who is involved?
>
> A deeper understanding of *how* and *why* these processes are occurring will emerge as your analysis evolves, and will converge in step five on 'conflict dynamics'.

Depending on the methodology you chose when preparing to do the CDA, you should try to answer as many of the below questions as possible during the course of your desk study and/or your interviews, questionnaires and focus groups. Text box 3.2 can be used to guide your questions even further, although you should keep in mind that at this stage you are not looking for *depth* but *breadth*, so your questions should remain as open-ended and exploratory as possible.[6]

- How does the conflict manifest itself? Does it appear to be a national, sub-regional or local conflict?
- Is the conflict contained within one country or are there cross-border issues and ramifications that need to be taken into consideration?
- What are the major effects of the conflict? What will be the major consequences of the conflict in the short-, medium-, and long-term?
- How long has the conflict been underway? Does it appear to be cyclical? Does it appear to be getting worse?
- Are there key events or trends which impact upon the intensity of the conflict e.g. such as elections, weather patterns, unemployment, food prices, etc.?
- Who appear to be the main actors in the conflict? Who are the key groups and individuals? Who is most affected by the conflict? What roles do men and women play?
- What appear to be the main drivers of conflict? Is it fuelled by: inequality, marginalisation, identity issues, or access to natural resources, for example?
- If human rights violations are being committed, are they part of a pattern or do they constitute isolated events? Are these issues being addressed by the relevant authorities? Is the national policy and legal framework for human rights protection adequate?
- Are there any peace processes or peacebuilding endeavours underway? If so, where? To what extent have these efforts been successful?
- Who have been the main and/or most influential actors that have been pursuing peaceful means to resolve conflict? Which actors have the capacity and/or the interest to strengthen peace? What role do women play in pursuing peace?
- Which structures or institutions most prominently offer peaceful means by which to resolve or prevent conflict? Which structures or institutions have the *potential* to offer peaceful means by which to resolve or prevent conflict?

[6] Questions informing the situation analysis can also be used to inform the next two phases of analysis, as appropriate.

SPECIFIC CONSIDERATIONS FOR DIFFERENT POINTS IN A CONFLICT[7]

The information required and the types of questions to be asked may vary depending on which stage of the conflict the analysis process takes place. The following are suggestive lines of inquiry for these major points in time; you should keep in mind that conflict and peacebuilding processes do not always progress in linear fashion.

Early intervention for conflict prevention

1. What are the long-term structural causes of conflict? For example, these may be issues of political, social or economic exclusion based on ethnicity or religion that are present in society, but have not yet emerged in visible conflicts or violence.
2. Which issues, if left unaddressed, could lead to violent conflict? Over what time period? E.g. economic disparities; neglect of whole regions or groups/unequal distribution of government support for development; rampant corruption; lack of government services in education, health, transport (etc.); environmental factors (e.g. scarcity of resources, frequent droughts, etc.); and, problematic governance structures/processes in terms of participation, decision-making, and representation.
3. Which policies or groups are attempting to address these issues? How? To what effect?

Emerging crises/urgent conflict prevention

3.2

1. What immediate issues or events could trigger widespread political violence? E.g. poorly organized or contested elections; sudden increases in cost of basic goods; sharp economic downturn/unemployment; poorly implemented demobilisation programmes; detrimental environmental factors (such as natural disasters) coupled with muted government responses.
2. What are the warning signs for any of the above examples or any other identified 'triggers'? What forces, if any, are attempting to manage these issues?
3. Is there an increase in violence against women, or any other 'silent' warning signs?

Periods of open violence

While this guidance is oriented primarily towards conflict prevention activities, the same tools can be used to analyse conflicts that are already in a period of open violence.

1. What are the underlying causes of conflict? Why did these factors lead to violence? Were any unsuccessful efforts made to avoid descent into war?
2. How has the conflict shifted during the period of violence? Have new issues emerged?
3. What efforts are being made to stop fighting? Are official negotiations planned or underway? If so, are there barriers to progress? What support is being provided for the negotiation process, and with what degree of success? What issues are on/off the table?
4. Are there opportunities for 'Track II'/unofficial dialogue or negotiation efforts? Is anyone already undertaking such endeavours, and, if so, to what effect? What other initiatives would support movement towards peace?
5. Is Sexual and Gender-Based Violence (SGBV) being used?

[7] Conflict analysis Framework, field Guidelines & Procedures, May 2012, CDA, GPPAC, NCA, p 19-20

Cyclical violence or low intensity conflict

In some situations the conflict may come in waves or cycles rather than as a single significant period of violence. The violent conflict in central Nigeria is an example of violence that comes in 'waves', whereby contending groups engage in riots and mutual attacks periodically, with periods of relative calm in between.

1. What are the underlying causes of cyclical violence? Why do these issues emerge when they do, and what allows for relative calm during other periods? Are certain members of society targeted by violence more often than others?
2. Who is doing what to address the underlying causes and immediate triggers? To what effect?
3. What can be done to prevent the recurrent cycles of violence, in terms of both short-term and long-term strategies?

Post-violence/post-war/post-peace agreement

1. What were the underlying causes of the war/violence? How did these factors change during the war? What new factors have emerged?
2. Amongst the causes identified, which ones (if any) were addressed in the context of the peace agreement? What is the important 'unfinished business' or persistent issues, which, if unaddressed, could threaten to cause a relapse into violence?
3. In 'post-conflict' peacebuilding-related programming, what drivers of conflict are being addressed, and how? Are these efforts successful or effective? What issues are being ignored or actively avoided?
4. What is the strategy for recovery? To what extent is it necessary - and are people willing - to address issues of trauma from the war/violence? Is there a need for some form of transitional justice or other forms of healing? Are their cultural factors, perceptions or gender roles that hinder the ability to address issues related to recovery/healing?

Situation analysis: How to present your findings

The responses to the above questions can be organized in many different ways.

- A brief narrative could be written that captures the storyline of the conflict as well as key issues; or,
- The information can simply be listed in bullet points, and can be organized according to thematic areas (e.g. political, economic, social, environmental, security, etc.) and/or geographic scope (e.g. regional, national, sub-national, local, etc.). There is no right or wrong way to organize the data as long as it captures the most relevant concerns for the end goals of the analysis.
- Situation analysis is the first entry-point to the conflict; it is mostly conducted through a desk review, making use of existing analysis to achieve an initial, comprehensive understanding.
- Another way to organize the first 'snapshot' of the conflict is to have a workshop or brain-storming session and to then further structure the session along the lines of Table 3.1 below.

TABLE 3.1 | How to organize your situation analysis

	POLITICAL	ECONOMIC	SOCIAL	ENVIRONMENTAL	SECURITY
'REGIONAL/ SUB-REGIONAL					
NATIONAL					
SUB-NATIONAL					
LOCAL/COMMUNITY					

The categories - as noted above as 'Security', 'Political', etc. – will vary depending on the context. The person or team leading the analysis should decide which categories to assign, and the most effective way to organize and present the information. It is important that the variables are not seen as fixed entities, as this may lead to important elements being missed if they do not fit nicely into predetermined organizing modalities.

Situation analysis: Cross-cutting issues

Gender

A context specific analysis of gender relations and how these relations shape the extent to which women engage in, are affected by, and seek to prevent and resolve conflict should be included in the analysis. At a minimum, your situation analysis should ensure that you conduct community consultations with diverse groups of women, men, and female and male youth, and combine the participatory assessment with a conflict development analysis, including: a gender analysis; consultations with key stakeholders and expert informants; and, a review of secondary data. Your situation analysis should consider the following where necessary:

- The division of labour; control over and access to resources; land and property inheritance practices, as well as changes in gender norms and roles as a result of conflict, displacement and post-conflict recovery; local discriminatory laws, practices and attitudes that impact women's, girls', men's and boys' safety differently. This analysis should also capture levels of participation in, and access to employment programmes from local key informants and stakeholders (CSOs, NGOs, women's groups), such as the prevalence of Gender-Based Violence (GBV), including domestic violence and harmful traditional practices, such as Forced Genital Mutilation (FGM), forced/early marriages, and bride price/dowry practices, for example.
- The different roles women and men play in the reduction of conflict, both formally and informally at the local and national levels.
- An analysis of women and children's land and natural resource use when designing mine action, resource management and environmental protection programmes. Ensure women are able to participate in traditional livelihood activities safely and sustainably, and have roles to play in effective Natural Resource Management (NRM). You can refer to Module Twelve on Natural Resources for more information.

Other cross-cutting issues

You should also consider human rights, protection, capacity development and institution-building issues at this phase of your analysis, and include them in the relevant thematic sections of the table. Human rights and institutional issues could fit either within the political or the security matrix, and could apply at the international, national or sub-national levels.

3.3

Additional tools: Additional guidelines for conflict assessment

- DfID,'Conducting Conflict Assessments; Guidance notes' London, England, 2001.
- 'Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: Tools for Peace and Conflict Impact Assessment- Resource Pack', APFO, CECORE, CHA, FEWER, International Alert, Saferworld, 2004.
- UNDP, 'Working Guidelines: Gender and Conflict-related Development Analysis'. Draft, New York, NY. United Nations Development Programme (UNDP-BCPR), 2007.
- CARE, *Benefits-Harms Handbook*, Atlanta, USA, 2001.
- CDA Collaborative Learning Projects, 'Conflict Analysis Framework: Field guidelines and procedures', (Second draft), 2012.
- USAID, 'Conducting a Conflict Assessment: A Framework for Strategy and Program Development', Washington DC, 2005.
- UNDP CPR, Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html
- UN-Women, 'Gender and Conflict Analysis' http://www.unwomen.org/~/media/Headquarters/Media/Publications/en/04AGenderandConflictA nalysis.pdf, 2010.
- Office of the UN Special Advisor on the Prevention of Genocide, 'Framework of Analysis', https://www.un.org/en/preventgenocide/adviser/pdf/osapg_analysis_framework.pdf.

3.3 Step three: Factor assessment

OVERVIEW

The factor assessment methodology is used to identify 'conflict factors' and 'peace factors' i.e. deeply rooted issues that underlie the dynamics of conflict and peace as well as latent conflict or manifestations of conflict, frequently in the form of violence. Identifying conflict drivers and peace engines, and unlocking the relationships between them is an integral part of the CDA. The factor assessment will identify the factors that fuel and exacerbate conflict (as a component of conflict drivers), and the factors that mitigate conflict and build peace (as a component of peace engines). The factor assessment is sometimes also referred to as 'causal analysis'.

The factor assessment helps to 'dig down' beyond elements of conflict or peace that are visible, in order to understand the complexity of these issues beneath the surface. On the surface, immediately visible

facts are those that tend to be reported in the latest news reports, for example; but these news reports frequently fail to grapple with why such events are happening. A comparison can be drawn with an iceberg (see Figure 3.2); although only the tip of the iceberg can be seen, you have to look below the surface to get a more complete picture of the iceberg. Similarly, the factor assessment looks beneath the surface to better understand what is driving conflict and peace, thereby also identifying events/issues that could lead to further outbreaks of violence (or *trigger* outbreaks of violence).

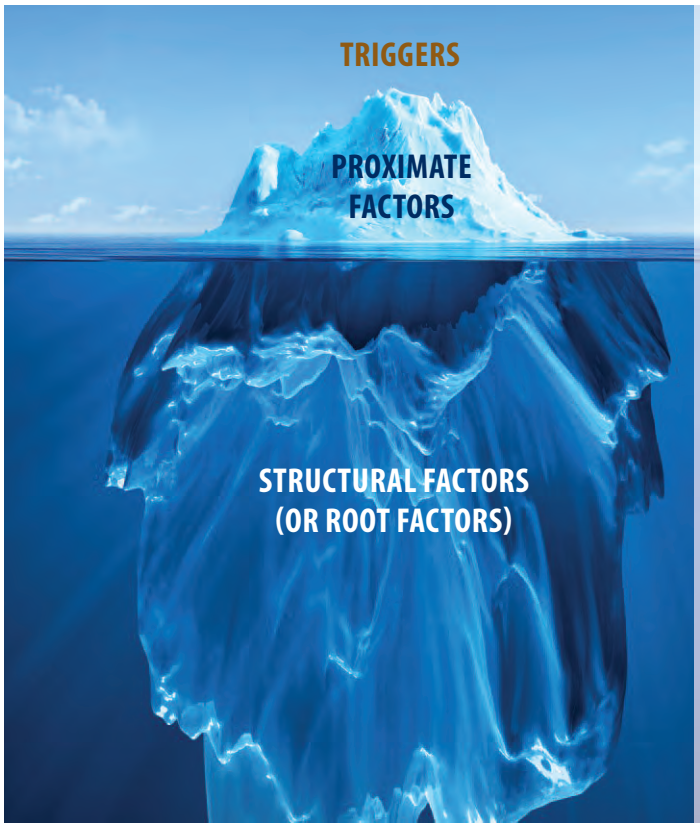
HOW TO DO A FACTOR ASSESSMENT

› Understanding conflict and peace factors

In order to understand a given context it is important to identify existing and potential sources of conflict; these may be the result of any number of factors, including: basic human needs; weak governance; competition for power and control of resources; inequalities and marginalisation; and, conflicting belief systems. However, it is important to remember that conflicts are multi-dimensional and multi-causal: there is rarely one single, direct cause of conflict but, rather, various factors that influence the nature and dynamics of the conflict.

In order to do a conflict factor analysis, you need to be able to differentiate between: root/structural factors; intermediate/proximate factors; and, triggers. N.B. We do not use the concept of 'causes' as this implies a level of causality that is not possible to ascertain at this stage of the analysis. The interaction between the different factors is part of the step in which the conflict dynamics are analysed.

FIGURE 3.2 | Factor assessment



PROXIMATE FACTORS
Proximate factors (or intermediate factors) are most visible and most evident, usually in the form of manifestations of violence or explicit measures to strengthen peace.

STRUCTURAL FACTORS
Structural factors (or root factors) are deeply embedded, fundamental issues that drive conflict or that strengthen peace. These are the least visible part of the iceberg, but often the most significant.

Triggers
Triggers are single issues or events that lead to a dramatic escalation in conflict, particularly violent conflict.

Root/structural factors

Root/structural factors are the long-term factors underlying violent conflict and normally constitute a mixture of long-standing, deep-rooted grievances, such as limited or inequitable access to land and resources, illegitimate or ineffective government, low political participation, or lack of equal economic and social opportunities. These factors are the least visible part of the iceberg. When these factors are aligned with ethnic, religious, cultural or ideological differences, the conflict can take on elements of intractability. It is important to note that almost all of the commonly listed root factors of conflict have a gender dimension that needs to be taken into consideration with regards to how women and men are affected differently by these factors.

One of the challenges in identifying root factors of conflict is knowing when you have found a 'true' root cause. Complex crises often have multiple root causes. A root factor is the major cause or may form part of the major cause of the identified conflict symptoms. It is essential to 'drill down' as deeply as possible to identify the root of the problem. For example, systematic human rights abuses can be both a cause and a consequence of violent conflict; human rights abuses may, however, be tied to a battle for political power or control of economic resources, which could be one of the structural cause of conflict.

3.4

Guiding questions for root factors of conflict and root factors of peace

- **Legitimacy of the state:** Are there proper checks and balances in the political system? How inclusive is the political/administrative power? What is the overall level of respect for national authorities? Is corruption widespread?
- **Rule of law:** How strong is the judicial system? Does unlawful state violence exist? Does civilian power control security forces? Does organized crime undermine the country's stability?
- **Respect for fundamental rights:** Are civil and political freedoms respected? Are religious and cultural rights respected? Are other basic human rights respected?
- **Civil society and media:** Can civil society operate freely and efficiently? How independent and professional are the media?
- **Relations between communities and dispute-solving mechanisms:** How good are relations between identity groups? Does the state arbitrate over tensions and disputes between communities? Are there uncontrolled flows of migrants/refugees?
- **Sound economic management:** How robust is the economy? Is the policy framework conducive to macro-economic stability? How sustainable is the state's environmental policy?
- **Social and regional inequalities:** How are social welfare policies addressed? How are social inequalities tackled? How are regional disparities tackled?
- **Geopolitical situation:** How stable is the region's geopolitical situation? Is the state affected by external threats? Is the state affecting regional stability?
- **Environmental/ natural resources:** Are natural resources a potential cause or factor in the conflict, for instance in terms of limited access, disputed distribution of revenues or otherwise?
- * http://conflict-development.com/wp-content/uploads/2011/01/EC-Checklist-for-Root-Causes-ofConflict_ENG.pdf

Intermediate/proximate factors

Intermediate/proximate factors are visible, recent manifestations of the conflict. These factors constitute the visible portion of the iceberg. Intermediate/proximate factors exacerbate emerging or persistent violence over the medium to long-term; such as an uncontrolled security sector; human rights abuses; the destabilising role of neighbouring countries; light weapons proliferation; and, gender-based injustices (i.e. the systematic use of rape or sexual violence) against women or men may also be considered an intermediate factor of a conflict in so far as it may increase pre-existing tensions and violence.

One way to differentiate an intermediate cause from a root factor is to use the 'but for' test: i.e. 'but for x (the root factor), y (the intermediate factor) would not have happened.' For example: 'But for the *lack of legislation* protecting pastoralists right to access natural resources, the *violent seizure of water resources* from local farmers would not have happened.'

When analysing how to address structural and intermediate factors of conflict, it is important to remember that resolving intermediate causes of conflict is unlikely to have a long-lasting impact. Indeed, unless root causes of conflict are resolved, powerful social agents will find a way to prevent or block solutions to the conflict. Intermediate factors are only symptoms of deeper issues.

Triggers

Triggers are short-term, often sudden or unforeseen events that provoke a large-scale response from the population; triggers may provoke a violent manifestation, the outbreak of conflict or escalate a pre-existing conflict. Triggers can either lead to a dramatic worsening of a pre-existing situation, or form part of an event that expresses a broader dissatisfaction with the status quo, thereby sparking a much broader response than could have been anticipated.

Triggers can serve as flashpoints that feed into structural and proximate factors/causes of conflict, igniting a response from the population. Events such as elections, environmental catastrophes, military coups, the collapse of local currency, scarcity of basic commodities, capital flight, and the rapid rise in unemployment, for example, can serve as triggers.

Triggers can also be smaller, micro actions or events that occur suddenly and prompt ramifications in the context of conflict situations. For example: the self-immolation of Tarek al-Tayeb Mohamed Bouazizi in Tunisia in December 2010 is considered by many to have been a trigger for what became known as the 'Arab Spring'; similarly, the demonstrations against construction in Gezi Park, Istanbul, Turkey in 2013 was a trigger for broader demonstrations about social and political issues. These examples have to be seen within the timeframe of the conflict dynamics, meaning that what is considered a trigger at one moment in the conflict dynamics may not be considered trigger in a later (or earlier) stage of the conflict.

Triggers can provide useful entry-points for working on the deeper, structural issues of the conflict that influence the ability to ensure sustainable and equitable development. To the extent that triggers are identifiable, predictable events (such as elections, or naturally occurring events such as monsoons or floods), it is possible to try to prevent such events acting as triggers for conflict escalation or other negative consequences. These activities, however, will not resolve the conflict itself, but may prevent it from escalating or becoming intractable.

Factor assessment: How to organize your information

The simplest way to organize the information in the conflict factor assessment section is to assemble it in a format similar to that elaborated in Table 3.2 for further analysis. The table below demonstrates how to keep track of information related to elements of the factor assessment. When going through this assessment, it is important to consider the national-, regional- and local-level dynamics of the conflict factors in question. The information gathered in this step of the analysis will subsequently be applied to the conflict dynamics step (Step five). Conflict dynamics will consider the relationship between stakeholders and conflict factors including root factors, proxy factors and triggers in order to identify key conflict drivers and peace engines.

TABLE 3.2 | Organizing a factor assessment

	STRUCTURAL/ ROOT FACTORS LONG-TERM, DEEP-ROOTED FACTORS UNDERLYING VIOLENT CONFLICT.	**INTERMEDIATE/ PROXY FACTORS** ACCELERATORS OF THE CONFLICT/VISIBLE MANIFESTATIONS.	**TRIGGERS** ACTIONS THAT CONTRIBUTE TO FURTHER ESCALATION OF THE CONFLICT.
POLITICAL	Oppressive regime.	Incitement of opinion leaders.	Elections.
SECURITY	Porous borders/weak governance and absence of government monopoly over the use of force.	Weapons proliferation.	Escalation of violence in general and GBV in particular.
ECONOMIC	No legislation on equitable land distribution.	Land seizures.	Scarcity of basic commodities and increased unemployment.
SOCIAL	Historical ethnic tensions and mistrust; and, historical and persistent gender inequalities.	Past forced relocation of ethnic minorities.	Displacement to marginalised areas.
CULTURAL	Continued historical rhetoric on the inferiority of the 'other'.	Minority ethnic groups marginalised and lack of cultural validation or acceptance.	Lack of culturally appropriate dispute resolution mechanisms.
ENVIRONMENTAL	No effective formal legislation regarding land use.	Seizure of water resources.	Drought.

3.5

Additional tools: Factor assessment

- UNDP, 'UNDP Guide to CDA: Matrix of Conflict Causes' New York, NY: United Nations Development Programme, 2003.
- Peacekeeping Centre, *Peace and Conflict Impact Assessment (PCIA) Handbook: Conflict Profile*, Ottawa, Canada, 2011.
- http://www.acordinternational.org/silo/files/community-peace-recovery-and-reconciliationhandbook.pdf
- CDA Collaborative Learning Projects, 'Conflict Analysis Framework, Field guidelines and procedures: Conflict tree (Draft)', Cambridge, Mass, 2012.
- European Commission, 'Check-list for Root Causes of Conflict', 2001.
- UN System Staff College, 'How to Conduct a Causal Analysis: Problem tree and Iceberg', (on-line course).
- Consortium, 'Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: Tools for Peace and Conflict Impact Assessment-Resource Pack', Location, 2011. APFO, CECORE, CHA, FEWER, International Alert, Saferworld, 2004.
- CARE, *Benefits-Harms Handbook*, Atlanta, USA, 2001.
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html.

3.4 Step four: Stakeholder analysis

OVERVIEW

Stakeholder analysis seeks to identify and analyse the key actors in a given context. A stakeholder analysis will identify local, national, regional and international actors that influence or are influenced by the conflict, and how they interrelate and reinforce opportunities for peace or instigate conflict. Within this framework, the term 'actors' refers to individuals, groups and institutions engaged in, as well as being affected by, conflict. Stakeholder analysis complements both the context and conflict factor analyses with an actor-based analysis that focuses on their interests and motivations.

HOW TO DO A STAKEHOLDER ANALYSIS

› Stakeholder analysis: Guiding questions

The following questions can help identify the range of stakeholders in the conflict context, and assist with an understanding of their positions and interests, and their relationships with one another, and with structural and proximate conflict factors.

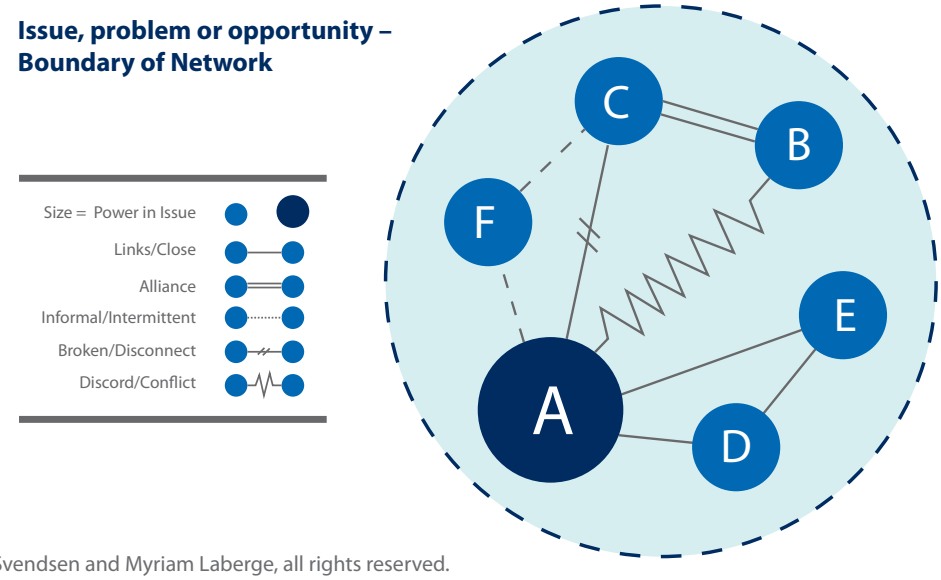
- Who are the main stakeholders?
- Do they participate in current decision-making bodies?
- What are their main interests, goals and positions?

- What are their capacities and resources?
- Are there lines of connection/support between armed and civilian stakeholders? Is there capacity to mobilise civilians at short notice?
- What are the relationships between and among all stakeholders and how are they connected?
- What are their interests? Do their interests converge?
- What and where are the capacities for peace? How are they connected to the other stakeholders?
- What stakeholders can be identified as spoilers and why?
- What horizontal inequalities exist and what are their impacts on relationships amongst stakeholders, including among groups by identity, religion, ethnicity, region, etc.?
- What role does gender play in the conflict and is it a positive transformative role (i.e. is it mobilising social movements for peace? Enabling social and political leadership)? If so, how can this be encouraged to contribute to long-term conflict prevention? If not, how can negative influences be mitigated? There is a tendency, for example, to see women primarily as victims or survivors of violence, particularly sexual violence; this has obscured the many other roles that women play - both positive and negative - in working for peace or provoking, condoning and pursuing conflict in support of men and social identities. Likewise there needs to be consideration, of course, that there are large numbers of 'non-violent men in violent settings'. In most contexts, the majority of civilian men and boys are not engaged in violent conflict and are also victims and survivors of violence as well as peacebuilders.

Stakeholder analysis: How to organize the information

It can be helpful to illustrate this exercise visually, either on your own, with your team, or with internal and external stakeholders as part of joint exercises. Conducting a stakeholder mapping exercise, such as the one shown below, will increase understanding of the linkages between actors and the issues, and may bring to light previously unknown alliances, conflicts or more general insights.

FIGURE 3.3 | Stakeholder mapping exercise

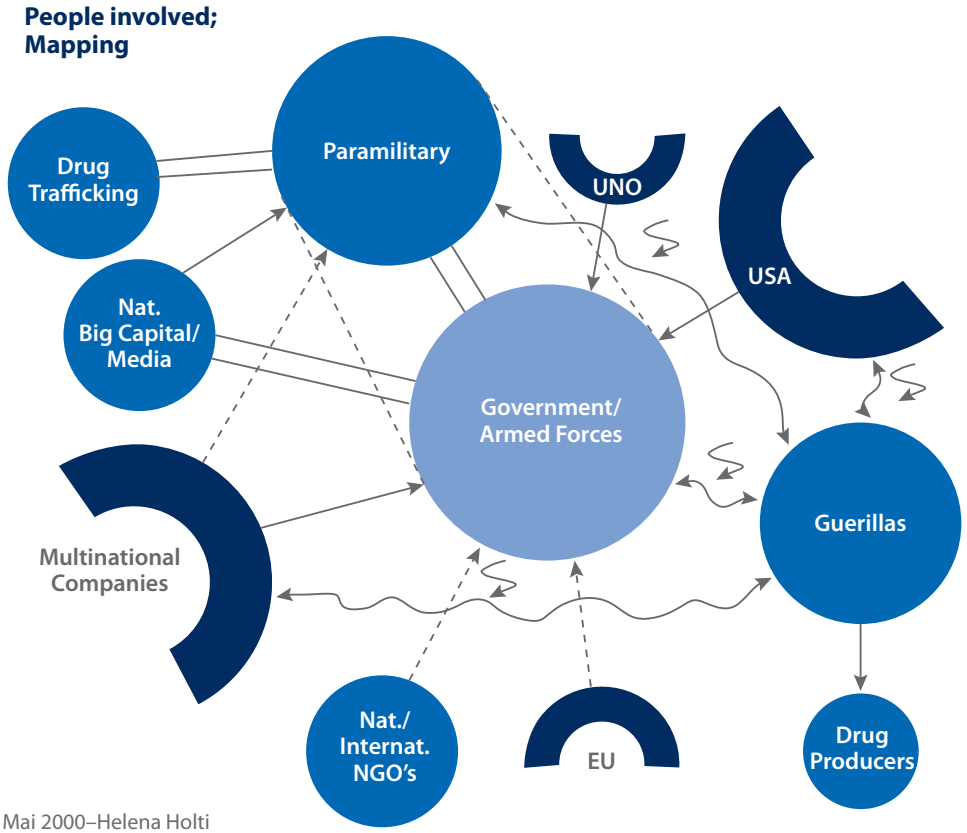


© 2003 Ann Svendsen and Myriam Laberge, all rights reserved.

Suggestions for using the above map

- Place key stakeholders in their own circle at the center of the paper and demonstrate how all the other actors relate to these central figures using the above lines indicated. The size of the circle should reflect their relevant importance/power.
- Cluster actors according to existing alliances. Based on the above legend, input all the key actors you have identified and map their relationships. You can also insert boxes with the key conflict issues characterising the relationship.

FIGURE 3.4 | Stakeholder mapping example based on the Colombia context



Vodrag 15: Mai 2000–Helena Holti

Once you understand the connections and disconnections between the key stakeholders, you may wish to develop a deeper analysis of the motivations, capacities and positions of the key players so that you can better target your interventions. Filling out the stakeholder matrix/mapping below is one tool that can be used to produce a deeper analysis of the key actors and their inter-relationships in the context of the conflict.

TABLE 3.3 | Example of a stakeholder matrix

	CHARACTERISTICS OF EACH ACTOR	POSITIONS	INTERESTS AND NEEDS	CAPACITIES	GENDER DIMENSIONS
EXAMPLE	**NATIONAL GOVERNMENT**	Fundamentally wish to maintain the status quo and not negotiate political/economic/ social reforms.	Interests lie in maintaining the political status quo of a specific ethnic minority rule.	Access to and control over resources and the military.	Few women in positions of power at the national level. However, they play an active role in maintaining control over natural resources at the local level.
	INTERNATIONAL DONOR	Fundamentally wish to change the power structure so that it more adequately represents the ethnic balance in country.	Has been supporting free and fair elections in country.	Has some influence over the present government as well as with regards to aid allocations for the country.	Believes that women should play a stronger, more active role as advocates for creating a more equitable society. Donor actively trains and promotes local women to engage.
	NASCENT REBEL FACTION- REPRESENTATIVE OF THE LARGEST ETHNIC GROUP	No formal communication with the government. Demand a resignation of the present government and a complete overhaul of the present governance system.	Advocates overthrow of the present government, violently if necessary, and its replacement with representatives from their ethnic group.	External financial, political and small arms support from the diaspora.	Women actively participate within the rebel troops and hold positions of power.

CHARACTERISTICS OF EACH ACTOR: Features that describe the actor (individual, group or organization), e.g. Size of the group or organization, location and membership.

POSITIONS: What are the relationships among the various stakeholders? What are their positions on fundamental issues? What are the 'drivers' behind their actions?

INTERESTS AND NEEDS: How do these interests and needs of stakeholders influence the conflict? How can the interests of the stakeholders be described? Are their interests political, economic, religious, environmental, or educational?

CAPACITIES: What resources do they have to influence conflict either positively or negatively? (i.e. Large active membership, external financial support, products, information, etc.).

GENDER DIMENSIONS: What roles do women play?

With regards to the above matrix, it important to note that it can be unclear in which box a particular item should go. It is more important to include the respective item then being blind to it, or to not include it because you are unsure how to categorise it. When discussions arise on where exactly the item should go, one can either insert it and come back to it in a later stage of the analytical process or make an additional comment in a footnote.

At the end of this stakeholder mapping exercise you should be able to generate a list of the most critical stakeholders involved in the conflict and a diagnosis for the relative importance of each stakeholder within the conflict scheme. It is worth noting that a structural factor in one conflict may be considered to be a trigger in another conflict. This highlights the importance of undertaking conflict analysis to understand the distinctions between interests and positions as well as root causes and proximate causes.

3.6

ADDITIONAL TOOLS: STAKEHOLDER ANALYSIS

- UNDP, 'Conflict-related Development Analysis: Actor Analysis Matrix (CDA)', New York, NY: United Nations Development Programme, 2003.
- CDA Collaborative Learning Projects, 'Conflict Analysis Framework, Field Guidelines and Procedures: Stakeholder Analysis/Mapping (Draft)', Cambridge: Mass, 2012.
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html.
- UNSSC, Course on 'Conflict Analysis for Prevention and Peacebuilding: Stakeholder Matrix and Stakeholder Mapping', 2011.

3.5 Step five: Conflict dynamics and drivers of change analysis

OVERVIEW

Conflict dynamics are analysed by combining the situation, factor and stakeholder analyses to understand how they affect and interact with each other. The conflict dynamics analysis helps to identify the relationship between factors that may drive conflict or support peace engines and stakeholder involvement, and aims to provide a multi-dimensional understanding of conflict. The focus, therefore, is on the dynamics of the situation i.e. the forces that are creating certain processes, or leading to certain events and activities.

This section helps you to better understand the conflict dynamics in a given context and how the factors and stakeholders identified help to build peace or reinforce conflict. Analysis of the dynamics of conflict should be revisited and readjusted over time as new information comes in and conflict dynamics shift (cf. Module Five).

HOW TO DO A CONFLICT DYNAMICS AND DRIVERS OF CHANGE ANALYSIS

› Conflict dynamics analysis

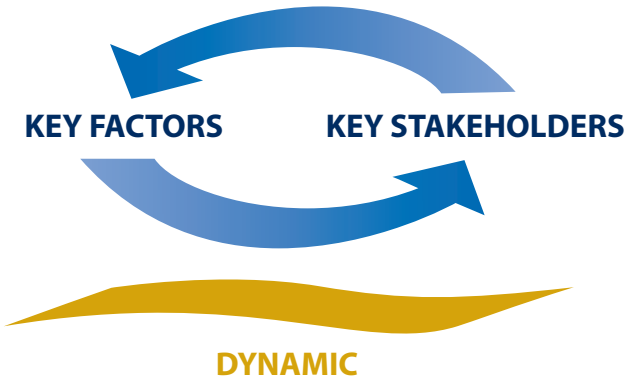
When reviewing the situational, factor and stakeholder analyses previously undertaken, you may wish to organize your thinking around key factors (factor assessment) and key stakeholders (stakeholder analysis) identified. In the context of each of these categories, you should think carefully about cross-cutting issues such as gender, human rights, protection and capacity development/institution-building.

A conflict dynamics analysis serves to develop a consolidated understanding of the relationship between the previously carried out situational, factor and stakeholder analyses. These insights are expressed in the form of conflict drivers and peace engines.

Understanding conflict drivers

Conflict drivers are dynamic processes that contribute to the ignition or exacerbation of destructive conflict. Conflict drivers emerge when structural and/or proximate conflict factors are affected by or affect various stakeholders, triggering some form of response, usually either a manifestation of violent conflict or contributing to the emergence of violent conflict. Frequently, conflict drivers comprise more than one structural and/or proximate factor, given the complex nature of conflicts and the associated undercurrents. Conflicts, however, are rarely caused by one driver alone; most conflicts are the result of several, complex and inter-locking conflict drivers.

At a basic level, a conflict driver describes the dynamic relationship among key factors (structural, proximate, and trigger) and key stakeholders.



Key conflict factors are those structural, proximate or trigger factors that create central conditions to fuel violence, elevate tensions, and weaken social relations.

Key stakeholders are those that either have a significant or catalytic role in fuelling the conflict, or those that are most significantly affected by the conflict. These are not always the largest or most powerful stakeholders, but they are critical in the context of the conflict driver.

The dynamic is the interaction between the key conflict factors and the key stakeholders. It is this dynamic process that contributes to or fuels the conflict.

Each stakeholder group has a distinct posture towards causal factors. For this reason, in order to understand conflict drivers, it is vital to define the relationship between structural/proximate factors and the associated stakeholders. On this basis, responses may be assessed and more relevantly proposed, developed, and implemented.

Understanding peace engines

Peace engines refer to elements that exist within a society that mitigate the emergence and proliferation of violent conflict and strengthen foundations for peace by drawing upon the innate resilience of a society (cf. Text box 3.7).

Similarly to conflict drivers, a peace engine describes the dynamic process that mitigates conflict or strengthens peace emerging as a result of the dynamic relationship among key factors (structural, proximate, and trigger) and key stakeholders.

Key peace factors are those structural, proximate or trigger factors that create central conditions to mitigate tensions or violent conflict, build peace, and strengthen social relations.

Key stakeholders are those that either have a significant or catalytic role in mitigating conflict or building peace, or those that are most significantly affected, thereby having the greatest potential/capacity to reduce violent conflict.

The dynamic is the interaction between the key peace factors and the key stakeholders. It is this dynamic process that mitigates conflict and strengthens peace.

Peace engines operate at state, regional and local levels and can take many different forms – both formal and informal - such as institutions, groups, individuals, specific processes, or even specific places, symbols or social constructions. For programming purposes, it can be useful to distinguish between different types of peace engines.

3.7

RESILIENCE

Resilience is well-understood from a psychological, ecological and engineering perspective. However, its definition in the humanitarian and development communities is evolving. Drawing on its sustainable human development lens, UNDP proposes the following definition:

Building resilience is a transformative process of strengthening the capacity of men, women communities, institutions, and countries to anticipate, prevent, recover from, and transform in the aftermath of shocks, stresses, change and conflict.

Building resilience resonates with the sustainable human development paradigm, which is concerned with enlarging people's choices and enhancing their capability and freedoms. Specifically, from a sustainable human development lens, resilience-building concerns:

- Harnessing and unleashing the capability of individuals, systems, and communities to respond proactively to shocks, stresses, and changes;
- Transformational change rather than maintaining equilibrium or bouncing back to original states, as emphasised in other resilience definitions;
- The capacity of individuals, communities, institutions, and the environment to self-renew and thrive following shocks, stresses, and changes;
- How different systems are interrelated. Boosting the resilience of one system to shocks can have an impact (positive or negative) on other systems;
- Going beyond reactive responses to shocks, stresses, and change to anticipate and prevent imminent threats; and,
- How to scale up micro-level interventions and practices to policy-making and institution-building and vice versa.

USAID's typology of capacities for peace has been adapted for these purposes with the following typology:[8] alleviating factors, conciliating factors and transforming factors.

- **Alleviating factors:** Reduce underlying root causes of conflict; USAID uses the example of local community interests that cross ethnic groups or geographical borders; or trade and commercial relations that link groups economically.
- **Conciliating factors:** Stop or reduce hostilities by promoting conciliation and discouraging violence: USAID uses the example of leaders who take conciliatory action; or, legitimate military sources that contain rebellions.
- **Transforming factors:** Transforming factors are peace engines that take the form of - formal or informal - social or political mechanisms; these mechanisms channel destructive and/or potentially violent grievances through peaceful, constructive processes. USAID uses the examples of power-sharing arrangements at the national level, dispute resolution bodies and traditional conflict resolution mechanisms.

When looking at conflict drivers and peace engines for programming purposes, you should have a clear idea of how they are situated geographically, politically, economically, socially, and culturally. Having a contextualised understanding of both conflict drivers and peace engines will help you to ensure that your programming is conflict-sensitive and does not inadvertently exacerbate or ignite conflict by appearing, for example, to be aligned with a particular region, group, or political entity.

Conflict dynamics: How to organize your information

Identified conflict drivers and peace engines are arguably the most important part of your analysis. They will assist you in deepening your understanding of the conflict and in targeting your interventions. For this reason, it is important to capture the nuances of your analysis, while presenting the information in a form that can be interpreted in a straightforward manner.

You can either create a single table presenting an overview of the most relevant and influential conflict dynamics (including both conflict drivers and peace engines) or, alternatively, present the information in a graphical format that permits an illustration of the linkages amongst various factors and stakeholders. Along with the root factors, the proximate factors and triggers that you have identified, you should also consider the relationship between these factors and stakeholders. Table 3.4 illustrates how conflict dynamics (either conflict drivers or peace engines) may be presented.

TABLE 3.4 | Tabular template for presenting conflict dynamics

KEY FACTORS	KEY STAKEHOLDERS	THE DYNAMICS
List key factors (structural, proximate, triggers) drawn from your factor assessment that are relevant to the conflict driver/peace engine.	List key stakeholders drawn from your stakeholder analysis that are relevant to the conflict driver/peace engine.	A brief description of the dynamic processes that emerge from the interrelation among factors and stakeholders.

[8] http://www.elmtrelpa.org/FCKeditor/UserFiles/File/elmt/PACT/5.%20Causes%20of%20Conflict%20and%20Capacities%20for%20Peace.doc.

For a more comprehensive explanation of how to organize and present conflict dynamics, see the follow text boxes:

- Text box 3.8: Example of how to present conflict drivers
- Text box 3.9: Presenting conflict dynamics from your analysis

3.8

EXAMPLE OF HOW TO PRESENT CONFLICT DRIVERS

Below are two examples of how to organize information in a way that deepens understanding of the nature of a single conflict driver. The first example displays the information in tabular form, indicating the key factors upon which the conflict driver is based, the key stakeholders that affect/are affected by the conflict driver(s), and finally the resulting effect that the driver has on the situation (i.e. how the driver increases the risk or manifestation of violence).

The second example organizes the information in the form of a diagram, illustrating the relationship among the different factors and stakeholders. Although this format will typically present less descriptive information, it is a powerful medium through which to draw linkages e.g. the propagation of proximate factors may result from underlying structural factors, a relationship that can be illustrated. Similarly, certain proximate factors or triggers may encourage a reaction from certain stakeholders, leading to an increase in levels of violence. This process can be illustrated graphically. Both examples present information surrounding one single conflict driver. Additional tables or graphics may be created for other conflict drivers.

TABLE 3.5 | Tabular example of an analysis of a conflict driver

KEY FACTORS	KEY STAKEHOLDERS	THE DYNAMICS
No legislation on equitable land distribution (structural factor). Land seizures (proximate factor). Scarcity of basic commodities and increased unemployment (trigger).	National and local governments are forcibly seizing land. Traditionally marginalised communities are frustrated with lack of equitable access to natural resources.	Traditionally marginalised communities, frustrated with a lack of equitable access to natural resources, have taken up arms against government forces to defend their economic means of subsistence.

In similar fashion to conflict drivers, peace engines may be presented in both tabular and graphical formats by using the same three parameters: key factors, key stakeholders and effect on conflict context.

Peace engine: Civil society women's groups strengthen inter-ethnic trust through dialogue

FIGURE 3.5 | Graphical example of a conflict driver

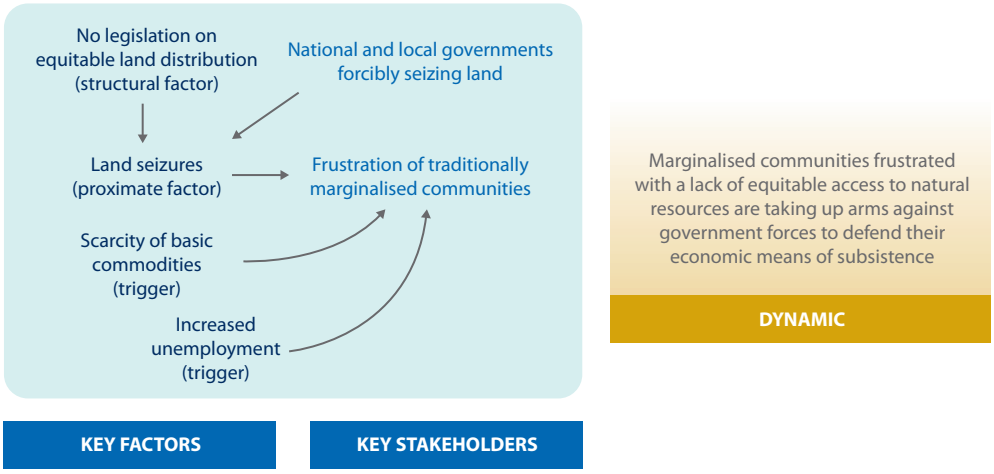
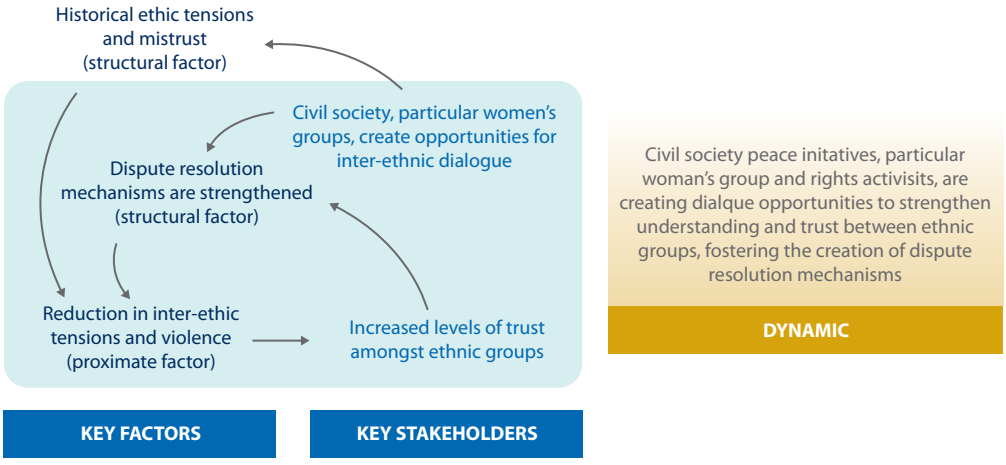


TABLE 3.6 | Tabular example of an analysis of a peace engine

KEY FACTORS	KEY STAKEHOLDERS	THE DYNAMICS
Historical ethnic tensions and mistrust; and, historical and persistent gender inequalities (structural). Dispute resolution mechanisms are being strengthened (structural). Reduction in inter-ethnic tensions and violence (proximate).	Civil society, particularly women's groups, create opportunities for inter-ethnic dialogue. Ethnic groups with historical tensions gradually experience increasing levels of trust.	Civil society peace initiatives, particularly women's groups and rights' activists, are creating dialogue opportunities to strengthen understanding and trust between ethnic groups, fostering the creation of dispute resolution mechanisms.

FIGURE 3.6 | Graphical example of a peace engine



3.9

PRESENTING CONFLICT DYNAMICS FROM YOUR ANALYSIS

During the course of your analysis you will identify more than one conflict driver and more than one peace engine. Using either or both tabular and graphical tools, you can organize your information to present the main dynamic processes of the context, thereby providing an overview of the conflict dynamics. The table below presents an example of consolidating a series of conflict drivers and peace engines, while the figure on the next page presents a graphical illustration of the conflict dynamics. Both the tabular and graphical formats can serve to present the most important variables in the conflict setting; however, increasing layers of complexity may be added to convey the nuances of the situation (as illustrated by Figure 3.7). It is important to strike a balance between simplicity/clarity on the one hand, and the complexity of the conflict context on the other.

TABLE 3.7 | Tabular example of conflict dynamics

KEY FACTORS	KEY STAKEHOLDERS	THE DYNAMICS
CONFLICT DRIVER: Communities deprived of land take up arms against government forces.		
No legislation on equitable land distribution (structural factor). Land seizures (proximate factor). Scarcity of basic commodities and increased unemployment (trigger).	National and local governments are forcibly seizing land. Traditionally marginalised communities are frustrated with lack of equitable access to natural resources.	Traditionally marginalised communities frustrated with a lack of equitable access to natural resources have taken up arms against government forces to defend their economic means of subsistence.
CONFLICT DRIVER: Rebels pillage border communities taking advantage of poor state security.		
Porous borders (structural). Weak governance and absence of government monopoly over use of force (structural). Weapons proliferation (proximate). Escalation of violence, particularly GBV (trigger).	Rebels take advantage of poor state security to incite ethnic violence. Populations of border communities, particularly women, are targeted by rebels. Government lacks capacity and resources to administer adequate security measures.	The fluid border has also allowed the influx of rebels from the cross-border conflicts as well as Small Arms and Light Weapons (SALW) into the state, increasing the potential for violence at the community level.

PEACE ENGINE: Civil society women's groups strengthen inter-ethnic trust through dialogue.

Historical ethnic tensions and mistrust; and, historical and persistent gender inequalities (structural).

Dispute resolution mechanisms are being strengthened (structural).

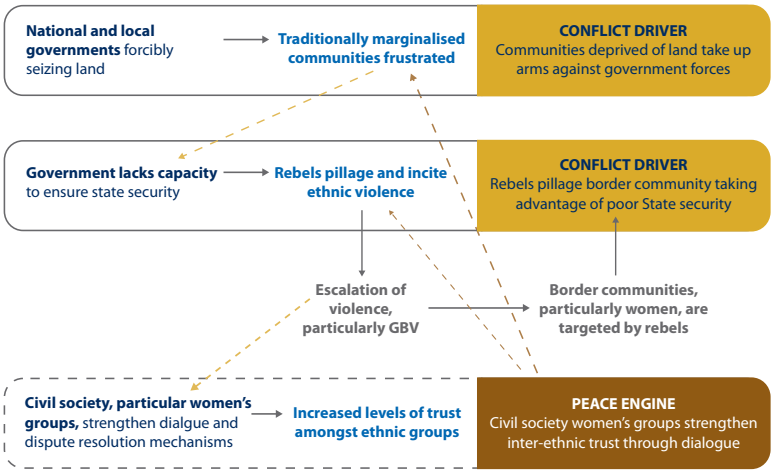
Reduction in inter-ethnic tensions and violence (proximate).

Civil society, particularly women's groups, create opportunities for inter-ethnic dialogue.

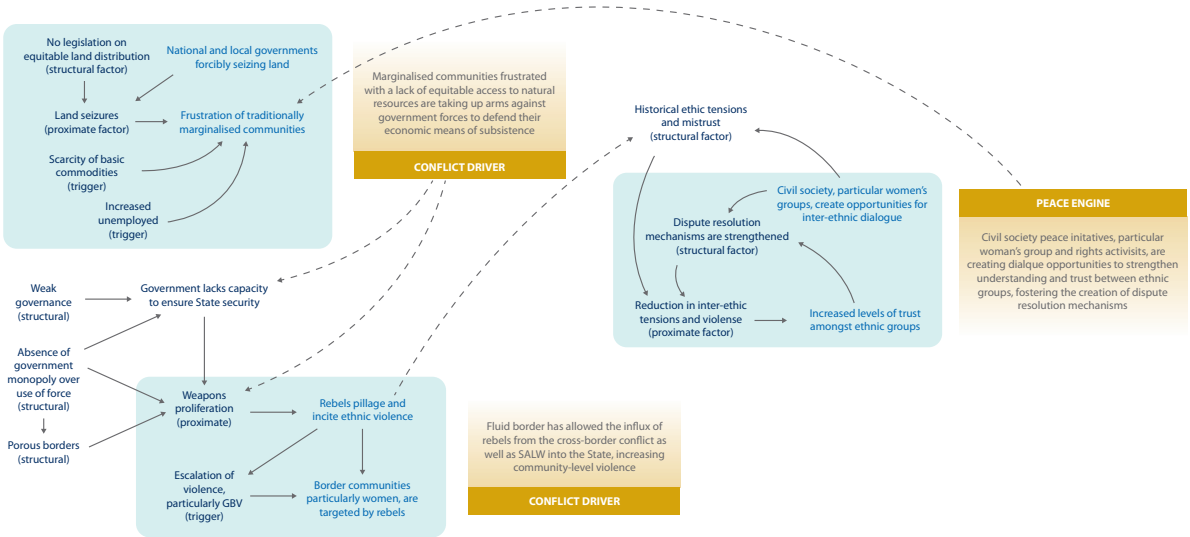
Ethnic groups with historical tensions gradually experience increasing levels of trust.

Civil society peace initiatives - particularly women's groups and rights activists - are creating dialogue opportunities to strengthen understanding and trust between ethnic groups, fostering the creation of dispute resolution mechanisms.

FIGURE 3.7 | Graphical example of conflict dynamics



Version of conflict dynamics presenting increased complexity and inter-connectivity:



DIVIDERS AND CONNECTORS

Another way to think of conflict drivers and peace engines is to undertake a dividers and connectors analysis.

This is a method for understanding the conflict context, by identifying factors that bring people together (connectors) and factors that push/pull people apart (dividers). The following questions can be used to unlock dividers and connectors in a variety of ways in order to determine the focus of your engagement

- What are the dividing factors in this situation? What are the connecting factors? For example, a divider could be the lack of equal access to pasture lands, while a connector could be informal, inter-communal mechanisms for access to water resources.
- What are the current threats to peace and stability? What are the current supports? For example, a threat to peace and stability could be the influx of pastoralists to an area of limited resources. A support could be an existing integration mechanism that accounts for the immigration of nomadic tribes.

3.10

- What are the most dangerous factors in this situation? How dangerous is this divider? The most dangerous factor in this situation could be too many people entering the area for the resources to withstand and how dangerous this divider is depends on the perception of all those in the area.
- What can cause tensions to rise in this situation? Tensions could rise with anti-migrant rhetoric and if accompanied by violent actions either against or from the migrant population.
- What brings people together in this situation? A connector could be the use of a formal or informal mechanism to determine how to agree to use the resources available more equitably.
- Where do people meet? What do people do together? Inter-communal gatherings or seasonal celebrations could be the place to build consensus and cohesion around conflictive issues.
- How strong is this connector? Depending on the importance placed on these gatherings, this is potentially a very strong connector as communal relations can be reinforced through such events.
- Does this connector have potential to positively impact this situation? If so, we could work on strengthening this mechanism for dispute resolution.
- Are there dividers or connectors associated with gender roles or organized groups of men, women or youth (female and male)? Are certain groups suffering more than others in the situation—and what are the effects of this on dividers/connectors?

It is important to look at the roles that women, men and youth play in conflict contexts, and how they can actively divide or connect communities in specific situations. Women who play roles as mediators and/or elders could potentially facilitate such discussions. You should identify the most threatening or destabilising dividers as well as the strongest connectors in order to prioritise elements of your engagement.

DRIVERS OF CHANGE ANALYSIS (DFID 2004)
http://www.gsdrc.org/docs/open/DOC59.pdf

While understanding the root factors, proximate factors and triggers of the conflict is critical to the analysis, formulating this understanding in a way that enables you to clarify what is driving change - both positively and negatively - will enable you to target your interventions more effectively.

A driver of change analysis sees the conflict through three key lenses: structures, institutions and mobilisers. These lenses are used to understand how the underlying political systems, in particular the role of institutions, interact with agents and structures to drive change.

- Structural features include: history of the state, natural and human resources; economic and social structures; demographic changes; regional issues; globalisation, trade and investment; and, urbanisation.
- Institutions are the formal and informal rules that determine the realm of possible behaviour by agents. Understanding the rules that institutions follow is the most important of the three factors.
- Mobilisers are the individuals and organizations pursuing particular interests. Key mobilisers, or key actors, are individuals or groups that have (or could soon have) the means to mobilise larger groups or resources to carry out organized violence or engage in political action.

ADDITIONAL TOOLS: UNDERSTANDING CONFLICT DYNAMICS

3.11

- UNDP, 'Conflict-related Development Analysis: Conflict Dynamics (CDA)', New York, NY: United Nations Development Programme, 2003.
- UNDP, UNDG, World Bank, 'The Practical Guide to Multilateral Needs Assessments in Post conflict Situations', Social Development Papers: Conflict Prevention and Reconstruction Paper No. 15, August 2004.
- CDA Collaborative Learning Projects, 'Conflict Analysis Framework- Field guidelines and Procedures: Dividers and Connectors Analysis (Draft)', Cambridge: Mass, 2012.
- CDA Collaborative Learning Projects, 'Reflecting on Peace Practice: Participant Training Manual', Cambridge: Mass, 2009. http://www.cdainc.com/cdawww/pdf/manual/rpp_training_participant_manual_rev_20090104_P df.pdf.
- http://www.sfcg.org/Documents/dmechapter4.pdf.
- Consortium, 'Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: Tools for Peace and Conflict Impact Assessment', APFO, CECORE, CHA, FEWER, International Alert, Saferworld, 2004.
- Warrener, D., Synthesis Paper 3: 'The Drivers of Change Approach', Overseas Development Institute, London: England, 2004.
- UNDP/BCPR Integrating Gender, Protection and Risk Mitigation: Minimum Standards Checklist'.
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html.
- UNDP, 'Working Guidelines: Gender and Conflict-related Development Analysis', Draft, New York, NY. United Nations Development Programme (BCPR), 2007.
- http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/EXTCPR/0,,contentMDK:20487827~hlPK:1263148~menuPK:1260843~pagePK:148956~piPK:21661 8~theSitePK:407740,00.html
- http://siteresources.worldbank.org/INTCPR/1090494-1115612329180/20482302/PCNA.Tool.pdf

3.12

ADDITIONAL TOOLS: APPROACHES TO CONFLICT

- UNDP, 'UNDP Guide to CDA: Matrix of Conflict Causes', New York, NY: United Nations Development Programme, 2003.
- Peacekeeping Centre, *Peace and Conflict Impact Assessment (PCIA) Handbook: Conflict Profile*, Ottawa, Canada, 2011.
- http://www.acordinternational.org/silo/files/community-peace-recovery-and-reconciliationhandbook.pdf
- CDA Collaborative Learning Projects, 'Conflict Analysis Framework, Field guidelines and Procedures: Conflict tree (Draft)', Cambridge, Mass, 2012.
- European Commission, 'Check-list for Root Causes of Conflict', 2001.
- UN System Staff College, 'How to Conduct a Causal Analysis: Problem Tree and Iceberg", 2011.
- Consortium, 'Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: Tools for Peace and Conflict Impact Assessment- Resource Pack, APFO, CECORE, CHA, FEWER, International Alert, Saferworld, 2004.
- CARE, *Benefits-Harms Handbook*, Atlanta, USA, 2001.
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html.

3.6 | Step six: Scenario-building

OVERVIEW

The purpose of building scenarios is to better understand possible conflict trends. Usually the final stage of a conflict analysis involves engaging in scenario-building exercises in order to better anticipate possible these trends. On the basis of the conflict dynamics identified in the previous step, this promotes understanding of possible conflict developments or trajectories over time.

HOW TO BUILD SCENARIOS

The elaboration of potential scenarios begins with looking at the triggers identified above. The triggers are combined with the above analysis of dynamics and drivers to develop worse-case, best-case, and most likely scenarios.

TABLE 3.8 | Building scenarios

SCENARIOS	KEY FEATURES	BENCHMARKS/INDICATORS
WORST-CASE SCENARIO		
MOST LIKELY SCENARIO		
BEST-CASE SCENARIO		

Based on the conflict dynamics, and by anticipating the behaviour of the stakeholders and the response of institutions to the conflict, you can predict to a large extent how those factors may evolve and change over a defined period of time, e.g. three years. Understanding these dynamics and developing predictive scenarios based on these interactions can help develop programmatic interventions that can either arrest an escalating situation or strengthen a peace dynamic, thereby creating a foundation from which to address the structural dynamics of the conflict.

Scenarios involved projecting the current conflict dynamics into the future. Scenarios, however, do not intend to predict what might happen, but instead aim to assist to proactively plan a response for a range of possible outcomes. To that end, scenarios are to be distinguished from early-warning exercises. Early-warning processes complement scenario-building exercises because early-warning mechanisms usually have a particular set of indicators that trigger a warning for escalation of violence, or deterioration of fragility, for example.

Whilst the immediate purpose of an early-warning mechanism is to trigger a particular response, the immediate purpose of scenario analysis is to inform decision-making that may trigger a response, but a series of judgement calls will be required before deciding on the particular response. To this end, developing a 'most likely' scenario based on the analysis conducted is particularly relevant for response development. Scenarios allow practitioners and policy-makers to plan for and/or anticipate both positive and negative outcomes, while providing an opportunity to think about how to encourage movement in positive directions on the one hand, and how to avoid the worst outcomes on the other. It can also be useful to analyse different conflict contexts within a given country.

Scenario-building must be based on the most up-to-date version of the CDA since they project conflict dynamics along a given timeline. To facilitate this process one can start by clustering a set of key driving factors of conflict and peace engines as outlined in previous steps. For each of the clustered factors, you will need to imagine how those factors may evolve and change over the course of a defined period of time e.g. three months, five years, etc. The potential change should encapsulate plausible, realistic ideas, and therefore it must be fully grounded in your analysis.

Once this exercise has been completed for all the clusters of the key driving factors of conflict and peace, you can then assess how the different discourses and factors may fit together. Do the possible 'futures' for several factors add up to a reasonable scenario? Can we derive two or three overall future directions? Is one scenario more significant, likely and plausible than the other?

In accordance with the objective for carrying out the conflict analysis and the corresponding scenario-building exercise, projected scenarios may be used to inform Stage Three of the CDA: CDA Application. To this end, scenarios developed may be used in the context of UN responses to inform contingency planning, for example. Scenario-building can also prove useful for conflict-sensitive programming (determining the timeliness of any response; 'windows of opportunity', etc.) and to inform and supplement the monitoring of programmes already underway. In addition to identifying which entry-points may produce favourable results on the basis of the analysis, scenarios also provide information on *when* entry-points may most effectively be engaged in the broader context.

The following example (Text box 3.13) illustrates scenario-building around the elections in Georgia. In this example, scenarios may be developed to include pre-election, election-day and post-election periods; this case study illustrates possible scenarios for the pre-election period, and uses the approach of assigning probabilities to the various scenarios.

SCENARIO-BUILDING FOR ELECTIONS IN GEORGIA

Following the entry into politics of Bidzina Ivanishvili in 2012 and the unification of a large segment of the political opposition under his leadership, the pre-electoral environment in Georgia has been marked by increasing polarisation. This has included isolated incidents of violent confrontation during a number of political opposition rallies.

Increasingly, media-related issues, such as media bias, access to national coverage, etc., are becoming central features of the upcoming election. This political contest between an incumbent authority determined to remain in power and a political opposition equally determined to come to power – with both reluctant to compromise and seeking legitimacy for their respective positions by striving to win over the bulk of the 'undecided' constituency by means fair and foul – has the potential to escalate into violent confrontation due to pre-existing tensions in the country.

The key question, and one to which there are no clear answers at this point in time, is: to what lengths is either or both sides prepared to go to maintain/gain access to power? While there is no clear evidence at this point in time that violent confrontation should be expected, such a possibility cannot be ruled out.

3.13

Scenario 1:

Ruling United National Movement (UNM) remains consolidated; opposition Georgian Dream (GD) Party maintains momentum; local authorities and police make efforts to contain isolated and sporadic cases of violence; pro-UNM and pro-opposition TV channels avoid inciting further polarisation of society; GD does not seek to escalate situation via protests; the Georgian Orthodox Church (GOC) remains neutral.

- Probability: High, but this scenario may quickly deteriorate into the following scenarios.

Scenario 2:

UNM remains consolidated; local authorities and/or UNM activists effectively prevent GD from carrying out its political campaign, prompting clashes between supporters/provocateurs and increasing violent confrontation; the police fails to contain violence, GD is blamed for violence and some coercive measures are taken against key members of the opposition; isolated incidents and rhetoric increase, but neither side seeks to provoke large-scale violent confrontation ahead of the elections.

- Probability: Medium-high
- Triggers: Increase of violent incidents at opposition rallies; official rhetoric focus on adherence to constitutional order, possibly warning of "undemocratic processes" and/or "terrorist acts"; the authorities impede the opposition to effectively carry out the political campaign, including by not issuing rally permits, further seizure of media equipment and assets, etc.

Scenario 3:

Against the background of UNMs active electoral campaign (not yet launched) and extensive use of administrative resources, GD loses significant number of supporters; radical part of the opposition and possibly elements of GD become frustrated and drift toward 'revolutionary tactics', nationalistic discourse/hate speech, and incitement to violence - exploiting issues such as 'defence of traditional values' or 'national and religious identity'. Large-scale protests are organized, marked by violent incidents; the authorities call for adherence to constitutional order and a 'November 2007' scenario quickly develops, including closure of pro-opposition TV channels.

- Probability: Low-medium
- Potential triggers: Results and interpretation of public surveys/polls in September, particularly surveys conducted by new 'civil society' actors whose funding sources are unclear; new membership or alliances among opposition ranks; escalation of both violent incidents at opposition rallies and militant rhetoric on the part of the GD; authorities maintain efforts to restrict opposition media access beyond Tbilisi, while official measures (State Audit Agency, assets seizures, etc.) continue; increased reports of intimidation and violence in the regions; youth wings of both UNM and GD come into violent contact, either in the capital or in the regions; violent provocations proliferate, in particular in national minority regions and/or IDP communities, which traditionally support the ruling authorities and where the GD plans to increase its presence and activities in the run up to elections.

The example from Georgia illustrates how scenario-building can prepare the response capacity of the UN based on a solid understanding of the conflict dynamics. The series of possible scenarios may be considered for planning purposes, in order to pre-position the UN system to react in a timely manner in the event that any of the following (or similar) scenarios should emerge. It is effectively the first step of a risk mitigation strategy that can help position UN agencies to respond proactively, and to programme in the context of potential conflict.

3.7 | Step Seven: Report writing

OVERVIEW

Once the analysis has been completed, the process whereby different parts of the analysis are integrated into a more comprehensive, holistic, and systematic narrative can begin. In practice, such synthesis occurs in tandem with analysis, but during the last phase of the analysis three major questions have to be addressed:

a) What to report?

b) When the report will be written, by whom and when it will be disseminated?; and,

c) Who is the report for?

Furthermore, it is critical to provide briefings to senior management, both on the process and on the findings during and following the completion of the process.

HOW TO WRITE THE REPORT

With regards to the final report, the CDA team can determine the most appropriate report structure. In general, it should be structured around an analytical narrative that addresses the key elements of the CDA and a summary of the process. Key considerations are:

- **Presentation and tone:** In most cases, the analysis will be a written document, unless the situation is so insecure that written text would pose a danger. Assuming that some form of written document will be produced, what form should it take? Is this an analysis for internal organizational use only or for wider circulation?
- **Length:** It is recommended that the final report be no more than 25-30 pages in length, even when the analysis has been comprehensive and in-depth. The content of the report must be readily accessible to the target audience; therefore, it is important to ensure that valuable insights do not get buried in a lengthy report. The report should strike a balance between comprehensiveness and brevity. A more concise report is more likely to be read in its entirety, digested and applied by the target audience. Furthermore, conflicts continually evolve and the report, therefore, can only be a snapshot of a particular moment in time. The length of the report, therefore, should also be amenable to regular updating, existing as a living document rather than a static, final report (cf. Module Five). The 25-30 page report may be accompanied by a more comprehensive and lengthier document that is produced from an initial conflict analysis; this document may be used as an additional reference on any particular area of the analysis, and offers a substantive basis for the core conflict analysis report.
- **Descriptive, not judging:** A conflict analysis may have to accommodate sharply different perceptions about the situation, and must find a way to present those views as objectively as possible, without taking a stand or judging views that you may find difficult or that challenge your own values. 'Naming and shaming' documents are not conducive to conflict resolution.
- **Plain language:** The document should be written in simple, plain language, avoiding jargon, obscure acronyms or academic terms/concepts.
- **Mix of graphics and text:** Some people gain understanding from visual presentations and some from written descriptions and explanations. Usually a combination of the two is helpful. Graphics should be explained and key concepts should be depicted graphically, if possible.

3.14

SAMPLE 'TABLE OF CONTENTS' FOR A FINAL CDA REPORT

1. Executive summary [3 pages]*
2. Introduction – structure and objective** of the Report [1 page]
3. Methodology and approach (Preparation; cf. Module Two) [1 page]
4. Contextual overview (Situation analysis; cf. Module Three) [2 pages]
5. Typology of conflict (Factor assessment + stakeholder analysis; cf. Module Three) [5 pages]
6. Overarching conflict dynamics (Conflict dynamics; cf. Module Three) [6 pages]
   a. Conflict-specific drivers/conflict drivers
   b. Capacities for peace/peace engines
7. Contextual outlook (Scenario-building; cf. Module Three) [3 pages]
8. Strategic and programme options (Current response assessment cf. Module Four) [4 pages]
9. Conclusion [2 pages]

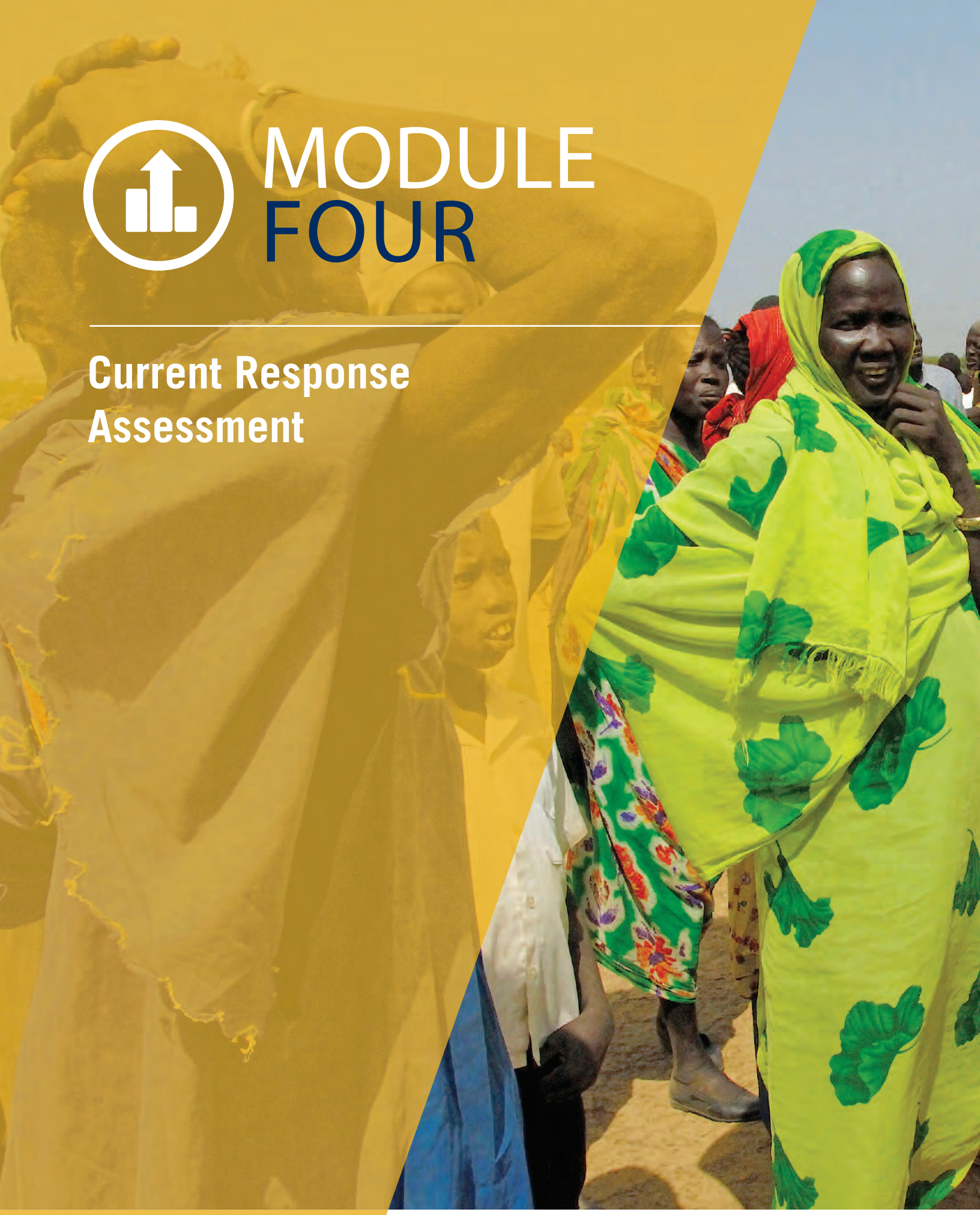
* Recommended number of pages per section (this figure will vary depending on content).

** Additional sections may be added that provide recommendations and/or respond to the desired objectives for conducting the CDA.

Depending on the objective of the analysis, one should consider where to lay the emphasis in the reporting. For strategic positioning of the UN, emphasising scenarios may be most appropriate, whereas a more detailed overview of stakeholder analysis and conflict factor assessment is more relevant for programme design.

MODULE FOUR

Current Response Assessment



What is the purpose of the Module?

This Module focuses on understanding current responses to a particular context and identifying areas for potential action. It will help you to understand how responses relate - if at all - to conflict drivers and peace engines, and will therefore enable you to make recommendations for the way forward.

Content of this Module:

This Module will help you to: map out all current responses; analyse UN responses in particular; and, to identify gaps, overlaps and complementarities.

Who should read this Module?

Anyone considering designing an intervention in a conflict-affected context.

MODULE FOUR

Current Response Assessment

The key steps for undertaking the analysis of current responses are summarised below. They combine a deep understanding of all current responses to the conflict, an analysis of the UN-specific responses, and an assessment of the gaps, overlaps and complementarities.

4.1 | Conducting a current response assessment

USING ANALYSIS TO SITUATE YOUR INTERVENTION

› Overview of steps for situating your intervention

TABLE 4.1 | Overview of steps for situating your intervention

STEP ONE	**ANALYSIS OF CURRENT RESPONSES**	Connecting current responses (international, national and local) with conflict drivers and peace engines.
STEP TWO	**ANALYSIS OF UN RESPONSES**	Assessing UN programming with respect to conflict drivers and peace engines.
STEP THREE	**ASSESSING GAPS, OVERLAPS AND COMPLEMENTARITIES**	Understanding where gaps exist, where synergistic opportunities are present and where duplication needs to be addressed.

4.2 | Step one: Mapping current responses

OVERVIEW

This step will present a comprehensive overview of on-going responses in a given setting, as undertaken by a wide range of actors. This step is not limited to development work, as it aims to provide the context within which development takes place, and an analysis of how it interacts with other sectors.

HOW TO MAP CURRENT RESPONSES

Taking a broad perspective, at this stage it is important to assess the overall impact of current responses on the dynamics of conflict, including

from the perspective of coherence and complementarity of programming. The main purpose of this step is to gain a deeper understanding of which actors are addressing the conflict drivers and/or strengthening the peace engines you have identified in the course of your CDA analysis, and how. This comprehensive understanding of the context combines two elements from the CDA analysis: the stakeholder mapping (Step four) and the identification of conflict drivers and peace engines (part of Step three); this assessment cannot be undertaken correctly, however, without the overall context identified in the situational analysis (Step two).

This process is designed to help the UN determine its comparative advantage for programming in a specific sector or geographical area. Complementary programming with other actors, donors or UN agencies can create important synergies and fill gaps in engagement that could, if left unaddressed, derail peace processes.

A completed actor/programme intervention analysis developed from the CDA will help to identify key partners to engage with for programming purposes. Identifying key partners will exert influence on the conflict by either identifying those who actively support the process, or participate as spoilers.

A simple grid like the one below identifies which actors are working on which conflict drivers and/or peace engines, and in what capacity (i.e. technical assistance, capacity-building, mediation, research, etc.).

TABLE 4.2 | Identification of actors working on conflict drivers and peace engines

LIST OF IDENTIFIED CONFLICT DRIVERS	OVERVIEW OF PROGRAMMES	LIST OF IDENTIFIED PEACE ENGINES
WEAK GOVERNANCE STRUCTURES AT LOCAL LEVEL (ROOT CAUSE)	← Decentralisation programme	
UPCOMING ELECTIONS (PROXIMATE CAUSE)	← Pre-electoral violence programme	→ Civil society has some structures and trainings on conflict prevention
IDENTITY ISSUES (TRIGGER)	← Livelihood and social cohesion programmes	

4.3 | Step two: Analysis of UN responses

OVERVIEW

Step two of the current response analysis consists of looking more closely at UN programming. This means assessing the extent to which current UN programming addresses conflict drivers and/or strengthens peace engines. This exercise is very similar to Step one (above), but is focused solely on one actor and, provides you with a deeper understanding of where opportunities and challenges exist in relation to the UN's efforts to address conflict drivers and support peace engines on the one hand, and create synergies with partners on the other.

HOW TO ANALYSE UN RESPONSES

With UN colleagues, you can facilitate workshops to jointly assess how current programming addresses conflict drivers or peace engines, in accordance with the analysis undertaken (see Module Three). It can be helpful to:

- Brainstorm a list of current responses.
- Map out the responses in relation to the conflict drivers or peace engines they aim to target as identified in the course of your analysis, e.g. a) the root factors of the conflict; b) the proxy causes/or and triggers; and c) alleviating, conciliating or transforming peace engines.
- When a programme does not address conflict drivers or support peace engines, analysis of why, and whether this is problematic or not, should be undertaken. The programme should be taken up for possible review and readjustments in further deliberations about programme design.
- It may also be useful to further reflect on the level of coherence and complementarity of these responses across diverse issues and levels of implementation, as well as within actors and between actors. In particular, it may be relevant to explore these issues from the perspective of the UN's overall engagement in a given context.

4.4 Step three: Assessing gaps, overlaps and complementarities

OVERVIEW

Step three of this process involves assessing the gaps, overlaps and complementarities between the programming of other actors (Step one) and your own (Step two); this assessment should be carried out in relation to the CDA analysis you have undertaken.

HOW TO ASSESS GAPS, OVERLAPS AND COMPLEMENTARITIES

This step will help you to understand which conflict drivers could be addressed/better addressed, which peace engines could be leveraged/better leveraged, and where synergistic possibilities for collaboration with other actors exist. Furthermore, the analysis will help you to assess overlap between programmes, with a view to reducing duplication.

This step of the analysis enables you to make informed, strategic decisions about programming; it also helps you to understand where on-going programming needs to be adjusted, and where new programming is required. This is the vital step of linking analysis to programming, and linking both analysis and programming to other relevant in-country endeavours; the following questions can help guide you.

GUIDING QUESTIONS

Conflict drivers

- Which conflict drivers are you already working on? Are there opportunities to work with others on this particular conflict driver?
- Can you expand upon this programme? Does your analysis indicate that you need to dedicate more resources to it?
- Are there potential conflict triggers on the horizon that you need to account for? Are you best placed to work on these issues alone or with others?
- Which conflict drivers are not being addressed by you or by other actors? Who is best placed to address these conflict drivers?
- Have any of the programmes addressing conflict drivers become redundant? Does the programme need to be changed or discontinued? Are there any conflict risks associated with downsizing this programme?

Peace engines

- Which peace engines are you leveraging? Are there opportunities to work with other actors on this particular engine?
- Can you expand upon this programme? Does your analysis indicate that it would be useful to dedicate more resources to it?
- Are any peace engines at risk of being marginalised or weakened in the near future? Are you in a good position to address this alone or work with others?
- Are there any peace engines that are not being leveraged at all? Which are they? Who is best suited to strengthen these peace engines?
- Have any of the programmes that seek to address peace engines become redundant? Does the programme need to be changed or discontinued? Are there any conflict risks associated with downsizing this programme?

4.5 | Opportunity and risk assessment

In addition to having conducted your analysis and gained an understanding of the conflict dynamics, you have now also mapped responses (including UN responses) and assessed the association between responses and conflict drivers/peace engines. To gain a deeper understanding of the context and the associated responses, you can conduct an assessment of opportunities and risks.

An assessment of opportunities and risks (including risk mapping) is a complementary step that serves to better inform any recommendations regarding a particular response or intervention, as outlined in the next section (4.6 Making recommendations). Opportunities and risks analysis may relate to: i) the context itself; ii) planned or on-going responses (i.e. addressing, engaging with or acknowledging conflict drivers and peace engines); and, iii) risks to the implementing entity and relevant stakeholders.

TABLE 4.3 | Assessing opportunities and risks

	CURRENT RESPONSES	RESPONSE GAPS
OPPORTUNITIES	Engaging with or strengthening responses for more effective interventions/outcomes.	Addressing conflict drivers and/or strengthening peace engines that are not associated with adequate response.
RISKS	Responses or measures that are ineffective or detrimental/not (e.g. not conflict-sensitive) to the conflict dynamics, associated stakeholders, and/or executing entities.	Responses deemed counter-productive/untimely or, conversely, the significant implications of inaction in a given context.

Opportunities, or potentials for gain, are potential areas of engagement that present a favourable avenue through which to engage with identified conflict drivers and peace engines. Based on your analysis, capitalising on an opportunity should offer an attractive path to mitigate conflict drivers that will reduce the risk of violent conflict or de-escalate the level of violent conflict. Likewise, an opportunity should allow for a favourable engagement or lead to the strengthening of peace engines, thereby contributing to a reduced risk of violent conflict, which may include strengthening the foundations for a peaceful society. As such, it is important to note that what constitutes an 'opportunity' derives from the conflict analysis; in other words, a 'ripe moment' for seizing an entry-point relates to the willingness of parties to participate in the engagement, as well as the dynamics of the conflict at the moment of the identified entry-point.

Risks, or potentials for loss, represent situations in which either current responses or potential responses present a reasonable possibility of exacerbating the level of violent conflict, or may even ineffectively engage conflict drivers or peace engines - resulting in a cost that outweighs the intended change. There will always be a degree of risk associated with any action undertaken. The risk assessment serves to identify significant risks in order to integrate risk management measures or enhance and adjust responses - and response planning - accordingly.

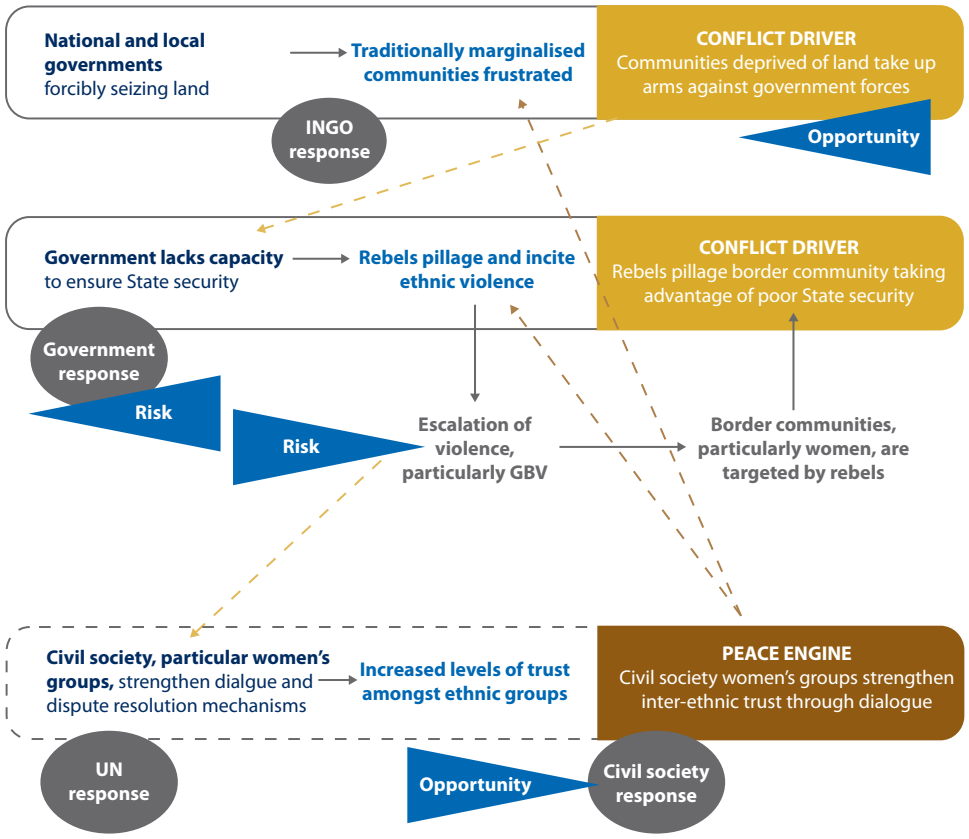
Both opportunities and risks may evolve according to the timing of the response. The conflict context itself is constantly evolving; accordingly, opportunity and risk trends may be mapped on a regular basis and may be observed over extended timeframes. An opportunity in one timeframe (i.e. the 'window of opportunity') may represent a significant risk in another timeframe (i.e. when the window 'closes'). Note should be made of the timeframes and trends of opportunities and risks. Scenarios developed in your analysis (cf. Module Three) may support opportunity and risk projections.

TABLE 4.4 | Guiding questions to assess opportunities and risks

ASSESSING OPPORTUNITIES
• What is the nature of this opportunity?
• What are the benefits of engaging with or leveraging this opportunity?
• What are the benefits in relation to the costs?
• What is the feasibility of taking advantage of this opportunity?
• How can this opportunity best be leveraged? With whom?
• What is the sustainability of outcomes that may arise as a result of this opportunity?
ASSESSING RISKS
• What is the nature of this risk?
• What is the potential adverse outcome of this engagement on the context?
• What are the potential adverse effects of this engagement on the various stakeholders (including third parties)?
• What is the likelihood that this risk will materialise?
• What is the level of impact of this risk?
• What are any additional present or potential threats/obstacles?
• What capacity or mandate is required to adequately engage in a response?
• Can this risk be managed/mitigated? What measures are needed? Under what conditions?
• Is there enough information to understand and assess current/potential interventions?
• Is this risk prohibitively high/does it outweigh a favourable outcome?

In addition to using a tabular format (Table 4.3), you can depict opportunities and risks in graphical format by superimposing them on your map of conflict dynamics and response assessment, as illustrated by Figure 4.1. The graphical format serves as an initial indication of where opportunities and risks may exist; the graphic further requires supplementary justification that describes the nature and quality of each opportunity and/or risk.

FIGURE 4.1 | Graphical format for identifying opportunities and risks



4.6 | Making recommendations

OVERVIEW

Based on the outcomes of the above three-step current response analysis, a series of recommendations should be made. Recommendations do not need to include specific actions to be taken at this stage (this is primarily undertaken in Module Six); rather, recommendations should focus on areas where engagements are underway and for which support should continue, and areas in which increased attention is recommended for future responses. In addition, insights gained from identifying and analysing opportunities and risks can be integrated into the recommendations.

WHAT TYPE OF RECOMMENDATIONS SHOULD BE MADE?

The recommendations may include:

(i) Responses that effectively tackle conflict drivers and engage with peace engines;

(ii) Conflict drivers and peace engines that are salient and of which to be mindful;

(iii) Gaps, duplication, complementarities;

(iv) Risks and opportunities in relation to the context and current and/or potential responses.

These recommendations, in conjunction with the conflict analysis, may then be applied in 'Stage three: Using your analysis' - whether in programme design, strategic positioning, or other types of responses.

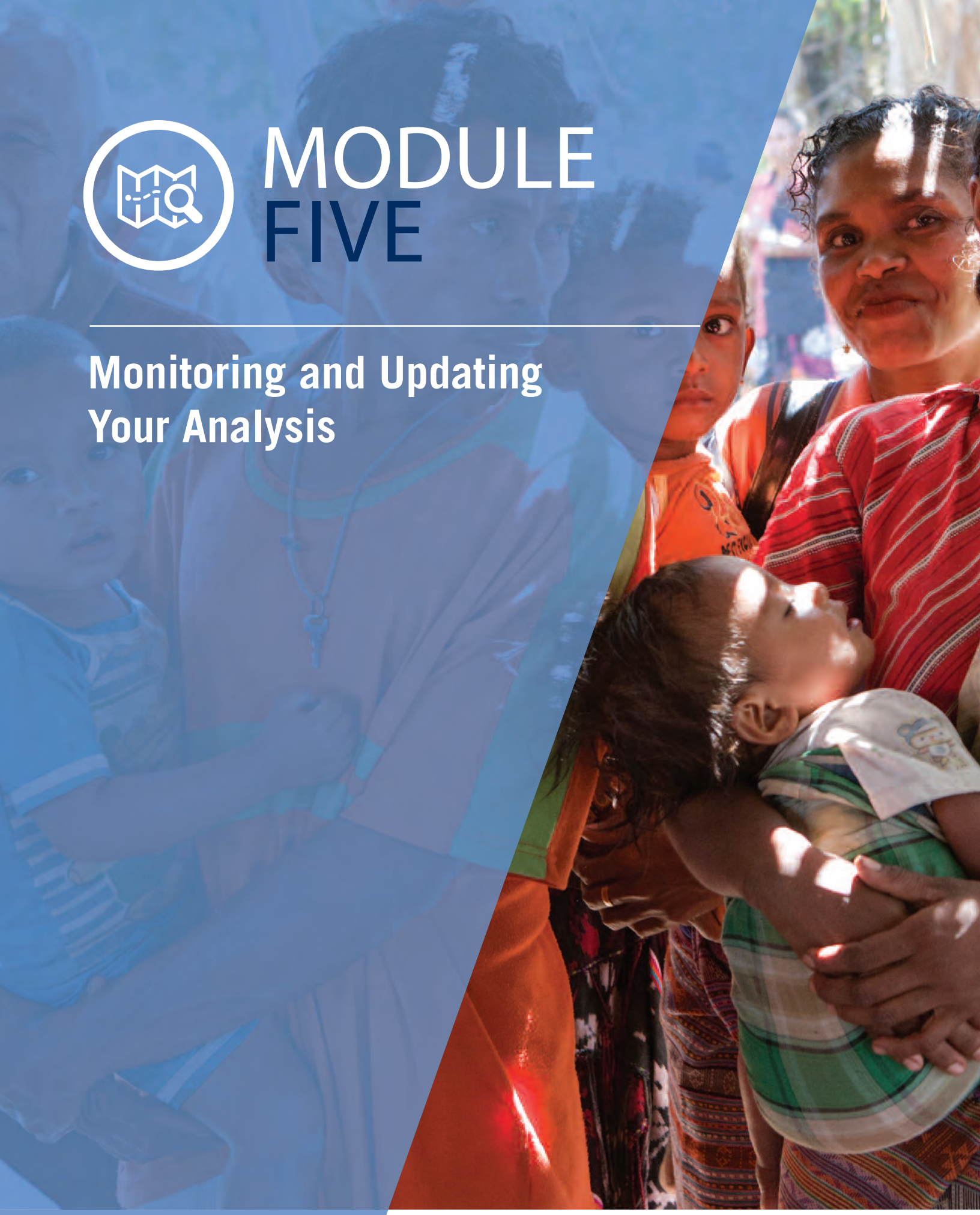
4.1

ADDITIONAL TOOLS: CONDUCTING CONFLICT ASSESSMENTS AND DESIGNING FOR RESULTS

- The Conflict Sensitivity Consortium, 'How-to Guide to Conflict-Sensitivity', London: England, 2012.
- Susskind, L and Thomas-Larmer, J (2000) 'Conducting a Conflict Assessment', in L. Susskind, S. McKearnan and J. Thomas-Larmer, *The Consensus Building Handbook: A Comprehensive Guide to Reaching Agreement*, Thousand Oaks, Calif.: Sage Publications. Pp.99-135, 1999.
- Search for Common Ground, 'Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programmes', Washington. D.C, 2006.
- UNDP/BCPR Integrating Gender, 'Protection and Risk Mitigation: Minimum Standards Checklist.'
- UNDP, 'Working Guidelines: Gender and Conflict-related Development Analysis', Draft. New York, NY. United Nations Development Programme (BCPR), 2007.
- http://www.sfcg.org/Documents/dmechapter4.pdf.
- http://www.sfcg.org/Documents/dmechapter5.pdf.
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html.

MODULE FIVE

Monitoring and Updating Your Analysis



What is the purpose of this Module?

This Module provides guidance on how to monitor evolving conflict dynamics, and how to update the CDA accordingly.

Content of this Module:

This Module provides an overview of: the importance of updating the CDA; the essential steps of how to review the CDA; and, provides information on two methodologies used to keep track of changing conflict dynamics: the Brief Information Blogging (BiB) system and the Matrix Mechanism.

Who should read this Module?

Anyone with responsibilities for monitoring and evaluation, and all those involved in updating the CDA.

MODULE FIVE

Monitoring and Updating Your Analysis

A regularly updated CDA helps ensure that programming is conflict-sensitive and flexible enough to adapt to changing circumstances. Regularly updating the CDA helps to identify potential trends and causes of violence in the immediate and long-term, and is particularly useful in the planning of conflict prevention related activities.

5.1 | The importance of updating the CDA

WHY IS UPDATING THE CDA SO IMPORTANT?

The conflict dynamics, actors and issues in a given conflict context evolve over time; it is therefore essential to capture these changes so that the range of strategies and programmes for addressing urgent threats, as well as long-term conflict prevention and peacebuilding work, are appropriate and targeted.

From a resource investment perspective, the significant staff time and funds that have been allocated to the CDA process should not be lost. An on-going CDA makes use of the capacity that has been developed during the course of the exercise, encourages continued discussions and maintains the historical memory for the office, which can be very important when it comes to long-term evaluation of conflict-specific programming and policy.

An on-going CDA is an essential part of the Monitoring and Evaluation process (M&E). M&E is important because it enables you to:

- Measure the impact of your programme;
- Make adjustments to it as and where needed;
- Keep abreast of the ever-changing context and adapt accordingly;
- Explain the rationale for interventions; and,
- Plan for subsequent interventions.

Developing an adequate M&E system should be undertaken separate to and after the conflict analysis, and it should be aligned with the development of your log-frames (cf. Module Six). A solid M&E system is comprised of indicators, effective baseline development, and monitoring data. An on-going and updated CDA can be used when:

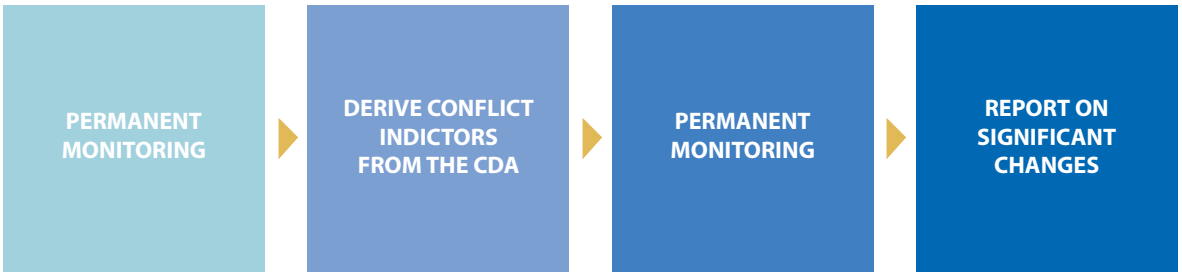
- Deciding whether and how to intervene in an emerging conflict situation where some violent incidents have already occurred;
- Evaluating whether and how to intervene in the immediate aftermath of a violent conflict;
- Exploring how to re-orient development efforts towards conflict

prevention, and particularly how to address long-term structural problems that are likely to result in violence over the course of several years;

- Considering how to engage with opportunities for conflict prevention and peacebuilding measures through emerging and newly identify peace engines; and,
- Undertaking a strategic (re)positioning of the UN; this will require an updated conflict analysis as it is critical to make an informed decision.

5.2 | Updating the CDA

FIGURE 5.1 | Process for updating a CDA



OVERVIEW

Your analysis should have identified that trends, issues and developments that require closer analysis in order to better understand how the conflict is developing and changing. This can help you to identify critical conflict indicators or 'milestones' that may indicate a possible improvement or deterioration of the conflict situation; this process also helps you to understand the impact of your programme and changes that are independent of it. For each selected conflict indicator/milestone, it is helpful to formulate a set of relevant guiding questions to bear in mind during the monitoring period.

HOW TO UPDATE THE CDA

› Step One: Using indicators and benchmarks

Based on your analysis, you should be able to identify critical conflict indicators or 'milestones' as well as benchmarks that can indicate an improvement or deterioration of the conflict situation. For each of the indicators, you should formulate a set of relevant questions to keep in mind during the monitoring period; these should serve as reminders, so that when they occur they are documented in either a Brief Information Blog (BiB, see below) or a Matrix (for more information on how to develop indicators and benchmarks see Module Six).

› Step Two: Permanent monitoring

Permanent monitoring of the situation can also be equated with an on-going CDA. An on-going CDA is simply a continual update of the completed CDA, focusing on key areas that evolve over time. There are three issues to monitor while undertaking programming in conflict-affected areas:

1. *The conflict dynamics and how they in turn reflect upon the initial conflict analysis and whether or not the CDA requires updating or refining.*

   When updating the conflict analysis to reflect the changing conflict dynamics, not all sections of the CDA will necessarily require updating. Many of the sections in the situation and conflict factor analysis, for example, will remain unchanged for extended periods of time; similarly, many of the actors will also stay the same, although there may be new players that need to be taken into account as the conflict evolves in intensity or moves closer to resolution.

   The conflict dynamics section of the report will require the most attention; you should look at the evolving nature of conflict drivers and peace engines, and the triggers you identified in your indicators. Again, once a shift in the dynamics is noted, the CDA BiB or Matrix should be updated. If a significant update is required, you may need to produce a revised analysis that focuses on on-going programmatic and policy engagements to ensure they are targeting the right groups, meeting objectives and continue to be conflict-sensitive. If significant changes are noted and reflected in the updated CDA, scenario-building exercises will also need to be completed.

2. *The actual implementation of the programme or project, and whether it is addressing key issues as described in your theory of change and specific indicators.*

   Project managers will be asked to set 'interaction' indicators at the activity level for each peacebuilding activity they carry out. Interaction indicators should measure the effect of the UN's interventions on specific conflict drivers (effects may be positive, negative or zero). Interaction indicators are particularly useful when analysing the interaction between the programme and the conflict itself. The focus should be on designing indicators that will help monitor whether the programme is indeed reducing conflict drivers and, therefore, confirming your theory of change.

3. *The effects on beneficiaries of participating in programme activities and whether participation increases or mitigates the risks of violence, including GBV.*

   Monitoring impact involves the use of reliable data for timely and informed decision-making. Sex- and age-disaggregated data and information form the foundations of an on-going monitoring practice; such information should be routinely collected, analysed, reflected upon and responded to at both the activity and outcome levels to ensure that interventions are relevant, effective and impactful.

   When monitoring the effects of programme activities on beneficiaries, you should look at whether participation increases or mitigates the risks of violence, including GBV. This assessment can be undertaken through participatory consultations and focus group discussions with programme beneficiaries. Programmes should be modified when monitoring brings to light heightened risks associated with the engagement. Upon the basis of this information, you should build in further protection measures to reduce risks and ensure that participating is as safe as possible from the start of the programme.

› Step Three: Report on significant changes

There are different practices that can be used to update a CDA. The newly developed BiB, named CDA ANDALANA - available for UN CO staff - and a Matrix Mechanism are two methods that enable easy tracking of the changing situation and subsequently enable quick and easy reporting on the evolving context.

In cases where the update indicates significant changes to the most-recently issued CDA report - particularly changes that will affect responses - the core report should be updated. By ensuring that the initial CDA report is not overly lengthy, regular validation and updates becomes more feasible; consequently, the report remains a living and versatile document that can be used as a relevant tool for informing responses with up-to-date analysis.

5.3 Understanding the Brief Information Blogging (BiB) system and Matrix Mechanism

OVERVIEW

The BiB system follows the logic of micro-blogging i.e. a reporting medium in the form of blogging. A micro-blog differs from a traditional blog in that its content is typically smaller in both actual and aggregate file size. Micro-blogs allow for brief exchanges of pertinent information by multiple users, such as images, videos and brief sentences. Consequently, each micro-blog can be organized around a set of key driving conflict factors or thematic issues, such as political, economic, social, cultural and environmental issues. For example, separate micro-blogs can be organized on governance, rule of law, livelihood and social cohesion, national dialogue, and other key factors identified from the conflict dynamics analysis. The matrix mechanism serves as a simpler format in which to keep track of changing conflict dynamics in a given setting.

HOW TO USE THE BIB SYSTEM

Based on the organizational structure i.e. the set of portfolios and/or units and capacities available within the CO, the responsibility for updating the CDA can be divided among the respective thematic experts available in a CO, or between the technical units. Different formats are possible based on the available capacity in the CO.

Each BiB contains: an open box for the author(s) to provide inputs e.g. text, bullet points, supporting documentation, links to relevant sources and files, etc.; a set of the selected conflict indicators; and, the list of guiding questions that accompany each conflict indicator. Consequently, through BiBs the update of the CDA can be the work of a single individual, occasionally of a small group, and even written by large numbers of people.

The advantages of 'micro-blogging' are that it consists of discrete entries or 'posts', typically displayed in reverse chronological order (i.e. the most recent post appears first); it is therefore simple to keep track of who made contributions and changes to the inputs.

CDA ANDALANA

The CDA ANDALANA is an online BiB tool available to COs that facilitates regular gathering of information in diverse thematic areas in order to provide a basis upon which to either validate or update elements of the CDA analysis.

In order to facilitate the updating process, thematic focal points may be designated at the CO level to report on their particular area of expertise on a regular basis. These thematic areas include: political, socio-cultural, economic, environmental and security. The focal points support a conflict analysis specialist who is responsible for the updating process. The update takes place in a cyclical fashion through the following three steps:

5.1

1. Raw data gathering and reporting by focal points

Data is entered and uploaded online through ANDALANA, and may be a combination of primary and secondary data. Supporting documentation may also be included. Each focal point reports on their particular designated thematic area. The frequency of reporting may depend upon the conflict situation in the country, how rapidly conflict dynamics are evolving, and the need for updates to the CDA depending on its purpose, among other factors.

2. Review and consolidation of raw data by a conflict analysis specialist

The information from all thematic areas is then reviewed by a conflict analysis specialist. The specialist consolidates data gathered to compare against the CDA report, either validating or noting changes to various components, most notably to conflict dynamics. The specialist may request additional information from focal points for clarification where needed.

3. Update of the CDA report

Based on the raw information gathered, changes are made as required. Changes may include updates to the various components of the CDA including situation, factor and stakeholder analysis as well as conflict dynamics. Updates may further be reflected in proposed scenarios, and the current response assessment. The updated report may then be shared with relevant parties for conflict-sensitive and peacebuilding responses.

HOW TO USE THE MATRIX MECHANISM

The Matrix Mechanism provides an overview of the generic conflict indicators to be monitored. Whereas the BiB is primarily an information-gathering tool, the matrix facilitates analysis and programming prescriptions. The Matrix serves as guidance for staff to provide regular strategic and relevant updates on the conflict dynamics. The triggers listed in the left hand column should be relevant and specific to the country context; possible drivers of conflict based on the conflict analysis should also be identified.

TABLE 5.1 | Matrix Mechanism used by the UN Office in Somalia

The following example presents a simplified version of the matrix mechanism applied to the case of Somalia, with three possible conflict drivers and the proposed responses listed. Using such a matrix allows for the tracking of changes to particular drivers over time, and corresponding changes to responses if needed.

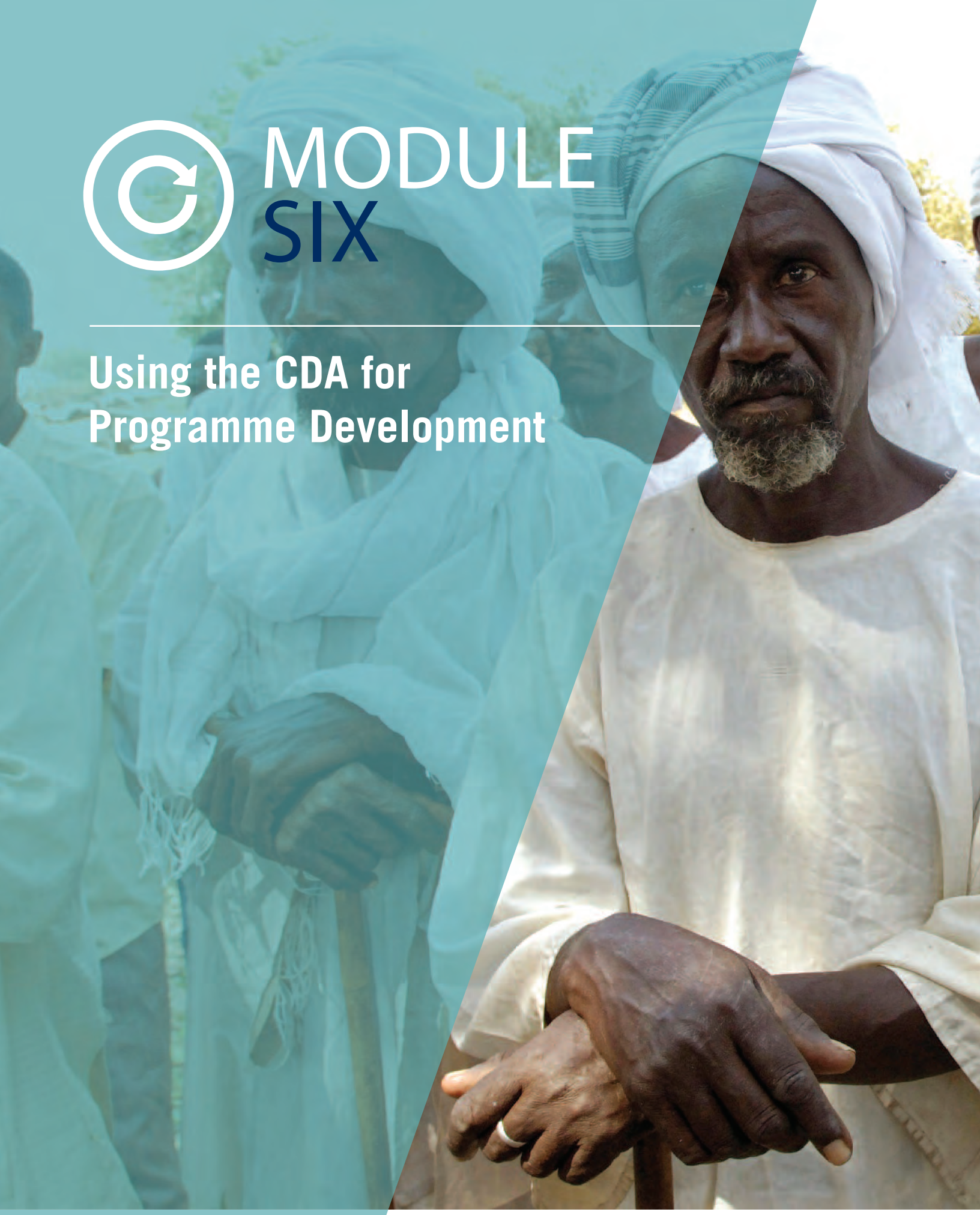
KEY CONFLICT DIVERS	SUGGESTIONS STRATEGIES
MISTRUST BETWEEN CENTRAL GOVERNMENT AND REGIONS, LEADING TO CONFLICT OVER TERRITORIAL BOUNDARIES AND THE FORMATION OF ADMINISTRATIONS, FUELLED BY HISTORICAL INJUSTICES AND PAST MANIPULATION OF CLAN IDENTITY.	• Balancing all forms of engagement with central government with engagement at sub-national levels; including national and sub-national actors; • Promoting healthy and informed debate on questions of decentralisation and federalism; and, • Using civic education, debates on statehood and broad-based participation in governance processes
MARGINALISATION OF MINORITIES, YOUTH AND SMALL CLANS (ECONOMIC, SOCIAL OR POLITICAL), LEADING TO EASY RADICALISATION BY MILITANT ISLAMISTS AND RECRUITMENT OF YOUTH INTO MILITIAS AND GANGS.	• Provide alternative, long-term livelihoods and employment opportunities for at-risk groups; • Champion policy, social and institutional changes to increase social, economic and political inclusion (e.g. participation in government decision-making, voter mobilisation); and, • Targeted rehabilitation and reintegration support for disengaged combatants, including peace, religious and civic education, mentoring and vocational training, for example.
ENVIRONMENTAL DEGRADATION, INCLUDING OVER-PRODUCTION OF CHARCOAL, LEADING TO INCREASED STRESS ON LIVELIHOODS AND INTENSIFIED COMPETITION FOR SCARCE RESOURCES.	• Developing schemes for equitable management of natural resources, alternative energy and alternative livelihoods for charcoal producers.

While the previous table is focused on conflict drivers, it could be adapted and expanded to also look at peace engines, enabling a more comprehensive approach to formulating responses. In addition to conflict drivers and peace engines, UN entities also need to be mindful of triggers (acts or events) that can ignite or escalate violent conflict. Below are some examples of triggers in the case of Somalia:

- Changes to political structures and representation, (e.g. elections, constitutional and boundary reviews) raising fears of marginalisation or exclusion from political and economic resources among some groups;
- Careless introduction of external resources (e.g. development, humanitarian or security assistance), thereby fuelling divisions by intensifying competition over scarce resources;
- Violent crimes and revenge killings, leading to spiralling violence;
- Unplanned movements by IDPs, thereby increasing competition for scarce resources; and,
- Drought, thereby also increasing competition for scarce resources.

UN entities must remain aware of the fact that these triggers can exacerbate conflict and be ready to adjust activities in response by means of a response to them. The CO should be especially mindful of those triggers that relate closely to its own work, such as 'changes to political structures and representation' and 'careless introduction of scarce resources', for example. In these cases the UN's actions can themselves worsen the conflict. Careful monitoring and scenario-planning may be required for guidance.

3 CDA APPLICATION



MODULE SIX

Using the CDA for Programme Development

What is the purpose of the Module?

This Module will assist you with the essential transition from analysis to action. It focuses on how to elaborate a theory of change, and how to then develop programming which addresses conflict drivers and supports peace engines in a comprehensive, conflict-sensitive manner.

Content of this Module:

Elaborating a theory of change; the importance of using the CDA for programming; how to define the objective of programming; understanding conflict-sensitivity and peacebuilding; addressing conflict drivers and peace engines in the context of conflict-sensitive programming; integrating assessment, M&E, and reporting into your programme design.

Who should read this Module?

Those responsible for implementing the results of the conflict analysis, and/or for programming.

MODULE SIX

Using the CDA for Programme Development

Programme design is part of the third stage of the CDA identified in Module One – 'Using your analysis'. Too often, more attention is paid to the first phase of the CDA (i.e. understanding the conflict), to the detriment of designing appropriate responses. As a result, programming is often not as well designed or as conflict-sensitive as it could be, or may miss opportunities to effectively target key areas for peacebuilding. This Module will help you move from analysis to action by helping you decide: where to programme; with whom to partner; which conflict drivers or peace engines to address, and how; how to prioritise; how to develop key programming tools; and, how to integrate monitoring and evaluation effectively into your programme design.

6.1 | The importance of using the CDA for programming purposes

OVERVIEW

The point of departure for designing any programme is the context combined with a theory of change; consequently, the CDA will be your anchor for both. The CDA allows you to comprehensively analyse the conflict and, therefore, to articulate an appropriate theory of change that will shape, guide and keep your programme on track.

Conflict analysis is rarely used as an end in itself. While a CDA may occasionally be undertaken for the sake of analysis, it is more often used as a tool for programme and/or project design. The CDA identifies the opportunities that exist to address conflict drivers or reinforce peace engines through planned conflict-sensitive interventions and/or peacebuilding interventions. As such, the CDA is important for programming because it helps you to: navigate through the complexity of conflict contexts; identify programme priorities; and, position the specific programme within the broader programme cycle.

WHY IS THE CDA IMPORTANT FOR PROGRAMMING?

The CDA: Navigating through complexity

The CDA serves as a 'GPS' for programme design and implementation: it enables you to define: i) the strategic Goal of the programme; ii) the implementation Principles; and, iii) the implementation Scenario for an effective and conflict-sensitive implementation of the programme.

- **Goal:** The CDA helps to prioritise programme objectives and to identify the strategic focus of the programme. The information obtained during the conflict analysis process sheds light on the key conflict drivers, as well as the capacities for peace. Consequently, it tells us what to focus on and what the overall goal(s) of the project should be. For example: Is the goal to work in the conflict context while ensuring we do not further exacerbate factors driving the

conflict/destabilise capacities for peace? Or, should the project empower and foster peace engines that directly strengthen stability and peace?

- **Principles:** The CDA helps to identify with whom to work and with whom more sensitivity is required. The analysis will have helped identify how spoilers relate to those working for peace, and how dynamics can be fostered to support those working for peace, while marginalising spoilers. Consequently, when designing the programme it will become clearer which stakeholders to work with, and how, given the particular political sensitivity or levels of polarisation, for example.
- **Scenarios:** As a result of the scenarios that derive from the conflict analysis it will be possible to more adequately define the expected theory of change, possible impact and risks during the implementation of the engagement. In fact, the CDA provides a wider 'map' in which the programme is or will be embedded, and helps you to identify the 'path' the programme should follow. During the implementation phase it will be important to update the analysis and re-adjust the programme as and where needed.

The CDA: Identifying programme priorities

The CDA helps to prioritise elements of programming by identifying needs, opportunities, and entry-points that will positively influence conflict dynamics. It provides an understanding of the conflict context, highlights the interaction between programming and the conflict, and identifies options for engagement.

The CDA forms an important substantive basis for programme prioritisation. It provides an understanding of the conflict dynamics in a given context by identifying: conflict drivers (conflict factors, triggers, and stakeholders); peace engines; and, opportunities to positively impact these dynamics. The analysis can assist in developing key components of your programming framework: for example, a realistic theory of change, actor and programme mapping, etc.

In order to decide on programming priorities, it is important to first take stock of current programming i.e. the second stage of the CDA (cf. Module Four), which focuses on analysis of the current responses in a given setting, in particular from the perspective of development interventions. The aim is to build upon the conflict analysis (cf. Module Three) in order to further assess the responses of a wide range actors - including development organizations - and their impact in relation to the conflict.

The CDA: Positioning your programme in the broader programme cycle

The CDA is relevant for all parts of the programming cycle and can therefore be used at any point in time. A good CDA will inform the UN's programmatic engagements to meet national development priorities, and also feed into the process of formulating the UN Development Assistance Framework (UNDAF), and Country Programme Document (CPD), for example.

However, this process can be undertaken at different points in the programme cycle and in different ways. The CDA can be used for: programme/project prioritisation; programme/project design; programme/project conflict impact; programme/project modification in the course of implementation; or, to develop a risk assessment. The CO should have an on-going process for keeping the CDA updated and validated; having such a process reinforces the linkages between conflict analysis and the resulting strategic/programmatic engagement. See the below table for more information.

TABLE 6.1 | How can a CDA assist with programming?

PROGRAMMING CYCLE	HOW CAN A CDA ASSIST?
PROGRAMME/ PROJECT PRIORITISATION	Determine: where the most important needs and opportunities are; which thematic areas the UN should focus on for the most impact; what other actors are working on and what should the UN be doing.
PROGRAMME/ PROJECT DESIGN	Identify which conflict dynamics to work on, at what level of engagement (national, regional, local), which target groups/actors/stakeholders, the geographical scope, etc., for the programme or project.
PROGRAMME/ PROJECT CONFLICT IMPACT	Inform overall programme/project impact on conflict dynamics beyond your specific programme/project outputs; link to other conflict prevention and peacebuilding programmes to maximise positive, and minimise negative impacts on conflict.
PROGRAMME/PROJECT MODIFICATION IN THE COURSE OF IMPLEMENTATION	Inform on-going programming to ensure that interventions are relevant and conflict-sensitive vis-à-vis a (potentially) changed context; guide new strategic orientation of interventions; identify potentially negative side effects of programming on conflict dynamics; and, provide rationalisation for donors on the UN's decision not to engage in certain programmatic areas.
DEVELOP RISK ASSESSMENT	Inform the development of risk assessment/risk-logs about critical factors that could negatively impact or hamper programme implementation, and advise on ways to mitigate these risks.

6.2 | Understanding programming: Elaborating a theory of change

OVERVIEW

Programming is driven by two major factors: first, the context - as captured by your CDA analysis, including the current response assessment (see Module Four); and, second, a set of assumptions about the nature of conflict and what propels transitions towards peace. These assumptions are usually captured in a set of strategic organizational or programmatic principles, and are often referred to as a 'theory of change'.

A theory of change defines the end state or goal that needs to be attained to bring about peace; it provides information about what needs to be done in order to get there, and how; furthermore, it assists with monitoring and evaluation. It is important to be explicit about the theory of change you are using in order to determine whether the analysis or theory driving the programme is correct. It is often the case that the analysis is correct but the programme is poorly implemented. To correct this, formulating a theory of change provides an important compass for effective implementation of the programme. A theory of change, therefore, represents a type of 'roadmap' for the intervention.

DEVELOPING A THEORY OF CHANGE

The very nature of a theory of change – understood in development parlance as the intervention, organizational or programme 'logic' – describes the links between context, the intervention inputs, the implementation strategy, and the intended outputs and outcomes. Consequently, context relevance lies at the heart of a theory of change, and is therefore an essential part of the CDA process.

You will need to think carefully about what your analysis has highlighted about *conflict drivers* and the *peace engines* (cf. Module Three), the insights that emerged from the current response assessment (cf. Module Four), and what you deduce, therefore, will lead to positive, constructive change in the context. You can articulate your theory of change by asking yourself some simple questions, such as:

- What is/are your programme goal(s)s? Does the programme target the root causes? Who are the strategic actors that can contribute to the desired change? What are the strategic areas that support the desired change?
- What activities do you propose?
- What change do you expect these activities to contribute/lead to?
- Why do you expect these changes to help you achieve your programme goals? I.e. what are the assumptions driving your programme?

Elaborating a theory of change should not be seen as a complicated process. In its most basic form, a theory of change can be presented as an "if-then" statement:

> - *If "X" action is taken, it will have a "Y" result. By presenting the theory of change in this form, a planned action is associated with an expected outcome.*

Furthermore, your theory of change is based on certain assumptions. These assumptions may be related to particular elements of the context, to the nature of the programme activities, and they may underpin the relationship between the context and the programme. Assumptions will be made and stated on the basis of the conflict analysis that has been conducted. The theory of change is thus revised to an 'if-then-because' statement. 'Because' describes assumptions that underpin the theory of change. As a result, the theory of change may look like the following:

> - *If "X" programmatic activities are implemented, then "Y" outcome will be achieved, because of "A, B, C" assumptions.*

You may find that, overtime time and as a result of careful monitoring, your theory of change turns out to be weak, or perhaps even wrong. This is an important process and one that you should not shy away from: it may mean that your analysis was missing certain elements, that the context has significantly changed, or that the activities have not been implemented correctly, or were perhaps not as well suited to the context as previously expected. Having the theory of change to go back to, even if it is wrong, helps you to understand how to make your programming more effective.

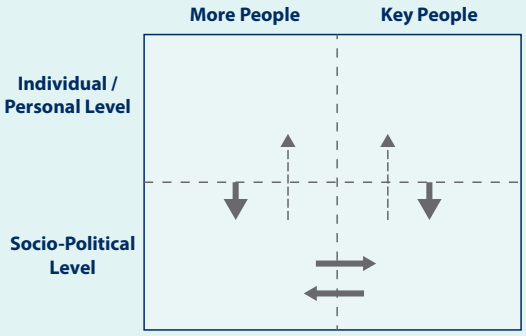
Too often, theories of change are deduced during evaluations from the decisions taken during programme implementation, rather than from a clearly thought out analysis of what the programme seeks to achieve from the outset i.e. *before* programming begins. A concerted effort must be made to ensure that conflict analyses are conducted for the basis of programming, and that clearly and well thought-out theories of change are formulated as the basis of programme implementation.

Once the theory of change has been articulated and programming underway, revisiting the theory of change throughout the programming cycle will help ensure that projects and activities continue to meet the specific end-goals of positive change. The theory of change also sets the framework for an effective evaluation. Peacebuilding and conflict prevention programmes – or any programme that seeks to affect either conflict drivers or peace engines - will be more effective if theories of change are explicitly articulated, and if they relate to outputs and outcomes that are measurable, goal-oriented, and realistic.

ASSESSING PROGRAMME STRATEGIES: THE RPP MATRIX

(Reflecting on Peace Practice, Collaborative Learning Projects, 2009)

The Reflecting on Peace Practice (RPP) Matrix is a four-cell matrix that permits analysis of programme strategies in several dimensions, including: the different approaches to peace work; who is being engaged; and, what type of change is desired.



Whom to engage:

More people approaches

6.1

The aim is to engage increasing numbers of people in actions to promote peace. Practitioners who take this approach believe that peace can be built if many people become active in the process, i.e. if 'the people' are broadly involved. This may involve mobilisation of larger constituencies or expanding the numbers of people committed to peace.

Key people approaches

The focus is on involving particular people, or groups of people that are critical to the continuation or resolution of conflict, due to their power and influence. 'Key people' strategies assume that, without the involvement of these individuals/groups, progress cannot be made toward resolving the conflict. Who is 'key' depends on the context: they may be political leaders, warlords, or others necessary to a peace agreement; they may be people with broad constituencies; or, they may be key because they are directly involved in violence.

Type of change:

Individual/personal change

Programmes that work at the individual/personal level seek to change the attitudes, values, skills, perceptions or circumstances of individuals, based on the underlying assumption that peace is possible only if the hearts, minds and behaviour of individuals are changed. Most dialogue and training programmes operate at this

level, working with groups of individuals to affect their skills, attitudes, perceptions, ideas and relationships with other individuals.

Socio-political change

Programmes that concentrate on the socio-political level are based on the belief that peace requires changes in socio-political structures and processes, often supporting the creation or reform of institutions that address grievances that fuel conflict, or promoting non-violent modes for handling conflict. Change at this level includes alterations in government policies, legislation, policies, economic structures, ceasefire agreements, constitutions, etc. But it also incorporates changes in social norms, group behaviour, and inter-group relationships.

These insights do not suggest that a single agency must necessarily conduct programmes in all quadrants of the matrix simultaneously. An agency's programme may evolve, over time, to move from one quadrant to another. Most programmes do not and cannot do everything at once. In many cases, programmes can remain in one cell and develop opportunities for cooperation and/or coordination of efforts with other agencies working in different areas in order to magnify impacts. How these connections are best made will, of course, vary from context to context.

ESSENTIAL TIPS

- It is important to remember that there is no single or 'right' way to elaborate a theory of change. Each theory of change will differ depending on: who is designing it; how they understand the context; and, the nature of the intervention proposed. In order to ensure that your theory of change is useful, it should reflect the following:
  - A solid understanding of the context;
  - A clear hypothesis of the changes desired; and,
  - A narrative assessment or contextual analysis for why the hypothesis was developed.
- Remember that projects and programmes may have several, complementary theories of change. As long as the theories of change do not contradict one another, but instead form part of an overarching approach to a set of intersecting conflict drivers and peace engines, it does not matter how many theories of change underpin your programme.

6.2

ADDITIONAL TOOLS FOR UNDERSTANDING THEORIES OF CHANGE

- CDA Collaborative Learning Projects, 'Reflecting on Peace Practice: Participant Training Manual: Theories of Change and Effectiveness', Cambridge, Mass, 2009.
- Inigo Retolaza Eguren, 'Theory of Change: A thinking and Action Approach to Navigate in the Complexity of Social Change Processes', UNDP, 2011.
- CARE, 'Guidance for Designing, Monitoring and Evaluating Peacebuilding Projects: Using Theories of Change', United Kingdom, 2012.
- CDA Collaborative Learning Projects, 'Reflecting on Peace Practice: Participant Training Manual: Theories of Change and Effectiveness', Cambridge, Mass, 2009.
- Vogel, I and Stephenson, Z, Appendix 3: 'Examples of Theories of Change', London, UK, 2012.
- http://www.theoryofchange.org/toco-software/.

6.3 Defining your objective: Addressing conflict drivers and strengthening peace engines

OVERVIEW

Your programming will be tied intimately to conflict drivers and peace engines as identified in the course of your analysis. An essential element of your programme design, therefore, will concern decisions around which conflict drivers to address (if any), and how and, which peace engines to support (if any), and how. When deciding whether your intervention should be focused predominantly on minimising conflict drivers or on strengthening peace engines an important but subtle distinction needs to be made between conflict-sensitivity and peacebuilding. These two terms are used extensively by practitioners in the context of conflict analysis, but are not always fully understood.

UNDERSTANDING CONFLICT-SENSITIVITY AND PEACEBUILDING

All engagements undertaken in areas at risk of, under-going or emerging from conflict, **must be** conflict-sensitive. This forms part of the essential 'do no harm' principles to which all practitioners should subscribe. Conflict-sensitive programming – whether you are working *around* the conflict, *in* the conflict or actively *on* the conflict (see Text box 6.2) concerns how to ensure that your intervention does not exacerbate root and/or proximate factors, or ignite pre-existing or new triggers of conflict. Regardless, therefore, of whether you seek to actively reduce levels of conflict or not, you must be sure that you do not *increase* it.

The chart below outlines how to make decisions regarding whether your programme will consist of working 'around, in or on conflict'; it maps out the initial step of determining the direction of a new programme; it should help you decide whether or not existing programmes need to be recalibrated to address the root causes of the conflict.[9]

[9] Adapted UNDP (2003) 'Guide to Conflict-Related Development Analysis

TABLE 6.2 | Programming 'around', 'in' or 'on' conflict

	WORKING AROUND CONFLICT?	WORKING IN CONFLICT?	WORKING ON CONFLICT?
UNDERSTANDING THE INTERACTION BETWEEN CONFLICT AND DEVELOPMENT	Conflict is perceived as a disruptive factor over which little influence can currently be exercised. Programming can continue without being negatively affected (although care should be taken to ensure that programming is conflict-sensitive/does not instigate or fuel conflict).	Programming can be negatively affected by, or have a negative impact on conflict dynamics.	Programming can maximise opportunities to positively affect conflict prevention dynamics.

Consequently, regardless of whether your programme is focused on humanitarian, development, mediation or peacebuilding issues, you will need to think carefully about the extent to which your programme is conflict-sensitive. Why is an understanding of conflict so central to the UN interventions?

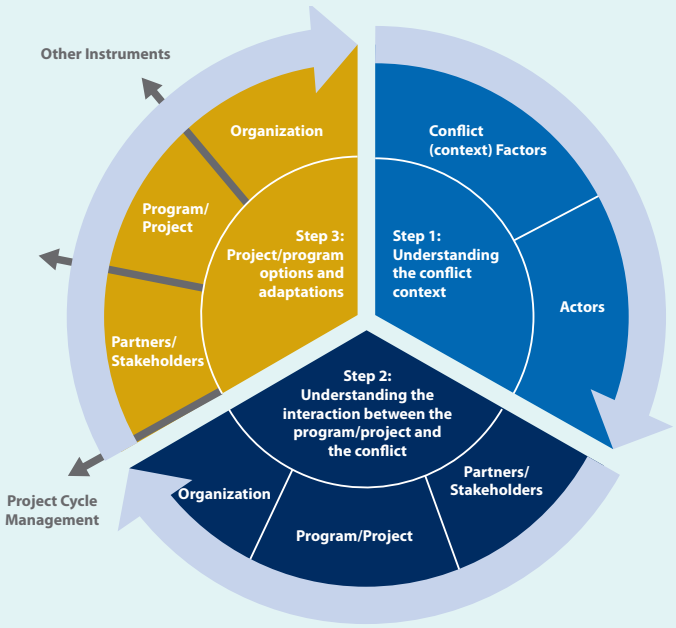
- Conflict undermines and reduces important development gains in countries and regions;
- Prevention and early engagement is more cost-effective than post-conflict rehabilitation, both economically and socially; and,
- Working *in* or *on* conflict provides an opportunity to build analytical capacity and situational understanding both within the UN and with key stakeholders/partners.

Despite the universality of conflict-sensitive programming when working in fragile or conflict-affected contexts a distinction is often made between conflict-sensitivity and peacebuilding. We find that the below definitions are useful for understanding these concepts:

- **Conflict-sensitivity** refers to the ability of an organization to understand the context in which it is operating, and the interactions between its interventions and the context; it then requires an ability to act upon this understanding to avoid negative impacts. A conflict-sensitive lens allows a programme to continue its intervention, confident that it is not having adverse effects on the context. Furthermore, using a conflict-sensitive lens leads to better development results and increased effectiveness. Conflict-sensitive programming can be important - in different ways – whether you are working *around*, *in* or *on* the conflict.
- **Peacebuilding refers** to measures designed specifically to consolidate peaceful relations and strengthen institutions to handle conflict and create or support the necessary conditions for sustainable peace. Peacebuilding programmes work actively to reduce the drivers of violent conflict and contribute to broad, societal-level peace. Peacebuilding programmes are about working *on* the conflict, and invariably require a conflict-sensitive lens.

THE THREE STEPS OF APPLYING CONFLICT-SENSITIVITY IN FRAGILE AND CONFLICT-AFFECTED SITUATIONS

Developed by Helvetas Swiss Inter-cooperation and KOFF, and the basis for the UN conflict-sensitivity online course developed under the former UN Interagency Framework Team for Preventive Action.



Step one: Understanding the conflict context

6.3

Conflict analysis: An organization that is working in a fragile and conflict-affected context becomes part of that context. Therefore, it is important to understand conflict actors, key issues and dynamics. The scope and depth of conflict analysis depends on its objective, use and the context. The conflict analysis for conflict-sensitivity requires knowledge of dividing and connecting issues in society, as well as key conflict actors. The analysis needs to be undertaken with local partners and should be regularly updated during project implementation. Recommended conflict analysis tools include: the conflict tree, dividers and connectors analysis, actors mapping, for example.

Step two: Understanding the interaction between the project/intervention and the conflict context

What is the interaction between the identified key elements of conflict and fragility, and the key elements of the intervention itself? The fields of observation are: the project; the partners and stakeholders; and, the organizational set-up. A list of sample questions help to identify relevant factors in each of these categories that are either creating tensions or having a positive impact on the conflict context.

Step Three: Strategic choices

Based on the identified factors that are creating tensions or having a positive impact on the conflict context, strategic project, programme and management decisions have to be taken. The three fields of observation - the project, the partners and stakeholders, and the organizational setup - need to be considered. Adjustments of the project/programme to the conflict context have to become part of the programme management cycle.

The areas of an intervention which are most relevant for conflict-sensitivity are:

In general

Conflict analysis
Strategic orientation

Programme/project

Participation and local ownership
Transparency and accountability
Targeting/beneficiaries

Partners and stakeholders

Partners and stakeholder relations
Donor relations

Organization

Human resources/staffing
Risk and security management
Communication
Coordination
Logistics

Online course is available on the UNSSC site: http://portals.unssc.org/course/ view.php?id=16

Course is also available on UNICEF and UNDP internal online learning platforms.

6.4 Looking at conflict drivers and peace engines for programming purposes

OVERVIEW

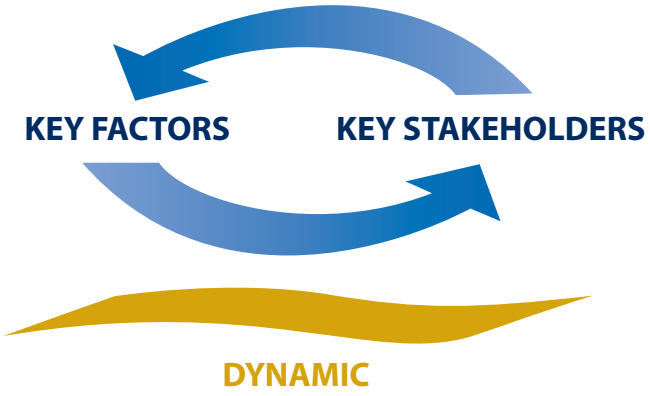
Another way of thinking about conflict-sensitivity and peacebuilding – or any other type of programming – is to think in terms of conflict drivers and peace engines. Regardless of the type of intervention, you will either want to work directly on *or* avoid worsening conflict drivers, and directly support or avoid undermining peace engines. Furthermore, it is essential to understand that when intervening in a fragile context, you immediately become part of the conflict fabric, and have the ability to positively or negative affect the on-going dynamics.

UNDERSTANDING CONFLICT DRIVERS AND PEACE ENGINES

The terms 'conflict drivers' and 'peace engines' were covered more extensively in Module Three; the terms are summarised here for the purposes of your programming. (Cf. Module Three for additional information).

› Understanding conflict drivers

Conflict drivers are dynamic processes that contribute to the ignition or exacerbation of destructive conflict. Conflict drivers emerge when structural and/or proximate conflict factors are affected by or affect various stakeholders, triggering some form of response - usually either a manifestation of violent conflict or a contribution to the emergence of violent conflict. Frequently, conflict drivers comprise more than one structural and/or proximate factor, given the complex nature of conflicts and the associated undercurrents. Conflicts, however, are rarely caused by one conflict driver alone; most conflicts are the result of several, complex and inter-locking conflict drivers.



At the basic level, a conflict driver describes the dynamic relationship among key factors (structural, proximate, and trigger) and key stakeholders.

Key conflict factors are those structural, proximate or trigger factors that create central conditions to fuel violence, elevate tensions, and weaken social relations.

Key stakeholders are those that either have a significant or catalytic role in fuelling the conflict, or those that are most significantly affected. These are not always the largest or most powerful stakeholders, but they are critical in the context of the conflict driver.

The dynamic is the interaction between the key conflict factors and the key stakeholders. It is this dynamic process that contributes to or fuels the conflict.

Each stakeholder group has a distinct posture towards causal factors. For this reason and in order to understand conflict drivers, it is vital to define the relationship between structural/proximate factors and associated stakeholders. On the basis of these relationships responses may be assessed and more relevantly proposed, developed, and implemented.

Understanding peace engines

Peace engines refer to elements that exist within a society that mitigate the emergence and proliferation of violent conflict and strengthen foundations for peace - drawing upon the innate resilience of a society (cf. Text box 3.8).

A peace engine describes the dynamic processes that mitigate conflict or strengthen peace, emerging from the dynamic relationship among key factors (structural, proximate, and trigger) and key stakeholders.

- **Key peace factors** are those structural, proximate or trigger factors that create central conditions to mitigate tensions or violent conflict, build peace, and strengthen social relations, for example.
- **Key stakeholders** are those that either have a significant or catalytic role in mitigating conflict or building peace, or those that are most significantly affected, thereby having the greatest potential/capacity to reduce violent conflict.
- **The dynamic** is the interaction between the key peace factors and the key stakeholders. It is this dynamic process that mitigates conflict and strengthens peace.

Peace engines operate at state, regional and local levels and can take many different forms – both formal and informal, such as institutions, groups, individuals, specific processes, or even specific places, symbols or social constructions. For programming purposes, it can be useful to distinguish between different types of peace engines. USAIDs typology of capacities for peace has been adapted for these purposes with the following typology:[10] alleviating factors; conciliating factors; and, transforming factors.

- **Alleviating factors:** Reduce underlying root causes of conflict; USAID uses the example of local community interests, which cross ethnic groups or geographical borders; or trade and commercial relations which link groups economically.
- **Conciliating factors:** Stop or reduce hostilities by promoting conciliation and discouraging violence; USAID uses the example of leaders who take conciliatory actions; or, legitimate military sources that contain rebellions.
- **Transforming factors:** Peace engines that take the form of formal or informal, social or political mechanisms; these mechanisms channel destructive and/or potentially violent grievances through peaceful, constructive processes. USAID uses the examples of power-sharing arrangements at the national level, dispute resolution bodies and traditional conflict resolution mechanisms.

When looking at conflict drivers and peace engines for programming purposes, you should have a clear idea of how they are situated geographically, political, socially, and culturally. Having a contextualised understanding of both conflict drivers and peace engines will help you to ensure that your programming is conflict-sensitive and does not inadvertently exacerbate or ignite conflict by appearing, for example, to be aligned with a particular region, group, or political entity.

6.4

ADDITIONAL TOOLS ON CONFLICT-SENSITIVITY AND 'DO NO HARM'

- The Conflict-Sensitivity Consortium, 'How-to guide to conflict sensitivity London: England, 2012.
- UN Conflict-Sensitivity on-line course
- UNDP CPR Workspace: http://intra.undp.org/bcpr/cp_learn/files/3/3_1.html
- Anderson, Mary, 'Do No Harm: How Aid Can Support Peace - or War' Lynne Rienner, Boulder: Col, 1999.
- http://www.cdainc.com/cdawww/pdf/article/RPP_Differentiating_Conflict_Sensitivity_and_Peac ebuilding.pdf.
- http://www.conflictsensitivity.org/sites/default/files/1/6602_HowToGuide_CSF_WEB_3.pdf.
- http://www.trocaire.org/sites/trocaire/files/pdfs/policy/Conflict_Sensitivity_Toolkit_Oct_2011.pdf.

[10] http://www.elmtrelpa.org/FCKeditor/UserFiles/File/elmt/PACT/5.%20Causes%20of%20Conflict%20and%20Capacities%20for%20Peace.doc.

6.5 | Addressing conflict drivers and peace engines: Programming for conflict-sensitivity

OVERVIEW

Regardless of whether you are addressing conflict drivers or leveraging peace engines, all engagements must be conflict-sensitive; this is especially important when designing programmes and projects in times of instability or rapid change. Programming should consist of a combination of the outcomes from the above analysis with the findings obtained during the course of your CDA analysis. Using the CDA for programme/project development will help ensure that the intervention is in-line with 'do no harm' principles, that the programme/project is more effective and, ideally, will decrease tensions and positively affect the conflict dynamics.

HOW TO LINK YOUR ANALYSIS WITH CONFLICT-SENSITIVE PROGRAMMING?

> The benefits of using the CDA for conflict-sensitive programming

Any intervention in a conflict situation has the potential to raise or lower tensions depending on perceived benefits for one group over another. After completing the conflict analysis, for example, it may become apparent that earlier programming decisions and on-going projects are either no longer suitable, or may possibly exacerbate the conflict situation and need to be recalibrated. Understanding potential interactions between the results of the conflict analysis and programming decisions will help you to predict the impact of programmes. The CDA builds the capacity of the UN in conflict-sensitive programming in the following ways:

- It helps UN entities understand the context in which it operates and enables them to translate that understanding into more conflict-sensitive and strategic interventions;
- It creates a platform for discussion which facilitates a more harmonious understanding of the context in which UN entities operate;
- It encourages UN entities to act upon this understanding to minimise harm and avoid negative impacts within its programmes and projects; and,
- It highlights opportunities to engage and maximise the potential peacebuilding impact of development interventions.

> How to ensure the programme is conflict-sensitive: Micro perspectives

Having ensured that the framework and context for your programme is conflict-sensitive, you now need to start looking at the details of the programme from a 'micro' perspective. The following questions will help ensure that your intervention is as conflict-sensitive as possible:

Programme focus

- Was the project/programme developed in full consultation with the beneficiaries and other stakeholders? Is there consensus on the deliverables of the project/programme?

- What are the (potentially) conflictive situations in the context where the project is or will be taking place? What are the (possibly) conflictive issues that the programme has the means to address/mitigate? How can you address them?
- Does the project/programme respond to the root factors or causes of conflict?
- Who will be affected by this project? What is their role in the project?
- Is it coherent with - and does it build upon - other projects/programmes and other donor/national initiatives by making good use of local capacities and informal peace processes?

Preventive capacity

- Does the project make the occurrence of further conflict unlikely or impossible?
- How does the project contribute to the restoration of relationships between the conflict parties?
- Does the project contribute to the building of trust between the parties? How?
- Does the project assist the parties to establish or reinvigorate non-violent ways/mechanisms for resolving their differences in the future?
- Who makes decisions regarding the project? What authority do the conflict parties have on the implementation of the project?
- Does the project promote joint action by the conflict parties? In what ways? And regarding which issues?

Additional questions

- Was your engagement developed with an underlying risk assessment that identifies the key triggers/conflict issues that could lead to increased tensions? Do you understand how increased tensions may impact programme implementation? What is your mitigation strategy to ensure that programming is sensitive to potential conflict?
- Which stakeholders benefit from on-going conflict or peace? What are their motivations?
- Does the project/programme contribute to building social capital and community cohesion as a means to reduce potential conflict?

THE 'DO NO HARM' APPROACH

Any intervention in a conflict situation has the potential to raise or lower tensions depending on perceived benefits for one group over another. After completing the conflict analysis, it may become apparent that earlier programming decisions and on-going projects are either no longer suitable or may possibly exacerbate the conflict situation and need to be recalibrated. Understanding potential interactions between the results of the conflict analysis and programming decisions will help predict the impacts of programming.

The **'do no harm' approach** to minimising harmful impacts of engaging in conflict prone areas is a tool comprised of the following key component, which overlap considerably with key elements of the CDA:

- Analyse which issues divide and exacerbate tensions between groups ('Dividers').
- Analyse which issues bring groups together with a common focus to build peace or reduce conflict ('Connectors').
- Analyse the existing programme in view of why UNDP is implementing the programme/project. Where does the programme/project take place? What is the objective of the programme/project? When and how will the programme/project be implemented, by whom and with whom?
- Consider implicit, ethical messages associated with the project.
- Analyse the programme's impact on either reducing or increasing conflict.
- When necessary, consider how to adapt the project to ensure it is in-line with the 'do no harm' principles and helping to strengthen local capacities to actively build peace within their communities.

6.5

In practice, minimising harm in programming means:

- Recruiting representatives of different groups (ethnic, religious, gender, etc.,) among project staff, project monitors and beneficiaries, as well as throughout planning processes.
- Conducting participatory planning: this can be an effective peacebuilding mechanism as bringing different factions together helps deepen understanding of their respective viewpoints. The importance of including all stakeholder groups, and ensuring that a balance of views is represented between the different groups is critical to remaining transparent and to ensuring that one group does not feel (rightly or mistakenly) excluded or discriminated against, which may heighten tensions/vulnerabilities.
- Conducting evaluations that balance the inclusion and views of different groups (groups should be informed of the results of the situation and/or conflict analysis to the extent that this will not exacerbate tensions), and participation should be reflected in the selection of evaluation staff, interviewees, field visits, and documents consulted. To the extent that it is possible, all information gathered should be triangulated to prevent bias.

Cross-cutting considerations

Specific gender-focused questions should be included in this process to ensure that your response is conflict-sensitive from a gender perspective. The table below has been adapted from UNDP (2007) Working Guidelines: Gender and Conflict-related Development Analysis (CDA) Draft.

TABLE 6.3 | Key analysis questions: Response design

ECONOMIC DIMENSIONS	• Is the economic environment conducive to the empowerment of men and women, or does it reinforce economic marginalisation and increase women's vulnerability? • Are there economic opportunities created by the conflict that can be built upon and how do these opportunities address both strategic interest and practical needs?
POLITICAL DIMENSIONS	• Do political systems recognise and protect women's and men's rights and interests? • Are the political models proposed assumed to be gender-neutral? • Does the UN have an understanding of the gendered outcomes of institutional processes? • Does the UN have a programme to promote gender equality? • How are women and young people enabled to influence and participate in the political process?
SECURITY DIMENSIONS	• Does the UN contribute to the rebuilding of security institutions that are open to both women and men, and which challenge notions of violent masculinity? • Do strategies to stabilise the security situation consider broader human security considerations that affect vulnerable groups and women? • Does the conceptual understanding of GBV within security institutions cover the broad spectrum of physical and sexual abuse perpetrated against women and men? • Do trained officials collect information in a sensitive and confidential manner? • Are the gender dimensions of security programmes (small arms reduction, demobilisation, SSR) being addressed?
SOCIAL	• Does the social sector address both women's and men's particular needs and concerns in an appropriate and adequate manner? • Are women's capacities and skills recognised and incorporated into the provisions of social services? • Are social reconstruction projects generating socio-economic relationships and opportunities that are advantageous to women and promote gender equality? • Are issues concerning social and cultural construction of gender identities and their impact on peace and conflict sufficiently addressed in this sector?

TABLE 6.4 | Conflict-sensitive programming guidance: The case of social cohesion programming in Myanmar

To ensure conflict-sensitivity within your programming, there are five key issues to consider in order to minimise the possibility that programmatic or policy interventions will exacerbate conflict dynamics: 1) Analyse the conflict and the potential effect of your programme/intervention on the conflict; 2) Target locations and beneficiaries carefully; 3) Consider the timing of your work; 4) Consider your external profile; and, 5) Review internal processes.

KEY CONSIDERATIONS	MITIGATING MEASURES	ACTIONS POINTS
1 ANALYSE THE CONFLICT AND YOUR POTENTIAL EFFECT ON IT		
Myanmar displays the potential for conflict. Designing conflict-sensitive programmes within a conflict context requires up-to-date, rigorous analysis of conflict causes, actors and dynamics in respective states (Shan, Kachin). Risks: • Ethnic and religious violence; • Dynamics with and within Self Administrative Zones (SAZ); and, • Deep-rooted divided/closed society makes collaboration within project implementation challenging as conflict is latent.	• Conduct or obtain conflict analyses with information on your sector or area (state level) through local UN staff and/or local partners.	• Develop a partnership with INGOs to conduct on-going analysis at the local level within each state e.g. an on-going conflict analysis mechanism at the community level; • At Yangon-level, regularly assess how the project is affected by the evolving conflict and whether project readjustment is required; and, • Readjust the risk-mitigation strategy and options should the situation change drastically.
	• Use conflict analysis to guide programme design and implementation to tailor to the context. Consider e.g. the role of religion; the traditional roles of men, women, elders and youth; the importance of traditional and religious decision-makers; and, oral communication. • When the overall conflict dynamics are evolving, e.g. Inter-religious and/or inter-ethnic violence is expanding throughout the country, envisage whether the focus of the project should be shifted, e.g. Targeting inter-religious violence more directly.	• Carefully select and design start-up phase and area of project, taking into account all risk elements and mitigating measures; • Map out the conflict-prone areas within and around the operational area of the programme; • Have local field staff regularly assess how the programme is affecting or is being affected by the conflict issues identified - to be undertaken through programme meetings at local offices that report to Yangon office on regular basis, e.g. every two months; • List immediate risks and develop mitigation plans. The risk assessment should go beyond the scope of the project i.e. look at how wider conflict issues, e.g. Inter-religious violence might affect further implementation of the project; and, • Document on a regular basis how the project is contributing to a positive transformation i.e. Is social cohesion producing tangible results, is it as envisaged, is it going deep enough to make a sustainable change?

KEY CONSIDERATIONS	MITIGATING MEASURES	ACTIONS POINTS
2 TARGET LOCATIONS AND BENEFICIARIES CAREFULLY		
Where the UN works and who benefits from the UN's assistance affects conflict dynamics. Examples include: • Selecting a project site or office location that appears to favour one group; • Accidentally violating land rights through use of properties or rehabilitation of contested property; and, • Inadvertently excluding social groups by following administrative boundary lines or using purely technical selection criteria.	• Base initial selections of locations and beneficiaries on clear criteria, but be ready to adjust selection or take mitigating measures; • Use conflict analysis and community consultations to gather information on key social and political actors in the area, their interests and any lines of division or potential 'connectors' in the area; • Balance the geographic spread of activities to ensure 'fair' coverage; • Ensure safety and security of female staff and female beneficiaries; and, • Strengthen the monitoring of safety and security of female staff working for implementing partners.	• Task the local field office managers to select the project area in close consultation with local stakeholders, taking into consideration possible risks. Carefully resist efforts by powerful actors to control where the UN works or who it targets; • Task local field managers to report issues and submit a mitigation plans for consideration. If necessary, introduce safeguards to ensure that the marginalised and affected groups are included (e.g. beneficiary selection meetings with all stakeholders present; publication of beneficiary lists).
For Kachin: because of the 'clusterisation' of the IDP groups by religious background, the disconnect remains and there is no real opportunity to enhance the people-to-people contact (as part of social cohesion efforts). For Shan State the issue relates to the SAZ; these have a potential to become spoilers during the country's transition.	• To break through the clusterisation of IDP camps, the project should find ways that will help the diverse IDP groups come together. • Assess whether it is recommended to work with or even within the SAZ, meaning how will the project be perceived? How will/is the UN perceived?	• Task the local field office to continuously identify the best location to develop livelihood support e.g. This could be a location where all different IDP groups can and have to go to, it could also be that the IDPs of the 'other' groups are invited to each event organised within an IDP camp. • In this regard it is not enough to look into one SAZ, but it is recommended to look into the possible impact of all SAZs as they differ in nature.
3 CONSIDER THE TIMING OF THE PROJECT		
During the mission it was stated that potential projects specifically working on media were "interesting" and would be discussed with the Chairman (of Kachin state). The implicit understanding, on the other hand, was that such a project would not be accepted by the Government, indicating that the time was not ripe for such an intervention.	• As a mitigating measure, regular consultations with the local stakeholders on how the project will unfold: transparency will be critical to avoid sudden blockages.	• Based on information from the on-going conflict analysis, decide whether there is a need to put the project on hold or even cancel it; • Regularly consult with other project leaders, such as those working on access to justice and local governance to see whether the time is ripe, i.e. Communities are willing and ready to have social cohesion/livelihoods activities accompanied with access to justice (and vice versa); • Project on media: to follow-up with local authorities in order to determine whether there is a willingness to work on media (in reference to this section's 'key considerations').

KEY CONSIDERATIONS	MITIGATING MEASURES	ACTIONS POINTS
4 CONSIDER YOUR EXTERNAL PROFILE		
The UN's staff profile, choice of partners, contractors and positioning towards different conflict parties, including governments and armed actors can create perceptions of bias and increase security risks to staff and partners.	• Consider implicit messages of service providers and partners selection; • Avoid selecting service providers on which not enough information is available; • Select partners who demonstrate commitment to impartiality, conflict-sensitivity, and values of the UN; • Consider suspension, relocation or cancellation of activities if the UN is placed under duress; and, • Consider how the UN in general is being perceived in the implementation area of the project.	• Task local field officers to assess which groups or individuals will benefit from the UN's inputs (other than the direct beneficiaries of the project) or how engagements with them will be perceived. In this regard, ensure project implementation is making adequate use of existing peace capacities and informal peace mechanisms; • Transparently communicate with local authorities on the evolution of the project implementation; and, • Make sure that UN staff speak the relevant languages of the implementation area of the project.
5 CONSIDER REVIEWING INTERNAL PROCESSES		
To be well anchored in the society; make sure communities can speak in their own language and be understood.	• Make sure that the conversation with the different ethnic groups is maintained frequently and significantly.	• Make sure that UN staff speaks the relevant languages of the implementation area of the project.

6.6 Integrating assessment, monitoring and evaluation, and reporting into your programme design

OVERVIEW

Monitoring and evaluation (M&E) initiatives enable you to measure the impact of your programme, and to make adjustments to it as and where needed. M&E is a necessary process to engage in because the context is ever-changing, and you will need to stay abreast of these changes and adapt accordingly. Furthermore, M&E helps explain the rationale for interventions and to plan for subsequent engagements. Developing an adequate M&E system should be undertaken separate to and after the conflict analysis, and should be aligned with the development of your log-frames (cf. Module Two). A solid M&E system is comprised of indicators, baseline development, and monitoring data.

INDICATORS

Indicators should reflect the wider conflict-sensitivity or peacebuilding goals that emerge from your conflict analysis, and should be selected on the basis of their usefulness for measuring how the conflict changes over time. To be effective, indicators need to be:

- Reliable, consistent and easily understood;
- Useful for collecting/reporting on findings;
- Disaggregated according to sex and age, including, ideally, specific indicators for female and male youth;
- Directly responsive to the risks, needs, gaps identified during your conflict analysis;
- Practical for decision-making; and,
- Targeted and measurable.

TABLE 6.5 | Developing gender-specific indicators

BASELINE FOCUS/DESIRED CHANGE/ OUTCOME	INDICATORS	DATA COLLECTION METHOD	DATA SOURCE	LOCATION OF DATA COLLECTION	CONFLICT CONSIDERATIONS	MEANS OF ANALYSIS	TIME FRAME
Reduce negative stereotypes related to ethnicity amongst children and teenagers in a particular district.	% Increase in the number of boys and girls who have friends from the 'other' ethnic groups.	Focus group discussions.	Two focus groups with boys and girls representing the two ethnicities in three schools.	School classroom - used after classes at end of day.	Language of the interview and possible real-time conflict/timing.	Review of interviews using pre-set criteria.	Two days.

The below table illustrates how to identify indicators which are inline with these requirements.

TABLE 6.6 | Identifying indicators

CATEGORIES	EXAMPLE ONE	EXAMPLE TWO
INDICATOR COMPONENTS	Increase the percentage of participants from the southern districts reporting an improvement in their relationship with others to the extent that they now enter each other's homes - from 20% for men and 30% for women to 30% increase in 2008.	Increase the current number of 50 men and 25 women participating in inter-community activities from 75 men and women/year in 2005 to 350 men and 100 women/year for all 10 programme communities before the end of 2007.
WHAT IS TO BE MEASURED/WHAT IS GOING TO CHANGE	Female and male participants reporting an improvement in their relationship with the 'other'.	The number of men and number of women participating in at least two inter-community activities.
THE UNIT OF MEASUREMENT TO BE USED TO DESCRIBE THE CHANGE	Percentage of participants disaggregated by sex.	Number of men and number of women.
BASELINE (WHERE KNOWN)	From 20% for men and 30% from women in 2005.	From 50 men and 25 women/year in 2005.
SIZE, MAGNITUDE OR DIMENSION OF THE INTENDED CHANGE	To 70/30 % by increase in 2008.	To 350 men and 100 women/year before the end of 2007.
THE QUALITY OR STANDARD OF THE CHANGE TO BE ACHIEVED	Improved to the extent that they enter each others' homes.	At least two inter-community activities.
TARGET POPULATION	People in the southern district.	Men and women from all 10 communities.
TIMEFRAME	Between 1 January 2005 and 1 January 2008.	Between 2005 and the end of 2007.

BASELINES/BENCHMARKS

Baselines provide a starting point from which a comparison can be made. Baselines and benchmarks stem from the development of appropriate indicators. A baseline identifies the status of the targeted change before the project is implemented; it provides the starting point for the implementation of programming in order to track the effectiveness of programmatic outcomes by measuring the change expected from the intervention and the impact. Baseline determination is conducted prior to the beginning of an intervention and is focused on the intended outcomes. A simple baseline broken down by sex and age could be organized as per the table above.

Once the gender responsive baseline plan has been articulated, the information then needs to be collected and the results/information analysed. The results of the baseline analysis should then be reviewed and benchmarks set for expected results as well as indicators. At this point, it may also be necessary to revise programmatic interventions based on the information that arises from the baseline study.

MONITORING

Monitoring involves the use of reliable data for timely and informed decision-making. Sex- and age-disaggregated data forms the foundations of an on-going monitoring practice, and should be routinely collected, analysed, reflected upon and responded to at both the activity and outcome level to ensure that interventions are relevant, effective and impactful.

You should also monitor the effects of participating in programme activities on beneficiaries, focusing on whether participation increases or mitigates their risks of being subject to violence, including sexual violence. This can be undertaken through participatory consultations and focus group discussions with programme beneficiaries. Modifying programmes when monitoring could highlight heightened risks associated with participation in a particular engagement. You should, therefore, build in further protection measures to reduce risks and ensure that participating is as safe as possible from the start of the programme.

There are two general issues to monitor while undertaking programming in conflict-affected areas:

- The conflict dynamics and how they in turn reflect on the initial conflict analysis, and whether or not the CDA requires updating or refining; and,
- The actual implementation of the programme or project and to see if it is addressing key issues as described in your theory of change, and specific indicators.

For M&E planning, projects set 'interaction' indicators at the activity level for each peacebuilding activity carried out. Interaction indicators should measure the interaction (effect) that UN interventions have on specific conflict drivers (effects may be positive, negative or zero). Interaction indicators are particularly useful when analysing the interaction between the programme and the conflict context. The focus should be on designing indicators that help monitor whether the programme is indeed reducing the conflict dynamics and therefore realising your expressed theory of change.

The following example presents a simplified version of the matrix mechanism applied to the case of Somalia, highlighting three conflict drivers and corresponding indicators.

TABLE 6.7 | Example of drivers and indicators from UNDP Somalia

KEY CONFLICT DRIVERS	SUGGESTED 'INTERACTION' INDICATORS	WHERE TO FIND THIS INFORMATION
Mistrust between the centre and regions, leading to conflict over territorial boundaries and the formation of Administrations - fuelled by historical injustices and past manipulation of clan identity.	• Frequency with which UN support leads to joint participation in governance initiatives by central and sub-national authorities; and, • Number of effective channels created by the UN for state-society dialogue.	• Public opinion surveys; • Media reports; • Evaluations of projects/programmes; • Interviews with beneficiaries; • Assessment of which groups are actively participating in project/programme activities; and, • Reports from the dialogues.
Marginalisation of minorities, youth and small clans (economic, social or political).	• Number of long-term jobs created by projects for marginalised groups; • Degree to which marginalised groups perceive themselves to be socially integrated as a result of project activities; and, • Extent to which marginalised groups' involvement in political decision-making processes (e.g. elections, local council planning) is increased through project activities.	• Economic analyses; • Livelihoods/vulnerability surveys; • Public opinion surveys; • Increased media reports regarding marginalised groups; • Interviews with beneficiaries; and, • Human rights reports.
Environmental degradation, including overproduction of charcoal.	• Changes to beneficiary capacity to peacefully resolve natural resource-based conflicts as a result of project activities; and, • Number of households reducing dependence on charcoal production/ trade as a result of project activities.	• Evaluations of projects/programmes; • Interviews with beneficiaries; and, • Economic reporting.

In order to better understand the connection between responses and monitoring, see the example of Somalia in Module Five that describes these same three drivers with proposed responses (Text box 5.2).

REPORTING

In an effort to capture mainstreamed peacebuilding contributions and conflict-sensitive behaviour in UN reports, all projects must report on actions taken to build peace and ensure conflict-sensitivity as follows:

- Number of conflict drivers addressed during this period (with commentary);

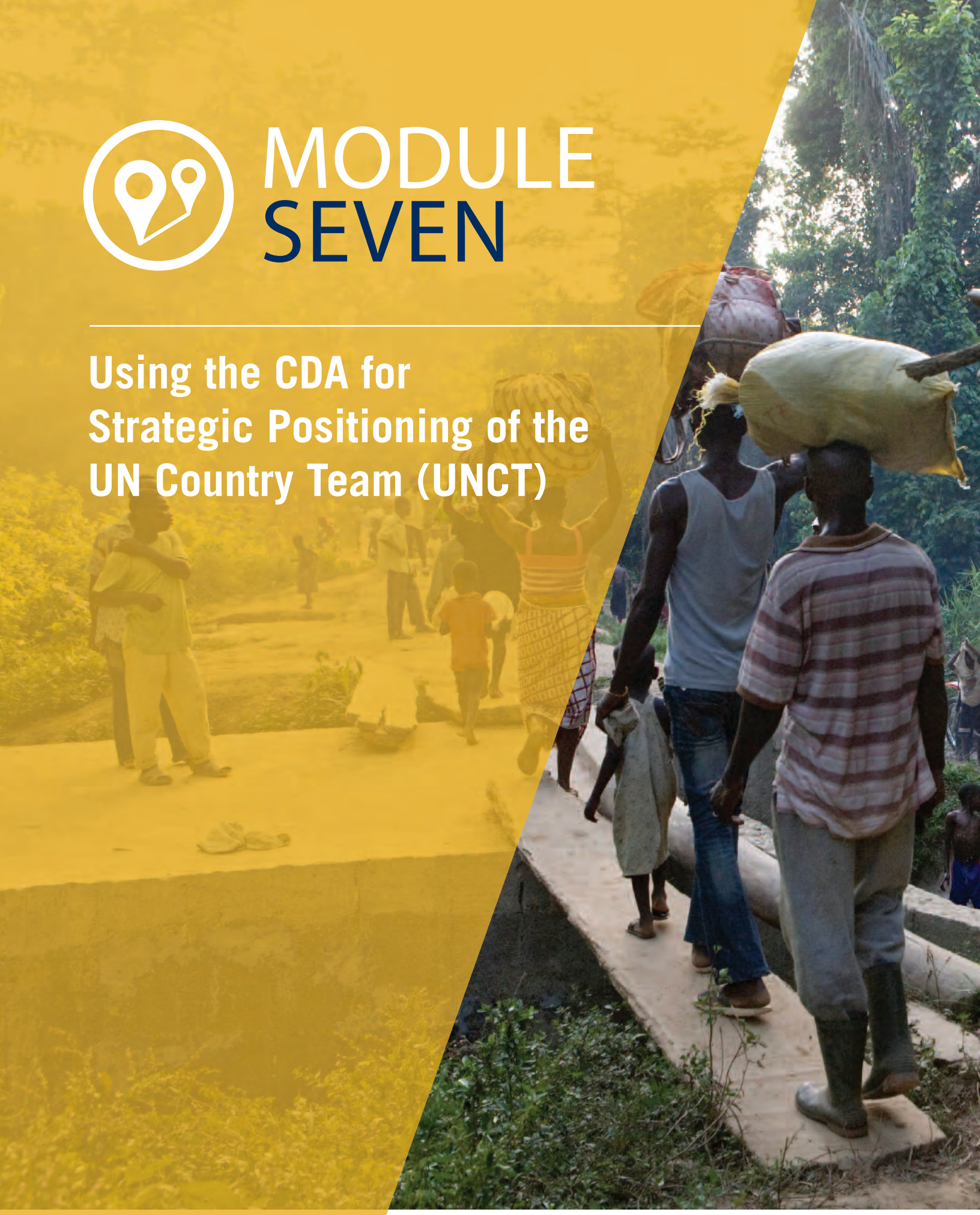
- Number of peace engines engaged during this period (with commentary);
- Number of actors to have received support for peacebuilding and conflict management capacities (with commentary); and,
- Number of adjustments made to project design/work-plans in light of conflict monitoring data (an internal process indicator).

MITIGATING RISKS

The CDA should be used to inform the development of a risk assessment/risk-log that will provide information about critical factors that could negatively impact or hamper programme implementation, and provide suggestions on ways to mitigate these critical factors. The risk-log should be kept updated and referred to regularly to ensure that programming is adjusted for conflict-sensitivity and impact.

MODULE SEVEN

Using the CDA for Strategic Positioning of the UN Country Team (UNCT)



What is the purpose of the Module?

This Module will explain how to use the CDA to strategically position the UNCT based on both the process and outcomes of a CDA.

Content of this Module:

Why the CDA is important for strategic positioning; how to use the CDA to support common positioning of the UNCT; and, how to use the CDA to inform government plans.

Who should read this Module?

Those responsible for: strategic policy development; processes related to the UN Development Assistance Framework (UNDAF) or Country Programming Documents (CPD); transition programming; and, those working in post-conflict/peacebuilding contexts.

MODULE SEVEN

Using the CDA for Strategic Positioning of the UN Country Team (UNCT)

Strategic positioning is referred to here as the process of making clear choices and defining priorities that will constructively foster the dynamics of a peace process, stabilisation process or a period of transition. The UN may use the CDA to assist with the process of supporting peace engines and minimising conflict drivers to help identify entry-points and create the conditions for effective peace processes and efficient peacebuilding endeavours.

Defining and then identifying 'strategic' entry-points is a challenging task. However, conducting a CDA can assist with eliminating areas that would be counter-productive to tackle, while identifying other, potentially catalytic entry-points.

7.1 | Why is the CDA important for strategic positioning of the UN?

UNDERSTANDING THE IMPORTANCE OF STRATEGIC POSITIONING

The UN can position itself strategically in the context of peace processes, stabilisation or transition processes through its statements, programmes and stakeholder engagements. It can also position itself through participation in UNCT-wide UNDAF processes, which assist with a medium-term articulation of the development-related priorities in-country for the UN as a whole.

The three-stage approach of the CDA can be used to strategically position individual UN entities and the UNCT as a whole at different stages of the process, and by using different elements of the analysis:

- Conflict analysis (Stage one),
- Current response assessment (Stage two); and,
- Using the analysis (Stage three).

Each of these stages can be used to inform the work of the UNCT. Successful positioning of the UNCT, however, is not solely a result of the **quality** of the analysis produced: it depends significantly on the **process** used to conduct the CDA. An inclusive and participatory CDA process stands the best chance of being accepted and utilised. Assuming that the CDA process was participatory, it will be much easier to use it for strategic application within a single UN entity and the wider UNCT, and therefore as the guiding analytical document to inform UN planning and programming.

As previously mentioned, it is critical to determine the objective and scope of the CDA. An internal UN entity or an external UNCT/government-positioning exercise, for example, will be designed using different modalities in terms of participation and levels/types of engagement. It is essential, therefore, to decide how you wish to use the CDA strategically (and indeed, how you collectively define 'strategic' in the given context); answering the following questions can be helpful:

- ✓ Will the CDA be used to build political consensus among national actors concerning the challenges facing the country?
- ✓ Will the CDA be an evidence-based document to inform policy developments or changes?
- ✓ Is the CDA being designed to promote joint action and collaboration between affected state institutions and departments?

The answers to these questions will determine the approach to be applied, the partners and the kinds of resources that may be required to take the CDA process forward.

7.2 | Using the CDA for UN positioning

OVERVIEW

Ideally a CDA should be completed in time to inform the process of compiling the UN Development Assistance Framework (UNDAF) or Country Programming Documents (CPD). To this end, it should be undertaken as early on in the process as possible. It can also be undertaken as a complementary analysis to other tools used for the UNDAF process, such as the Common Country Assessment (CCA).

The CDA can also be undertaken to specifically inform a UN entity's own strategic positioning, and to define comparative advantages. Often the analysis from a CCA will inform a general thematic approach to the UNDAF process, thereby contributing to the prioritisation of thematic programme areas and to decisions regarding the geographic scope of interventions. Consequently, there is significant overlap with the areas covered in the CDA.

HOW TO USE THE CDA FOR UN POSITIONING?

Experience has shown that the desire for brevity in the context of a CCA can lead to an analytical focus that is too broad to effectively inform targeted programming. In countries that are affected by conflict, the CCA can therefore prove to be insufficient as a foundation for programme formulation and development. In the absence of a Post-Conflict Needs Assessment (PCNA), it is imperative that a CDA is conducted in every conflict-affected country as the foundation for programming.

The CDA offers a solid analytical foundation that demonstrates the linkages between political, socio-economic, security, cultural and environmental factors in a particular context. Such an analysis demonstrates how these factors affect, shape, reinforce and/or undermine each other. It also shows the importance of integrated approaches in such contexts, and demonstrates how to undertake programming that will be conflict-sensitive and, therefore, cause no harm.

The CDA can assist with UN strategic positioning in several key ways:

- Based on the outcome of a CDA, a CO may choose to have a separate pillar that specifically addresses peace and conflict issues in the country.
- Depending on the political sensitivities around conflict issues, the CDA can also inform how to mainstream peacebuilding and/or conflict prevention programming within other thematic areas if a separate pillar is not advisable. It is important to pay attention to national sensitivities around conflict issues, and to explore how these issues can be addressed in an integrated manner within the overall approach of a particular UN entity. It is essential that CDA results are perceived as contributing to addressing national challenges, rather than as putting national authorities in the spotlight.

- There may be national or regional protocols/frameworks that recognise the importance of vulnerability assessments. As such, the CDA can also be framed as an effort to realise the promises of these government protocols or frameworks. Any perception that the CDA is being used to champion an agenda separate from specific UN mandates for national capacity development, however, should be avoided.
- In many cases, you will find that a shift in the country context triggers the CDA process. This is an ideal situation and should be encouraged in every situation where the development context is fluid and continually shifting.
- Even if the CO is in the middle of the UNDAF/CPD cycle, steps can still be taken to integrate the analysis into current strategic efforts. COs normally conduct mid-term reviews and end of year assessments of their CPDs and UNDAFs. This is often a good time to also conduct a CDA. Where one has been conducted, the results should be used to inform the changes that are required to be made in programming, including re-alignment of priorities and the development of new policy approaches.
- The CDA process can add value to the planning and implementation of a transition process. By transition process we refer to the process by which a UN Peacekeeping Mission 'draws down' its presence in a particular country, leading to the handing over of its remaining mandate to the UNCT. Currently there is no evidence-based method for determining when a transition process should commence in a particular country. Often it depends upon the request of the host government and the deployment of an Assessment Mission by UNHQ. Either the host government or UNHQ may report that the situation in-country has sufficiently improved to a point that allows the Mission to be wound down. Such an ad hoc approach, however, can lead to situations where the drawdown maybe premature and could potentially lead to escalated violence once the Mission has left.
- A CDA is a powerful tool in such contexts. The application of the situational analysis, the factor assessment and the stakeholders' analysis helps demonstrate the extent of progress that has been made in-country, and what the future could look like. Such an inexpensive analysis can contribute to substantial savings in resources that are subsequently mobilised to secure the peace if violence breaks out after the Peacekeeping Mission has departed. A CDA in a transition context can, therefore, help inform the sequencing of actions and decision points, to ensure that activities at each step are aligned with the realities of the situation and the capacity of national actors to ensure continued peace and stability within the country.

7.3 | Using the CDA to support common positioning of the UNCT and the broader international community

OVERVIEW

In addition to using the CDA to inform a single agency's priorities, it can also be used as a tool to build a deeper understanding of the context and to foster more efficient coordination within the UNCT and beyond. It can, therefore, also help the donor community to better understand how and why the UN engages in a conflict situation within a country.

HOW TO USE THE CDA TO SUPPORT COMMON POSITIONING OF THE UNCT AND THE BROADER INTERNATIONAL COMMUNITY?

There are several key ways that the CDA can be used to support common positioning of the UNCT and broader international community:

- To engage UNCT partners around a shared understanding of the causes and dynamics of conflict; this should be encouraged as much as possible;
- To promote inter-agency collaboration and joint action;
- To serve as an advocacy tool when discussing UNCT prioritisation and to promote a common understanding of the conflict issues that need to be addressed to ensure effective development results; and,
- To promote coherence and harmonisation in programming, including the thematic and geographic coverage of different programmes amongst UN entities.

7.4 | Using the CDA to inform and encourage alignment with government plans

OVERVIEW

Ideally, the CDA should inform government planning process such as Poverty Reduction Strategy Papers (PRSPs), and National Development Plans, for example. This helps ensure that an understanding of the conflict, its causes and dynamics are shared between the UN and the government, so that both actors can better align policies and programming.

HOW TO USE THE CDA TO INFORM AND ENCOURAGE ALIGNMENT WITH GOVERNMENT PLANS?

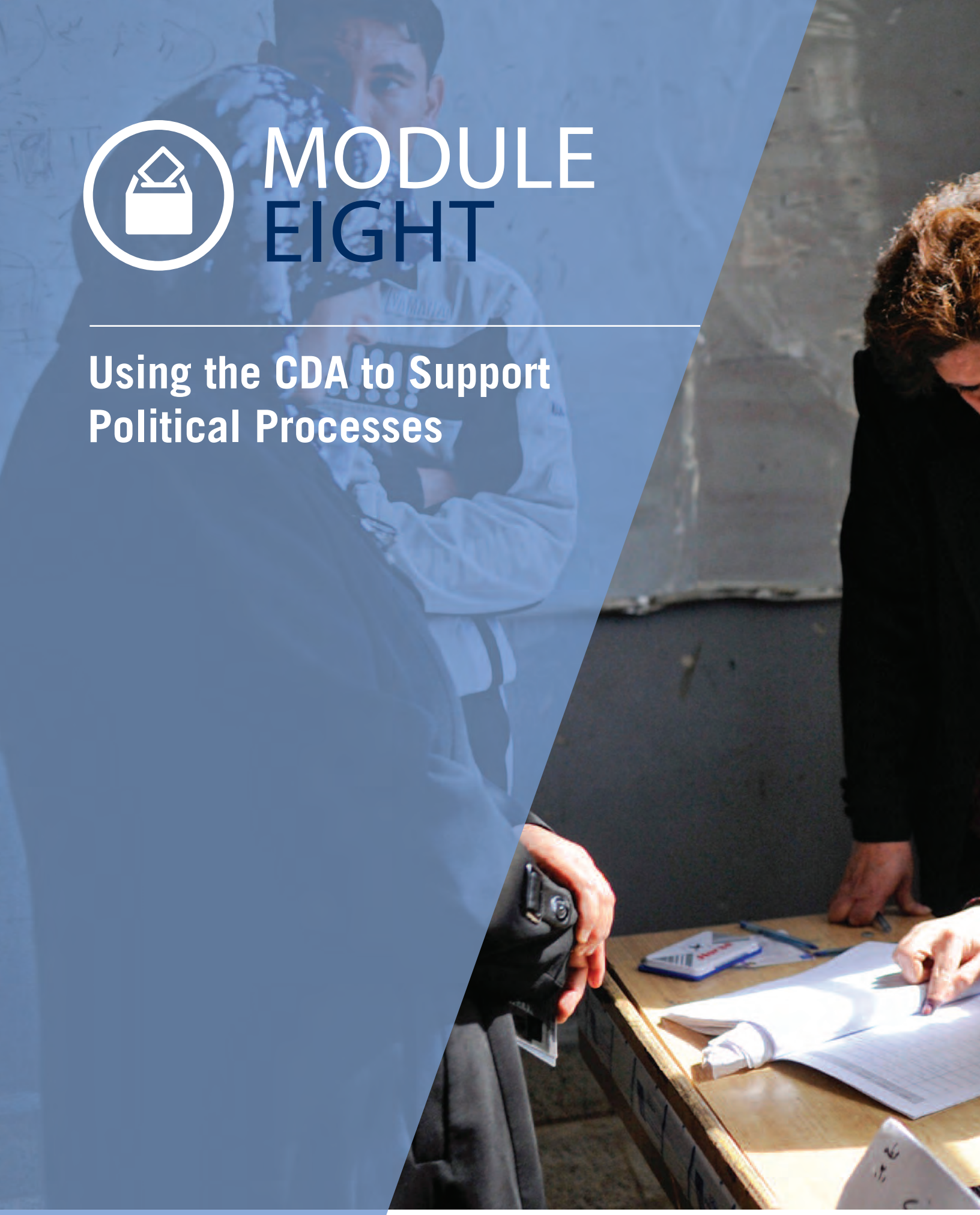
There are several ways the CDA can be used to inform and encourage alignment with government plans and planning instruments, including:

- The CDA should adopt language that is relevant to a **broad constituency**; avoid 'UN-ese' where possible in order to ensure the document is accessible to non-UN actors.
- The CDA should be presented in a way that is accessible to government officials who will most likely be interested in broader **development issues** rather than on conflict-focused narratives. This means the CDA should focus on how conflicts can derail development plans and economic growth. The CDA has to resist a parochial approach to analysis and make conflict issues everyone's business.
- Assuming that the above is accomplished, integrating CDA findings into government-led processes and priorities can be relatively straightforward[11]:
  - The entry-point could be the establishment of an inter-ministerial task force/team to supervise the process;
  - The task team could be structured according to sub-themes based on the elements of the situation analysis (political, economic, social, security, cultural and environmental etc.). A relevant representative from one of the ministries can coordinate each of the sub teams;
  - The broad analysis should demonstrate the linkages between the different elements especially at the level of conflict dynamics. However each sub-thematic team should also review the results of their own analysis and decide how to build the recommendations into the development plans of their ministries;
  - This approach will enable the agreed upon plans to be captured as part of the development activities of the different ministries and, therefore, capable of being reflected in the national budget; and,
  - This framework ensures that the results of the CDA are the product of an externally driven process supported by donors, whilst being an integral part of the national agenda for development, led by national actors with complementary support from the UN and other members of the international community.

[11] It should also be noted that many national PRSPs also include substantive elements of peace and security issues.

MODULE EIGHT

Using the CDA to Support Political Processes



What is the purpose of the Module?

This Module will explain how to use a CDA to support political processes.

Content of this Module:

Reflections on how a CDA can support political processes; broad guidance on how to use the CDA to support different political processes – including track one-, two- and three-level processes; and, how to support nation-wide CDA processes in line with or in the context of peace processes, and how to do so in a conflict-sensitive manner.

Who should read this Module?

Those responsible for: implementing the results of the conflict analysis and/or leading programming; leading and/or responsible for transition planning and programming, peacebuilding and peace processes; supporting national political processes.

Using the CDA to Support Political Processes

The CDA can be used to facilitate national political processes in which the UN is playing a partial or indirect role. The sensitivities around political processes may require the lead role to be played by UN entities; alternatively, it may be that the host government requests support only at the national level while other national actors lead the process at the sub-national levels. Regardless of the precise modalities of the process, the UN is often called upon to implement programmes and activities decided upon in the context of political processes. In this context, the UN engages in long-term programme implementation to address the structural issues that led to convening the political processes, and which emerge from broad-based consultation and agreement.

8.1 | Using the CDA to support political processes

HOW CAN THE CDA SUPPORT POLITICAL PROCESSES?

The CDA can be used for two main purposes in the context of political processes:

1. As an analytical tool to inform policies and/or programmes which support new/on-going political processes (as part of a collaboration between UN entities and the government); and,
2. As a dialogue tool to explore solutions, approaches and ideas as part of the political process itself.

The CDA can be used for either of these purposes at various levels or in the context of diverse mechanisms: peace practitioners refer to these levels/mechanisms as 'tracks'. Political processes contain three main tracks:

- **Track one:** Official negotiations and diplomacy efforts carried out in support of the peace process;
- **Track two:** Informal and other non-governmental processes carried out by unofficial third-party mediators and facilitators that may feed into or be complementary to track one diplomacy; and/or,
- **Track three:** Development programming in support of the peace process, as undertaken through tracks one and two.

While tracks one and two are well-established concepts in the field of conflict transformation, the role that development plays through track three is often overlooked. Examples of track three development activities may include:

- Cross-border infrastructure projects that increase communication and cooperation between conflict parties;
- Support to women and other vulnerable groups, in order to ensure that their voices are being heard within the framework of the peace process; and,
- Local conflict resolution/transformation projects.

In order to be able to use the CDA for any of the above purposes, it is essential to have a comprehensive overview of the country and the diverse conflict and peace dynamics. It can therefore be helpful to undertake concurrent CDAs at subnational levels, and to have them feed into a nation-wide CDA. The CDA helps ensure that any programmatic interventions respond to issues that arise in the context of a political process or national dialogue, and also ensure that appropriate indicators can be developed to evaluate peacebuilding progress over time.

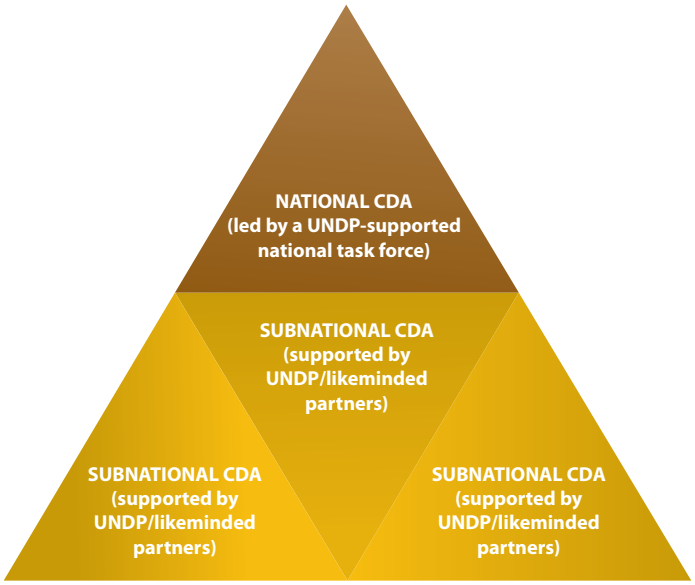
Examples of work undertaken by UN COs in support of political processes, include:

- Implementing peace agreements with provisions on rule of law issues;
- National reconciliation processes;
- Constitution-making;
- Security Sector Reform (SSR); and,
- Reform of the public sector.

ESSENTIAL TIPS

Building consensus on these difficult issues often requires dialogue among various partners and stakeholders. The UN's role frequently goes beyond standard programme implementation to facilitating an understanding of what would be required to address key structural issues, and then embedding these requirements within a programme document. This type of dialogue may take place at national and sub-national levels. National partners often lead the dialogue, but the UN may be called upon to provide technical expertise and support for the dialogue.

FIGURE 8.1 | How sub-national CDAs feed into a national CDA



8.1

EXAMPLE FROM THE SOLOMON ISLANDS CDA (2004)

Prior to completing the CDA in 2004, few, if any, of the root causes of the conflict in the Soloman Islands had been addressed. The CDA helped build a shared understanding of the conflict, thereby breaking down widely held and potentially dangerous beliefs that the conflict was fundamentally about ethnicity. Core interrelated peace and conflict issues included:

- Land (fundamental to identity, group allegiances, spiritual beliefs and livelihoods);
- The clash between traditional and non-traditional authority structures;
- Government services, public resources and information;
- Economic opportunity; and,
- Law and justice.

Key cross-cutting themes revolved around equity and access. The trigger for the conflict, however, appeared to be that non-traditional structures displaced but did not adequately replace traditional conflict management processes.

The CDA did not result in a laundry list of 'things to do'. It identified what could be done differently: it was less about the 'what' than the 'how'. It deconstructed a number of myths and successfully established a strategic framework within which Government, donors and NGOs could make a positive contribution while mitigating any tensions they might inadvertently be creating.

8.2 | Analytical tools for programming: Applying or updating a CDA to support political processes

OVERVIEW

Once the CDA has been completed, it may become apparent that the UN is best placed to support a particular political process, or a particular aspect of the process. Programming will depend upon the entry-points and the requests of the national authorities; it should be noted that in every peacebuilding context, the needs are vast, while the resources are limited.

Yet, each issue raised in the context of a political process is important and requires attention. Issues that may require attention include: access to resources; national reconciliation; constitutional reviews, transitional justice; reintegration of former combatants; electoral contestation and many more. The CDA therefore, if conducted in a comprehensive and inclusive way, can be used to help identify priorities and build consensus around the way forward.

USING THE CDA FOR PROGRAMMING/POLICY SUPPORT FOR POLITICAL PROCESSES

A national and broad CDA can be used to better understand how a political process may threaten or strengthen national or subnational cohesion and stability. Ideally, a national CDA should take place before or as part of a national political process so as to inform and provide critical information for that process.

However, where this is not feasible, a CDA process can be conducted as part of establishing baselines and foundations for measuring progress during the implementation of the outcomes of the national political process. Indeed, the CDA process can strengthen political processes and help validate them when conducted in a participatory, inclusive and impartial way. Given the multiplicity of issues involved, it may be necessary to conduct several sub-national CDAs, which feed into a national one (see Figure 8.1, above).

When using the CDA to explore programming/policy-support options in relation to political processes, the scope and complexity of the task at hand may initially appear daunting. Undertaking CDAs at both the local and national levels will lead to a wealth of information that will need to be analysed and discussed with all relevant stakeholders. By using the CDA in this way, the analysis process itself provides a dialogic platform for consensus-building about which issues needs to be addressed, when and how.

The CDA can address major national issues or can be applied to specific sectors. As such, undertaking a national CDA can facilitate a better understanding of the present context or the national/sub-national 'mood', as well as provide baselines against which to measure progress. The CDA can, therefore, serve as a powerful means of supporting national actors to build consensus on the priority actions and sectors for engagement. In order for the findings of the CDA to be accepted, and the subsequent dialogue around programming and policy priorities to be effective, participation will be a key factor. Attention needs to be paid to ensure that no relevant stakeholder is excluded and that his or her participation is meaningful (cf. Module Two).

The approach of facilitating this type of 'arms length' CDA is not without its challenges. In such processes, the UN's role is to provide training or technical support to a larger nationally-owned and nationally-led process; this can may 'uncover' issues that are out of the UN's control. Potential power imbalances may become apparent and affect the resulting analysis and decisions taken. Not all groups - especially vulnerable groups - may be represented in the CDA process as some may not feel empowered to participate fully or honestly; furthermore, sensitive issues may be purposely avoided so as not to exacerbate conflict or challenge the current powerbrokers. Therefore, it is important that UN support provided to the technical committee includes informed and impartial facilitators with an excellent understanding of the context and critical mediation/negotiation skills.

ESSENTIAL TIPS

A nationally-owned analytical process with broad participation will have more buy-in and acceptance than one imposed from outside - no matter how thorough and inclusive it may be. Try to find ways for processes to be as nationally-owned as possible by working closely with local and national stakeholders.

8.3 | Supporting a nationally-led CDA process

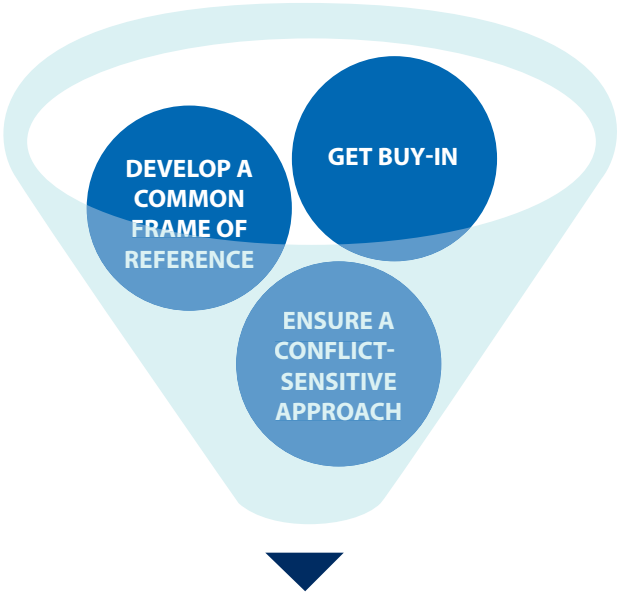
OVERVIEW

A nationally-owned and nationally-led CDA needs to ensure that the information being collected represents all the views at all levels of the country. CDAs must, therefore, be completed and compiled at sub-national levels first, and fed into a national CDA process. There are several key steps to follow to ensure this process is undertaken in the most effective and conflict-sensitive manner possible.

HOW TO SUPPORT A NATIONALLY-LED CDA PROCESS?

- **Step one: Ensure buy-in for the process** at the national and subnational levels. As described in previous Modules, preparing the ground takes time but it is the most important part of the process (cf. Module Two). It is important to clearly discuss the support the UN is committed to providing to the CDA with national counterparts, including sub-national committees and the National Task Force (if there is one). Will the UN provide expertise or logistical support? Will it train teams to undertake sub-national CDAs? Discussions should also be held with other donors or partners to gauge if further financial or technical resources could be allocated. The UN and partners should begin discussions concerning how they may further support the outcomes of the CDA process and, ultimately, the decisions arising from a deeper political process.
- **Step two: Ensure that you have a common frame of reference** with national partners and donors concerning what the CDA is and what it is intended to achieve. This also includes making sure that there is consensus on how information from the local CDAs will be captured, reported upon and used within the national-level process. A common frame of reference will also guide the development of the final product and inform what shape it will take, how broadly it will be disseminated and how it will be validated and applied.
- **Step three: Employ a conflict-sensitive approach** by ensuring that potentially conflictive mechanisms of the process (i.e. location, facilitators, invitees, timing/dates, hours, accessibility, translation, disabilities, gender roles and responsibilities) will not derail the process. Capturing the discussions in a conflict-sensitive manner is important and also needs to be discussed. Consider carefully who the facilitators/rapporteurs will be and if they are effective/impartial. Explore whether the UN/international community could assist in ensuring transparency of the process through technical support for reporting of the CDA (cf. Module Two).
- **Step four: Follow the process closely** by identifying potential gaps and making recommendations about how to remedy them. As shown in Module Two of the CDA, potential gaps to watch for include: ensuring good practice, such as: a 'do no harm' approach; a participatory process involving local populations with a specific focus on women and vulnerable groups; and, the use of both quantitative and qualitative data that adequately reflects the local and national context.

FIGURE 8.2 | How to support nation-wide CDA processes



ESSENTIAL TIPS

You can use the following questions to help guide you through the process of using sub-national and national CDAs to feed into the political process.

FOR THE UN:

- Is there a comprehensive understanding amongst various national stakeholders of the purpose of the CDA? Is the concept of a CDA supported?
- Is there consensus on what the end result of the process will achieve? If not, are you still able to move this process forward?
- Are the critical resources (financial, intellectual, time etc.) available to ensure a successful process?
- Are funds allocated to support the resulting decisions emerging from a CDA-informed political process? i.e. Are funds available to develop a programme or support a continued process that may result from the CDA-informed political process?
- How will technical expertise be transferred, enhanced, and mobilised locally? How will this expertise be utilised?

FOR THE NATIONAL TASK FORCE:

- Are all key stakeholders/actors represented in the national CDA Task Force, including gender/vulnerable group representation?
- Have you ensured that the sub-national CDAs have been completed and are an integral part of the process?
- If the sub-national CDAs take place simultaneously to the national CDA process, how will the results be collated, harmonised and represented at the national level?
- To what extent are all stakeholders – including spoilers or those resistant to the process – involved, and how will they be managed?
- Does the Task Force sufficiently represent all key sectors of society?
- Does the Task Force have sufficient intellectual/political weight/respect?
- Is there an agreed upon mechanism to deal with spoilers to the CDA process as well as after the conclusion of the CDA exercise in the context of programming, policy or advocacy undertaken?
- What is the mechanism for ensuring that the CDAs remain up to date? Who is responsible for this process?
- What is the mechanism for decision-making within the Task Force? Consensus? Majority vote?

FOR THE SUB-NATIONAL CDA LEADERS:

- Are all key stakeholders/actors represented in the local CDA process?
- Does the sub-national committee have sufficient technical expertise to lead the process or does this need to be supported by the UN?
- Is there gender/vulnerable group representation?
- Are all stakeholders, especially spoilers or those resistant to the process involved?
- Is there consensus on what the final product will be, how it will be used and disseminated? How is this consensus ensured?
- Does the committee appear sufficiently neutral and represent all key sectors of society?

MODULE NINE

Using the CDA for Integrated Assessments and Planning (IAP)

What is the purpose of the Module?

This Module provides guidance on the potential use and place of the CDA in the implementation of the Integrated Assessments and Planning (IAP) policy, which guides the establishment and renewals of integrated UN presences in conflict and post-conflict contexts. In particular, the Module provides an overview of the CDA in relation to the Strategic Assessment, which forms the analytical basis of all IAP processes, amongst other assessments.

Content of this Module:

The importance of using conflict analysis for planning mandate(s) and interventions of integrated UN presences; and, understanding the place and function of conflict analysis tools in strategic planning exercises.

Who should read this Module?

All staff from: UN Special Political or Peacekeeping Missions; UNCTs and their counterparts at HQ, especially strategic planners, section heads/agency programme managers and desk officers.

MODULE NINE

Using the CDA for Integrated Assessments and Planning (IAP)

To effectively meet the challenges of post-conflict situations, an Integrated UN presence requires: a shared understanding amongst all UN actors of the context in which both the Mission (Special Political Mission or Peacekeeping Mission) and the UNCT operate on the one hand; and, a common vision of the peace consolidation priorities which the Organization - as a whole - can contribute to, in that particular context, on the other.

Conflict analysis, therefore, provides the analytical basis for the Mission and UNCT to jointly determine the nature and intensity of the challenges and the appropriate responses, including: the right division of labour between the Mission and the UNCT; and, the sequencing and relevant modes of collaboration within the UN system, and beyond.

The UN Policy on Integrated Assessments and Planning (IAP 2013) emphasises that conflict analysis is required not only at the beginning of an integrated presence. Conflict analyses must also take place during the life-span of an integrated presence to ensure that the objectives remain on target, and responsive to the evolving dynamics of the situation. Changes will be reflected in adjustments to the objectives or timeframe of the integrated presence.

9.1 | The importance of using conflict analysis for integrated UN presences

WHY IS CONFLICT ANALYSIS SO IMPORTANT FOR INTEGRATED UN PRESENCES?

Secretary-General Ban Ki-moon defined integration as:

"…the guiding principle for all conflict and post-conflict situations where the UN has a Country Team and a multi-dimensional peacekeeping operation or political mission/office, whether or not these presences are structurally integrated. The main purpose of integration is to ***maximize the individual and collective impact of the UN's response, concentrating on those activities required to consolidate peace.*** To achieve this main purpose at the country level, there should be an effective strategic partnership between the UN mission/office and the Country Team, under the leadership of the SRSG (or ESRSG), that ensures that all components of the UN mission/office and the Country Team operate in a coherent and mutually supportive manner, and in close collaboration with other partners. The country level arrangements should reflect the specific requirements and circumstances and can take different structural forms. In all cases they should include i) a shared vision of the UN's strategic objectives. ii) closely aligned or integrated planning, iii) a set of agreed results timelines and responsibilities for the delivery of tasks critical to consolidating peace, and iv) agreed mechanisms for monitoring and evaluation."[12]

The Secretary General's decision on Integration brings into focus a number of essential elements:

- Conflict analysis forms an essential part of the integration agenda i.e. it represents part of an effort to build a common, comprehensive understanding of the situation (e.g. root causes, key actors, etc.) across the UN system;
- Conflict analysis provides the starting point for developing a common vision on peace consolidation priorities, and the role that the UN system can play in supporting these priorities;

[12] Secretary-General decision no. 2008/24 – Integration, 26 June 2008.

- A shared understanding of the conflict factors then allows UN entities (both Mission and UNCT members) to design and implement interventions, together or separately (as relevant), in a mutually reinforcing and coherent manner - or to avoid, at the very least, working at cross purposes; and,
- Conflict analysis is an important element to consider when determining the nature of the collaboration between Missions and UN agencies i.e. areas, breadth and depth of collaboration in a specific area or sector. The findings from the conflict analysis will inform UN recommendations on mandates and discussions on which entity is best placed to address specific challenges and/or engage with specific actors.

As the IAP policy emphasises, these benefits are realised if and when the conflict analysis is undertaken jointly, and its findings shared widely. This underscores why conflict analysis is an essential part of the IAP process.

9.2 | Using the CDA in IAP processes

OVERVIEW

When a UN presence is being considered, or is already in place, undertaking a Strategic Assessment is the first step of the UN integrated strategic planning process, as outlined in the IAP 2013.

The Strategic Assessment provides options for the strategic priorities of the integrated UN presence, and its (re)-configuration, as necessary. Consequently, the Strategic Assessment must be based on an in-depth analysis of the conflict and a thorough exploration of the range of post-conflict factors that may affect the UN presence. As per IAP guidelines, the conflict analysis conducted as part of the Strategic Assessment should explore issues such as: root causes of violence; capacities for peace and spoilers; the nature and history of the political settlement (is it inclusive? Who disputes it and why? etc.); and, power dynamics among local, national and international actors.

While the IAP policy refers to the key elements of a conflict analysis, it does not prescribe any particular methodology for conducting the conflict analysis. The IAP Handbook, which provides guidance on how to implement the IAP policy, offers a list of potential methodological tools that the UN system may use, with a short description of their key features. The list does not aim to be exhaustive, and includes the CDA as one of the potential methodologies that the UN system as a whole may choose to apply in the context of a Strategic Assessment.

USING THE CDA TO INFORM THE STRATEGIC ASSESSMENT AND IAP PROCESS

› Relevance of CDA to the Strategic Assessment

A number of CDA Modules relate directly to the analytical needs of a Strategic Assessment, including the following:

- A summary of the situation aimed at identifying the factors most salient for addressing the conflict through a multi-dimensional UN strategy (cf. Module Three);
- Details on the priority objectives in-country, including conflict factors that need to be addressed to promote peace consolidation and mapping of priority responses for peace consolidation (cf. Module Four);

- Risk assessment (cf. Module Six); and,
- Links to other UN activities and regional organizations (cf. Module Three: Stakeholder Mapping) or the UN Strategic Assessment Guidelines (2010).

The CDA also provides guidance on how specific analytical tools such as a Matrix, a SWOT or BiB can be used to provide consistent information to update evolving dynamics in country (cf. Module Five).

Incorporating the CDA into Integrated Mission Planning exercises

The CDA can be incorporated into any planning exercise for the establishment or review of integrated UN presences, as outlined in the IAP guidelines. The following steps may be considered:

- Include the CDA as one of the potential methodologies for conducting the conflict analysis element of the Strategic Assessment: this mapping of methodologies will be conducted by the field and the Integrated Task Force (ITF) - a task most likely delegated to a smaller planning team - with the aim of identifying the methodology that best meets needs (context, time and resource constraints, etc.).
- Combine the CDA with other methodologies, as relevant and appropriate, especially if it is deemed that the CDA does not cover all of the issues and/or if the combination of methodologies provides for a more thorough, contextual understanding of the situation.[13]
- Where a CDA has been conducted recently (e.g. for an UNDAF, and/or a UN entity's programmatic needs), assess relevance and validity of findings and draw on such findings for a new CDA or other methodologies used for the Strategic Assessment; the IAP handbook emphasises the need to use existing analyses when appropriate in order to avoid wasting resources/duplicating efforts.
- As part of the IAP process, the CDA is a UN system-wide exercise; as such, it should involve the entire ITF, with inputs from the political, military, police, security, logistics, humanitarian, development and human rights pillars of the UN on the ground, and at HQ. Decisions also need to be taken with regards to external stakeholders, including who within the international community or the national government should and could be part of the analysis process.

Moving from Strategic Assessments to Integrated Strategic Frameworks

The findings of the CDA are integrated into the Strategic Assessment, which then informs subsequent integrated planning outputs, including the Secretary-General's Directive and the Integrated Strategic Framework (ISF), as follows:

- The CDA provides the analytical basis for a number of core objectives of the Strategic Assessment, including: shared analysis of the conflict situation - its key factors, conflict drivers, and dynamics; identification of key priority objectives for peace consolidation; and, the determination of strategic options for the UN to respond to the situation on the ground (and potentially revisit the UN's configuration).
- Subsequently (following, in some cases, a Security Council mandate – new or renewed), the content of the Strategic Assessment should inform the Secretary-General's Directive, which provides UN system-wide guidance from HQ to the leadership on the ground on a new or confirmed strategic direction for the integrated UN presence. As such, in highly volatile and fluid situations, a CDA provides robust evidence for new orientations as necessitated by the evolving needs, the emergence of new actors or new conflict factors.

[13] Many actors, including bilateral organizations do indeed combine elements of different methodologies when conducting country/conflict assessments.

- Peace consolidation priorities, and joint agreements on how the UN system can best organize its work and allocate its resources to address such priorities are reflected in the ISF. As per the IAP policy, each integrated UN presence should review its ISF every two years and following any significant changes in the operating environment, which will frequently be reflected in new mandates from the Security Council. The IAP indicates that not every ISF review - especially the automatic two-year review - will necessitate a comprehensive Strategic Assessment, but they should all be based nonetheless on a careful (re-)assessment of the situation. The CDA can, therefore, be used in the context of ISF development or reviews, either as part of - or in the absence of – a formal Strategic Assessment.

9.3 Links between CDA and the Post-Conflict Needs Assessment (PCNA)

OVERVIEW

A Post-Conflict Needs Assessment (PCNA) is an analytical exercise designed to assist with defining national priorities; the PCNA is undertaken by national governments with the collective support of the UN, the European Union (EU), the World Bank and, where relevant, regional development banks with the cooperation of donor countries.

National and international actors often use PCNAs as entry-points for developing a shared understanding of key post-conflict challenges and strategies for recovery and development in fragile, post-conflict settings. The PCNA includes: a situation analysis; an assessment of needs; national prioritisation; and, costing of responses, with roles and responsibilities. The outputs are captured and consolidated in an accompanying transitional results matrix, which is often used as a platform for donor pledging conferences. Depending on the context, the nature of the PCNA will vary, including in geographical scope and in terms of the number of sectors/themes explored.

It is important to stress the national nature of the PCNA and distinguish it from internal UN planning processes. While there are links between the two (see below), there is often confusion between documents and processes led by national authorities, albeit with international support to define national priorities such as PCNAs, PRSPs, etc., and documents and processes designed to articulate UN interventions and resource allocation decisions in response to, or in support of those national priorities, such as ISFs, UNDAFs, etc. When a PCNA has been conducted and validated by national actors as a set of national priorities, an ISF and related integrated UN presence planning outputs should present, *inter alia*, how the UN will support these priorities. The ISF/IAP and PCNA are, however, different exercises, in purpose, scope and ownership.

USING THE CDA FOR PCNAS

With these distinctions in mind, the CDA is an analytical tool that can be used to support either internal UN planning processes, such as an ISF, or national assessment and planning processes, such as a PCNA.

In alignment with the IAP, current PCNA guidelines do not prescribe any particular methodology that should be used for undertaking a conflict analysis. The CDA can therefore be discussed as one of the methodologies that can be used when undertaking a PCNA. Overall, the CDA supports PCNAs in several key ways[14]:

[14] The Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, the World Bank, Social Development Papers: Conflict Prevention and Reconstruction, Paper No. 15, August 2004.

- **Designing the PCNA process:** Conflict analysis tools – such as a CDA – help to identify and bring all relevant national and international stakeholders together in a process of developing joint understanding about the conflict dynamics. Conflict analysis, furthermore, provides vital information on conflict actors, issues and possibly regional dimensions of conflict, which may significantly shape the process as well as the outcome.
- **Setting priorities:** Conflict analysis informs the vital process of selecting priorities i.e. those issues and sectors with the greatest potential for promoting peace and stability or, conversely, the greatest threats to peace and stability.
- **Sectoral needs assessments:** Within specific sectors, conflict analysis tools such as the CDA can help focus needs assessments on critical issues related to peace, while also taking into account costs related to security and peacebuilding. These costs may include: providing security to major installations; capacity-building costs for the conflict-sensitive management of infrastructure investments; and, reconstruction costs more broadly, for example.
- **Updating analysis and programming choices:** The CDA can be used to regularly update the analysis. In particular, updating the analysis will ensure that there are no evolving, negative, unintended consequences resulting from the international community's engagement.

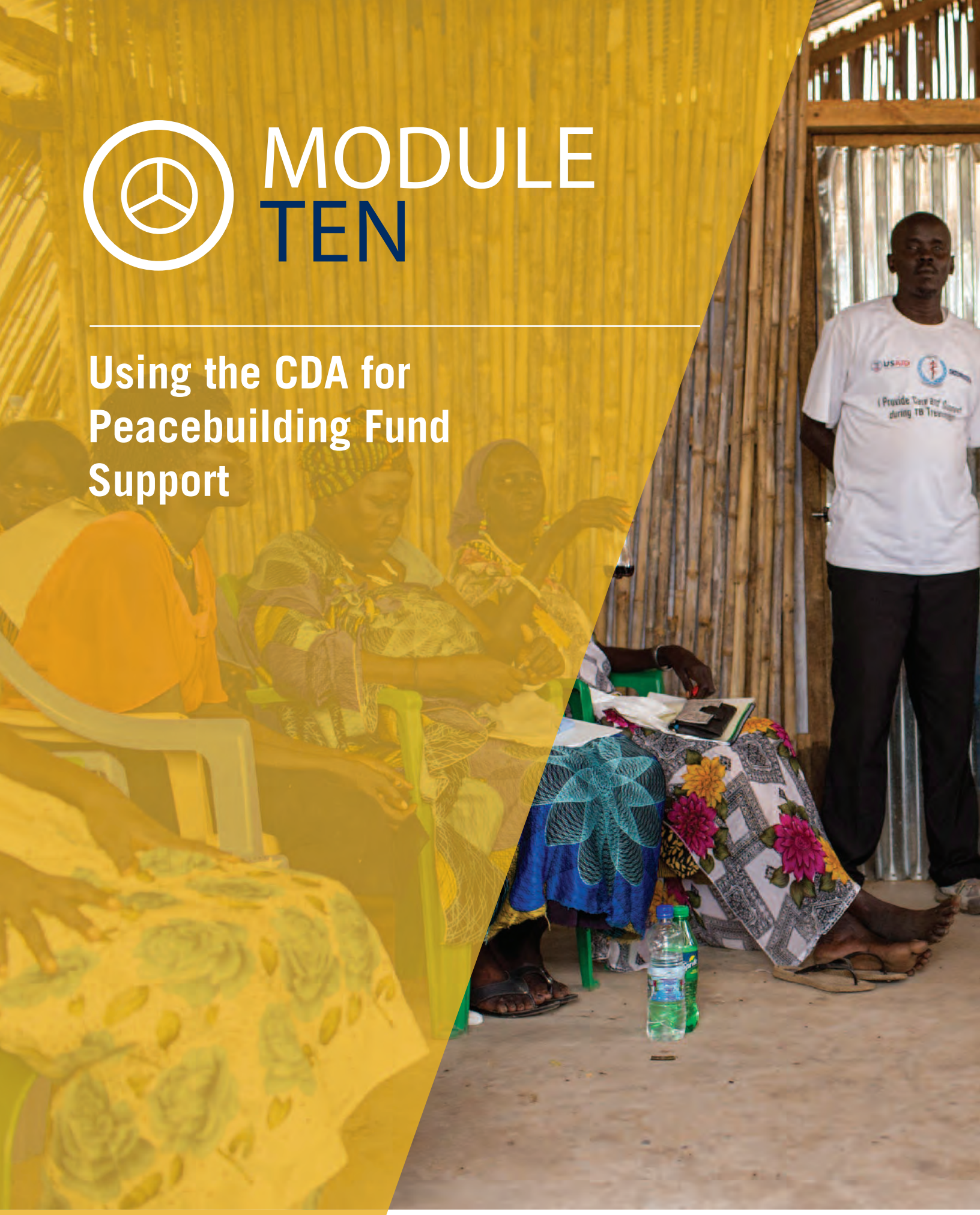
9.1

ADDITIONAL READING

- UN Integrated Assessment and Planning (2013);
- UN Handbook on IAP implementation (2013);
- UN DPKO Planning Tool Kit (2012);
- UN Strategic Assessment Guidelines (2010);
- UNSSC Conflict Analysis for Prevention and Peacebuilding (2010); and,
- Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, World Bank, Social Development Papers: Conflict Prevention and Reconstruction, Paper No. 15, August 2004.

MODULE TEN

Using the CDA for Peacebuilding Fund Support



What is the purpose of the Module?

This Module provides guidance on the use and application of the CDA and/or other conflict analysis methodologies as a basis for improving and maximising the impact support of Peacebuilding Fund (PBF) supported plans and projects.

Content of this Module:

This Module covers the following: key elements of conflict analysis recommended as the basis for improved peacebuilding planning and programming supported by the PBF; key methodological and process aspects of conflict analysis for PBF engagement; how conflict analysis can be used when applying for PBF funding; and, support that can be provided by PBSO during this process.

Who should read this Module?

UN staff and their in-country partners who are interested in exploring potential PBF support for their peacebuilding activities and/or improving their peacebuilding plans and projects.

MODULE TEN

Using the CDA for Peacebuilding Fund Support

Following a request from the General Assembly and the Security Council, the Secretary-General established a Peacebuilding Fund (PBF) for post-conflict peacebuilding initiatives in October 2006. Together with the Peacebuilding Commission (PBC) and the Peacebuilding Support Office (PBSO), the PBF constitutes an essential component of the enhanced UN peacebuilding architecture, established to ensure early release of resources for launching critical peacebuilding activities. As such, the PBF supports interventions of direct and immediate relevance to the peacebuilding process, in areas where no other funding mechanism is available.

The PBF strongly encourages counterparts on the ground to undertake a conflict analysis exercise before applying for PBF funds, in particular when using the Peacebuilding and Recovery Facility (PRF). Conflict analysis is also useful when support is provided or sought through the PBF Immediate Response Facility (IRF), and is encouraged as and when possible.

10.1 | Conflict analysis and PBF support

WHY IS CONFLICT ANALYSIS NECESSARY FOR PBF SUPPORT?

The PBF encourages conflict analysis as the foundation for solid peacebuilding and programming for the following main reasons:

- Conflict analysis ensures that key actors involved in the design and implementation of PBF support have a common understanding of the conflict factors and dynamics;
- Conflict analysis provides the basis for the identification and prioritisation of peacebuilding needs, underpins the focus of PBF support and shapes the design of peacebuilding programming, hence increasing its overall effectiveness and catalytic nature; and,
- Conflict analysis helps ensure a more sound peacebuilding strategy in-country, which then contributes to addressing the root causes of conflict and/or helps prevent relapse.

If a conflict analysis is already being undertaken for other purposes, such analysis can serve as the basis for PBF support as long as it is up to date, has been developed through a process that is inclusive of the different conflict views, is in line with PBF guidelines, and provides a sound basis for the identification of peacebuilding needs and priorities. If time permits, PBSO should be consulted when developing the proposed Terms of Reference (TOR) for the conflict analysis.

10.2 | The key elements of a conflict analysis for PBF applications

OVERVIEW

There are various tools and methodologies for undertaking conflict analysis, including those developed by UN agencies, the World Bank, donors and NGOs. PBF does not prescribe the use of any specific methodology and the choice of one methodology over another will depend on the needs and the expertise in-country. The CDA is one useful methodology, which can be used for the purpose of PBF support.

WHAT ARE THE KEY ELEMENTS OF A CONFLICT ANALYSIS FOR PBF PURPOSES?

PBSO recommends that a conflict analysis should consider and assess the following:

- Situation or context analysis (i.e. a snapshot of the conflict context, including historical, political, economic, security, socio-cultural and environmental context);
- Factor assessment (i.e. identification of the root/structural factors; intermediate/proximate factors; and, triggers);
- Stakeholder analysis or actor mapping (i.e. analysis of those engaged in or being affected by conflict, including their interests, goals, positions, capacities and relationships); and,
- Conflict dynamics analysis (i.e. the resulting interaction between the conflict context, the causes and the actors, including potential scenarios and drivers of change).

It is essential that all elements include a gender analysis, in order to highlight the gender dynamics at stake as part of the context, causes and dynamics of conflict (e.g. gender-based injustices as a trigger for conflict, or sexual violence as a manifestation of conflict). It is also important to analyse how women, men, girls and boys have been impacted by, and involved in, the conflict.

Some conflict analyses also contain: a specific analysis of capacities for, and champions of, peace; a mapping of existing peacebuilding activities; an assessment of peacebuilding gaps and critical needs; and, a prioritisation of those needs and potential entry-points for development partners (including specifically by the PBF). If the latter is not part of the conflict analysis, it should be undertaken during the preparation of and reflected in the Peacebuilding Priority Plan and, to some extent, the Peacebuilding and Recovery Facility (PRF) and Immediate Response Facility (IRF) project documents.

In addition to integrating levels of analysis outlined above, the CDA offers guidance related to mapping peacebuilding activities in the form of peace capacities (cf. Module Three) and further maps peacebuilding gaps, needs and entry-points in the context of guidance provided on current response assessment (cf. Module Four).

10.3 | Undertaking conflict analysis for PBF purposes

OVERVIEW

Ideally, a conflict analysis is a thorough long-term and on-going process, requiring engagement of a wide variety of actors, triangulation of data, validation, consensus, etc. The reality of conflict analysis is usually different from the ideal situation and so the scope, methodology and approach will need to be flexible and adjusted to the budget, time, capacity and other constraints - with the focus on 'good enough' analysis.

A major challenge when undertaking a conflict analysis is balancing the need for a participatory process and broad ownership of the final product, with the need for a comprehensive, honest and impartial analysis. The required skill-set of staff involved in the analytical exercise is often difficult to secure. Another challenge is balancing the importance of ownership and comprehensiveness, on the one hand, and the need for a speedy response as well as scarce resources, on the other hand.

HOW SHOULD A CONFLICT ANALYSIS FOR PBF PURPOSES BE UNDERTAKEN?

PBSO recommends the following minimum process requirements and approaches:

- Local ownership of the analysis is crucial. Wherever possible, it should not be limited to the UN System but undertaken with the participation of local stakeholders, including representatives from the government, the UN, development partners and civil society. For PBF countries where there is a Joint Steering Committee (JSC), this Committee should ideally oversee the conflict analysis process. Since JSCs are typically constituted at the ministerial level, a technical level counterpart to the JSC can provide more direct guidance, and/or participate in the analysis. The UN Mission and/or UNCT can play a strong role, but should ideally ensure broader buy-in and oversight.
- Where possible, the conflict analysis should be undertaken jointly with other development partners (not just the whole UNCT but also other multilateral and bilateral partners) to avoid high transactional costs for the government and other stakeholders. While this will require higher upfront investment from development partners, it will reduce transaction costs on the government and local stakeholders. If possible and relevant, the analysis should take on board the *'New Deal for Engagement in Fragile States and its Statebuilding and Peacebuilding Goals'.*
- All partners should be clear on both the scope and purpose of the analysis, and all the terms used in the TOR for the analysis.
- The analysis should be as broadly participatory as the circumstances permit and should consider the views of all the relevant stakeholders, including key representatives from the government, the UN, other development partners, opposition parties, civil society and a representative sample of those involved in, or affected by, the conflict (including diverse groups of women, youth, ethnic minorities and other marginalised groups).
- The geographic scope of the analysis should be adapted to the purpose of the assessment and may be more local, regional and country-wide, depending on the circumstances and the geographic area of focus of the Peacebuilding Priority Plan and/or the specific peacebuilding project.
- A solid conflict analysis needs to include a gender analysis at every step, reflecting the differential impact of conflict on men, women, girls and boys, their specific needs and capacities, and analysing the gender dynamics at play among and within the institutions involved (for example, army and police, justice, etc.).
- The analysis should adapt its methodology to the circumstances at hand, but ideally it should include a combination of quantitative and qualitative data and, as far as possible, identify potential baselines for conflict factors and indicators that can later be integrated into programme results frameworks.
- The analysis should be undertaken by UN or independent expert(s) who are not perceived or serving actors in the conflict; they should, however, have a good understanding of the country, credibility with all key stakeholders and prior experience in producing conflict analyses.
- The analysis should preferably be translated into languages used by key stakeholders, especially local stakeholders, so that its main messages can be shared. It should be kept in mind that at times this can be quite sensitive and should be managed accordingly.
- The analysis needs to be reviewed and kept up to date, especially in the context of a new PBF funding tranche. Time should be allocated for this purpose.

10.4 | Using conflict analysis for the PBF

OVERVIEW

Once the analysis has been completed, it should be used to underpin the support provided by PBF by identifying peacebuilding entry-points. Depending on the scope of the analysis, PBF counterparts on the ground may need to undertake additional analysis in order to apply for PBF funds, including: a mapping of current peacebuilding activities; an assessment of peacebuilding gaps, needs and capacities; a prioritisation of those needs; and, identification of potential entry-points for development partners (including specifically for the PBF). Ideally, the conflict analysis should be used beyond PBF, as the foundation for planning, designing and implementing of other peacebuilding support.

HOW SHOULD THE CONFLICT ANALYSIS BE USED FOR PBF PURPOSES?

The findings from the conflict analysis should be used for PBF purposes in the following ways:

- To inform the rationale, purpose and theory of change of the Peacebuilding Priority Plan (PRF support) and/or project documents (PRF and IRF support) and to serve as the starting point for prioritisation of peacebuilding programming (so the identified priorities need to have a clear link to the major conflict factors and triggers).
- In the case of PRF support, the conflict analysis provides a common analytical and contextual foundation against which the Joint Steering Committee can review the Peacebuilding Priority Plan and the peacebuilding project proposals, and confirm whether the main findings of the conflict analysis are being addressed by them.
- To provide the basis for the Results Framework, which needs to measure the impact of the peacebuilding areas and activities supported; consequently, the Results Framework needs to track changes related to the conflict factors identified in the conflict analysis and prioritised in the Peacebuilding Priority Plan/ project documents.
- To provide the background, justification and starting point for prioritisation of needs in individual project documents.

10.5 | Working with the Peacebuilding Support Office (PBSO)

OVERVIEW

Where necessary, PBSO can provide 'surge' support to its in-country counterparts, directly or through specialised partners, when preparing and undertaking the conflict analysis or when using its findings in order to develop the Peacebuilding Priority Plan (usually for PRF situations). The type of support offered will vary according to the country context and capacity constraints, and should be requested directly from PBSO through the UN Special Representative of the Secretary-General, or Resident Coordinator. It can potentially include short-term deployment of PBSO Programme and/or M&E officers to work alongside the UNCT and the JSC, or the deployment of experts from specialised partner organizations.

WHAT KIND OF SUPPORT CAN PBSO PROVIDE?

In-country support can be provided during various phases of the Peacebuilding Priority Plan process. This may include:

(i) The set-up of a JSC and other PBF processes and structures in the country; and/or

(ii) The undertaking of a conflict analysis; and/or

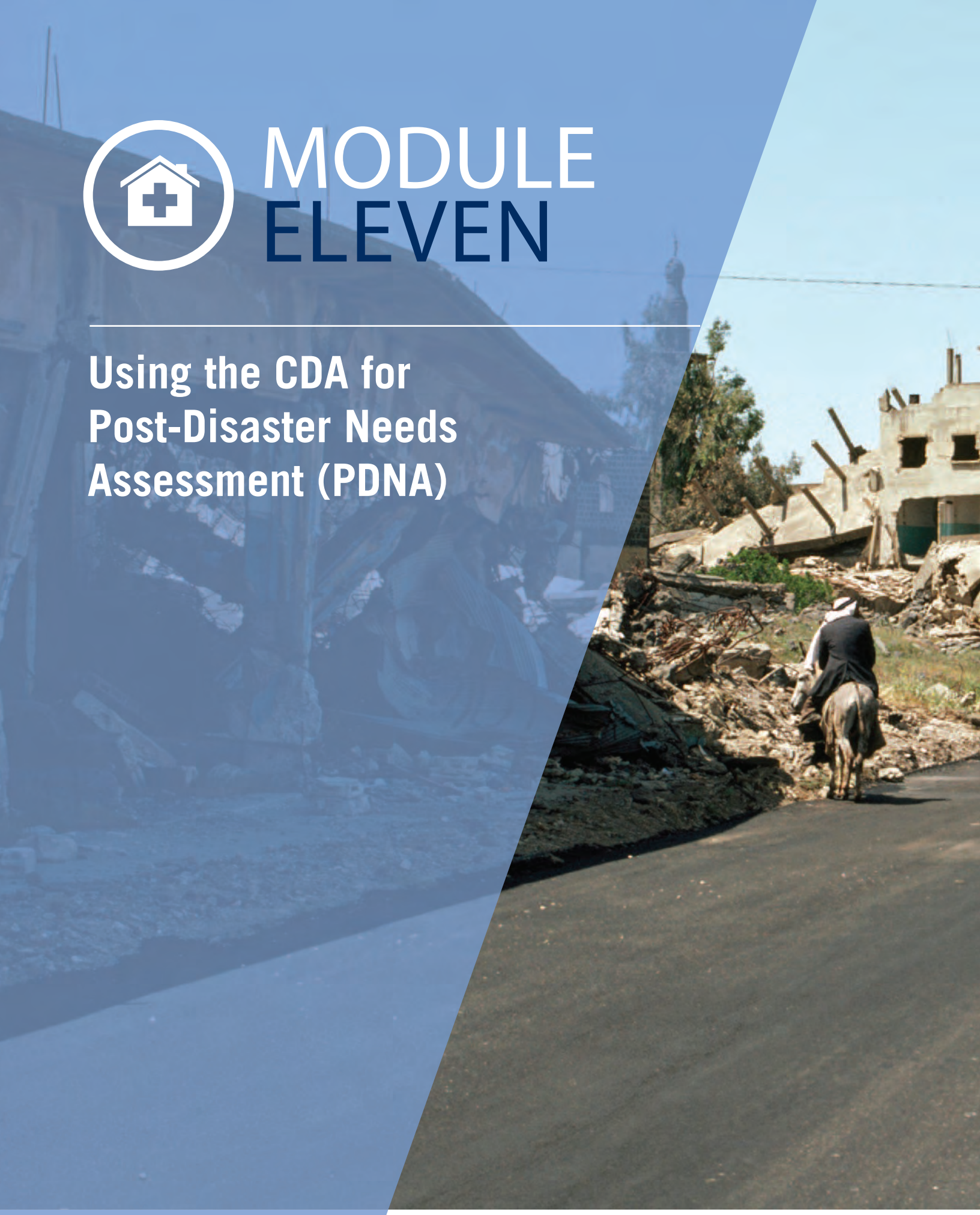
(iii) The development of the Peacebuilding Priority Plan; and/or

(iv) The "projectisation" of the Peacebuilding Priority Plan.

With regards to conflict analysis, PBSO support can also include advice on TORs for conflict analysis and/or assistance in the selection of experts to undertake the analysis. The costs for in-country assistance are generally built into the programme budget, although some of the costs may be covered by PBSO and its partners.

MODULE ELEVEN

Using the CDA for Post-Disaster Needs Assessment (PDNA)



What is the purpose of this Module?

This Module demonstrates the potential use of conflict analysis to inform and enrich a Post-Disaster Needs Assessment (PDNA) and recovery framework.

Content of this Module:

This Module provides an overview of the aspects that need to be taken into account when conducting a conflict analysis in a disaster setting; it also provides information concerning the importance of using conflict analysis to inform a Post-Disaster Needs Assessment (PDNA) and Recovery Framework in a conflict setting, in order to ensure a 'do no harm' approach is incorporated into the engagement. The content of the Module includes: an overview of conflict and disaster interface; guidance on how to enhance conflict analysis conducted in a disaster-prone/post-disaster context; an introduction to PDNAs; and, why conflict analysis is essential for a PDNA.

Who should read this Module?

Senior managers and technical staff from multilateral agencies at HQ and in-country who are required to respond to a government's request to organize and coordinate a post-disaster assessment, response and recovery process. This includes the Humanitarian Coordinator (HC)/Resident Coordinator (RC); UNCTs; in-country Representatives of UN agencies, the World Bank and the EU; and, all HQ units, departments, or services directly linked to post-disaster response beyond the humanitarian phase.

MODULE ELEVEN

Using the CDA for Post-Disaster Needs Assessment (PDNA)

Disasters caused by natural hazards (which will referred to as 'disasters' in the rest of this Module) can increase the exposure of a country to risks and vulnerabilities. The UN Office for Disaster Risk Reduction defines a disaster as "a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources."[15]

The effects of a disaster may include loss of life, injury, disease and other negative impacts on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption and environmental degradation. If the response to these issues is not well-managed, it can create the conditions for the outbreak of violence, or the escalation of pre-existing conflict.

11.1 | Overview of the conflict-disaster nexus

WHAT HAPPENS WHEN CONFLICT AND DISASTERS CONVERGE?

The interaction between conflict and disaster creates and perpetuates vulnerabilities that put communities at risk, further entrenching poverty, marginalisation and inequality. Disasters invariably expose and exacerbate existing vulnerabilities, such as environmental degradation, weak governance, discrimination and issues of land ownership, all of which can entrench and exacerbate pre-existing inequalities and societal fault-lines, among other conflict drivers. Furthermore, conflicts can reveal or exacerbate residual risks that, if not effectively addressed, could evolve into future disasters - both as they pertain to man-made crises as well as those caused by natural hazards.

Conflict and disasters are interlinked remarkably often. "Not only are drought and war closely intertwined, especially in Africa, but earthquakes and conflict are closely related: 53 percent of earthquakes occur in countries experiencing civil war, though these account for only 18 percent of all country-years in the data."[16] Other qualitative studies in Afghanistan and eastern Congo, for example, which examine drought and volcanic eruptions respectively, also proved that natural disasters can and do exacerbate conflict.[17]

Experience has also shown that humanitarian and development interventions that are not informed by a solid conflict-sensitive development analysis can increase, rather than decrease, the risks of exacerbating conflict, it is especially important that those responsible for designing interventions are aware of the link between conflict and disaster, and the potential consequences of this link. Conflict-sensitive analysis provides an indepth understanding of a specific context, and provides a solid appreciation of the dynamics that can exacerbate conflict and/or promote a peaceful transformation of the crisis.

[15] https://www.unisdr.org/we/inform/terminology

[16] See Philip Keefer, 'Conflict and Disaster', World Bank, Development Research Group, 2009. This paper was commissioned by the Joint World Bank-UN Project on the Economics of Disaster Risk Reduction.

[17] Ibid.

THE CASE OF KYRGYZSTAN

11.1

In Kyrgyzstan, most evidence illustrates that disaster risk or events (often made worse by poor management of natural resources) had a harmful impact on local and regional social cohesion. For example, flooding struck some groups of people who could not move from disaster-prone areas due to lack of alternative livelihood options and resources. This generated grievances against domestic authorities and the Government.

Disaster-Conflict Interface, UNDP (2011)

The cumulative damaging and complex effects of conflict and disaster can, conversely, also create positive spin-offs, especially in the immediate aftermath of a disaster, or during the course of a recovery process. Disasters can, for example, provide opportunities to transform gender relations or promote joint efforts between communities or groups in conflict, catalysing the need and desire to work together to overcome common vulnerabilities. Consequently, disasters can be viewed as potential entry-points to change the dynamics of a conflict, or create space for dialogue and cooperation around specific issues.

The international community is often called upon to support countries to assess post-disaster damages, losses and recovery needs. In case a disaster strikes, therefore, these assessments can prove to be immensely beneficial when they are informed by a conflict analysis, thereby ensuring that post-recovery efforts support, rather than undermine, long-term efforts to support peace and sustainable development.

11.2 | What to consider when conducting a conflict analysis in a disaster context

OVERVIEW

There are several key factors to take into account when a conflict analysis is undertaken in a context where disasters and conflict converge.

› Key factors to consider in disaster contexts

Some of the aspects that need to be taken into consideration when conducting a conflict analysis in a disaster context include the following:

- **Identifying conflict drivers:** Conflict drivers are likely to evolve over time, as the disaster and subsequent response is likely to have a significant impact upon the factors that are driving the conflict. The disaster itself may even act as a trigger for conflict, especially in instances where the response is inadequate or politicised along conflict fault-lines (this reinforces the importance of integrating a 'Do No Harm' approach).

- **Undertaking a stakeholder analysis:** It is essential to consider the impact of the disaster on the dynamics between stakeholders, their priorities, interests, needs, capacities, etc. The relationship between them may worsen as a result of the disaster, especially in instances where competition for access to resources and basic services increases grievances, or when relief favours or appears to favour a specific group; furthermore, some groups may take advantage of the disaster for political purposes. Alternatively, the relationship between communities, and between communities and the government may actually improve, bringing stakeholders together, since in times of crisis people often tend to work together to overcome it; for example, following the 2004 tsunami in Aceh, a Memorandum of Understanding was signed by the Government of Indonesia, recognising the right of Aceh to have "special autonomy", which ended almost 30 years of conflict. In instances where hazards are cyclical or intermittent, it will be important to consider the relationships between stakeholders, both at times when disasters strike during the height of the conflict cycle and during times when conflict maybe latent.
- **Undertaking factor/causal analysis:** Similarly, the factor/causal analysis at structural and proximate levels may need to take into account the disaster and the resulting vulnerabilities. Disasters are likely to increase competition over resources and exacerbate discrimination among groups, thereby fuelling existing inequalities and marginalisation, and increasing levels of crime and violence. When a disaster destroys key social and political institutions, leading to a political vacuum and a lack of a judiciary system, the result will often be an increase in political instability, violence and conflict. The dynamics of the conflict will be altered under these circumstances. For example, when government infrastructures are destroyed and there is loss of staff, this can lead to a shift in power relations between stakeholders and therefore increased political instability. Peace engines may also emerge from the situation (for example, the military may no longer have the capacity to fight opponents as the priority will shift to assisting the humanitarian response to the affected population).
- **Scenario-building:** Depending on the frequency and degree to which disasters affect the context, disasters may also need to be taken into account in scenario-building. Preparations to undertake an analysis (cf. Module Two) will also be impacted (e.g. speed at which the analysis needs to be undertaken in a post-disaster context; how inclusive consultations can be; practical/logistical challenges, etc.).
- **Cross-cutting factors:** It is essential to highlight the importance of a gender analysis throughout the conflict analysis, as experience shows that women are disproportionately affected by disasters. Furthermore, in instances when the disaster is cross-border, the relationship between stakeholders may change, and therefore the conflict and peace factors may also change. For example, further displacements of people may affect the already impacted communities, especially if displacements cross borders, as this may intensify eventual cultural differences and possible discrimination among groups when accessing basic goods like food, water and shelter.

11.3 | Understanding Post-Disaster Needs Assessments (PDNAs)

OVERVIEW

The Post-Disaster Needs Assessment (PDNA) is one of the key commitments articulated in the Joint Declaration on Post-Crisis Cooperation, signed between the EU, the World Bank and the UN Development Group (UNDG). As a result of this agreement, PDNA partners commit to support government ownership and leadership of the assessment and recovery process.

The PDNA is a mechanism for joint analysis and action following a disaster. Through this mechanism, the parties involved seek to assess the impact of a disaster and define a strategy for recovery, including financial considerations. It pulls together information on economic damages and losses, and highlights the priorities from a human development perspective. The cumulative result is a consolidated report that leads to an early-, medium- and long-term recovery strategy.

WHAT IS THE PURPOSE OF A PDNA?

The overarching purpose of the PDNA is to provide improved support to governments in the context of post-disaster recovery assessments and planning efforts. It is conceived as a joint approach and common platform for analysis and action. The PDNA produces four core deliverables:

- **One consolidated assessment report:** The report is based on sector reports, which present the overall effect and impact of the disaster on each sector. The report highlights the recovery needs for each sector with an explicit focus on cross-cutting themes, such as gender, environmental considerations, risk reduction and governance.
- **A Recovery Strategy:** The Recovery Strategy should define the vision for national recovery, with a focus on: recovery actions for each sector and affected regions, with clarifying objectives and interventions; expected results; the timeframe; and, the expected cost for the recovery process. The Recovery Strategy provides a basis for the development of a comprehensive Recovery Framework, which, in turn, enables actors to prioritise, sequence, plan, and implement recovery. The strategy is designed to bring international and national stakeholders together behind a single, government-led recovery effort. In this regard, the Recovery Strategy is inherently linked to national coordination and planning for human and economic development, so that the goals of the recovery process are aligned with the overall development plan for the country. The post-disaster recovery process provides an opportunity to accelerate and, in some cases, revise and update the development outcomes towards building resilient communities;
- **Platform for resources mobilization:** The PDNA enables actors to come together around a coherent, forward-looking plan, thereby allowing for coherent mobilisation of resources, including the basis for a donor conference;
- **Implementation mechanism:** The PDNA, lastly, provides an outline for a country-led implementation mechanism for recovery and reconstruction.

The PDNA assesses the following sectors:

- **Social:** Housing; education; health; nutrition; and, culture;
- **Infrastructure:** Water and sanitation; community infrastructure; energy and electricity; transport and telecommunications;
- **Productive:** Agriculture; livestock and fisheries; employment and livelihoods; commerce and industry, trade; and, tourism;
- **Cross-cutting themes:** Governance; disaster risk reduction; environment; and, gender;
- **Macro-economy:** GDP, external balance (import-export and capital account, including debt payments), and fiscal impact (revenue-expenditure);
- **Human development:** MDGs; poverty; human development index;

HOW DOES THE PDNA RELATE TO OTHER RELEVANT ASSESSMENTS IN THIS SPACE?

PDNAs are usually built upon initial and rapid humanitarian assessments, and integrate recovery-related data from these assessments. The PDNA does not duplicate assessments, but complements them with the objective of ensuring that there is one consolidated process in-country, with different milestones throughout the process. If a Multi-Cluster/Sector Initial Rapid Assessment (MIRA) has been carried out by the Inter-Agency Standing Committee (IASC), the information and analysis contained in the MIRA can reinforce the PDNA exercise.

Early Recovery needs are assessed as part of humanitarian- and PDNA-related assessments; where appropriate, early recovery needs are analysed and prioritised in an Early Recovery Strategic Framework, which is seen as the first iteration of the Recovery Strategy.

To summarise, the PDNA contributes to:

- The elaboration of country-led assessments and recovery planning processes through a coordinated platform, integrating the efforts of the UN system, the EU, the World Bank, and other stakeholders;
- An assessment of the damage and losses caused by the disaster to physical infrastructures, productive sectors and the economy, including an assessment of its macro-economic consequences;
- An evaluation of the effect of the disaster on service delivery and access to goods and services across all sectors; as well as governance and social processes;
- An assessment of needs to address underlying risks and vulnerabilities, so as to reduce risks for the future;
- An identification of all recovery and reconstruction needs;
- The development of a recovery strategy, outlining priority needs, recovery interventions expected outputs and the cost of recovery and reconstruction; and,
- The basis for mobilising resources for recovery and reconstruction through local, national and international sources.

By assisting in these ways, the PDNA improves the credibility of assessments and recovery frameworks; it provides a coherent approach to assessment and planning. It also facilitates rapid decision-making and actions by stakeholders through pre-established protocols, and contributes to a more cost-effective approach by promoting coordination and reducing overlaps.

11.2

DESERTIFICATION AND DROUGHT IN SUDAN

In Sudan, desertification and drought reduced the availability of key land and water resources, and heightened competition between settled cultivators and nomadic pastoralists. In some cases, settled farmers deliberately set fire to pasture land and destroyed water points to deter pastoralists from grazing their livestock, which worsened the drought and food insecurity, and heightened conflict dynamics in the region.

Disaster-Conflict Interface, UNDP (2011)

11.4 | The relevance of conflict analysis to a PDNA in a disaster and conflict contexts

OVERVIEW

In on-going conflict and disaster-prone countries, many factors and diverse circumstances pose a threat to effective and efficient recovery work, as the affected populations become even more vulnerable. Violent conflict may intensify if the right responses to address these vulnerabilities are not in place, as stated above. These challenges may be addressed by analysing the context of the crisis, its underlying root/proximate causes, conflict dynamics - which include peace drivers and conflict drivers – and plans to account for several potential scenarios.

Therefore, any recovery efforts in a post-disaster setting that do not take into account information validation, situation analysis, factor analysis, stakeholder analysis, and local visions for peace within a conflict-sensitive lens "may risk rebuilding a society that contains the seeds of more conflicts and future violence."[18]

HOW CAN A PDNA ASSIST RELIEF AND DEVELOPMENT PRACTITIONERS IN DISASTER CONTEXTS?

Conflict analysis can serve as a means for relief and development practitioners to identify relevant gatekeepers, to engage all affected stakeholders, and to better understand the relationships between them. Recovery work may also bring various parties to the conflict together, as they may all be suffering from the disaster, and may benefit from working together.

Finding entry-points for an efficient communication and effective collaboration between stakeholders may help to then transform the conflict into an opportunity for peace and sustainable development with a longer-term vision. This is particularly relevant in the context of the PDNA as it is an inclusive and government-led exercise.

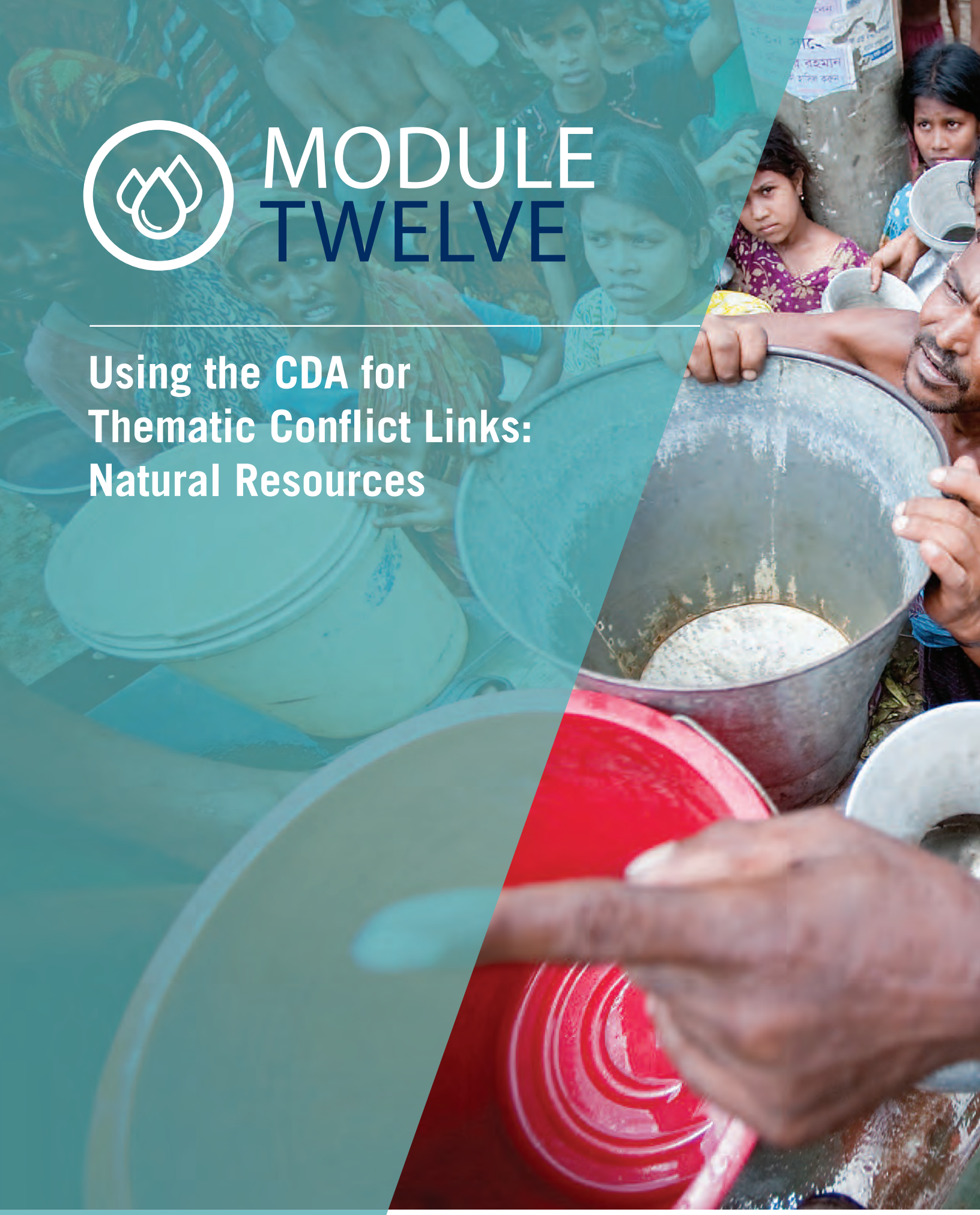
By using the PDNA in this way, it helps to promote a 'do no harm' approach, provided that relief and development practitioners themselves do not unintentionally become actors in the conflict itself; this can happen, for example, if they only work with certain groups within society and/or parties to the conflict, or if they create perceptions of being more aligned with one particular group over and above others. As with other programming interventions, working on disasters in conflict-affected contexts requires a conflict-sensitive lens throughout programming.

To summarise, conflict analysis can support the effective and efficient implementation of the PDNA by:

- Ensuring the PDNA is informed by a deep understanding of the dynamics between stakeholders and an appreciation of relevant peace engines and conflict drivers that practitioners should be aware of in order to avoid adverse affects. Consequently, in instances where an assessment is not already available, it is highly advisable that the team conducting the PDNA undertakes one in order to support more accurate and precise findings of the PDNA team. At a later stage, these findings can inform the recovery framework to address the needs of affected populations and support the government and local authorities.

[18] 'Joint Guidance Note on Integrated Recovery Planning using Post Conflict Needs Assessments and Transitional Results Frameworks', United Nations Development Group and World Bank, September 2007.

- Reinforcing national participation in and local ownership of the process. Since the PDNA is a consultative and inclusive process, the stakeholders that contribute to the PDNA (including affected populations, local authorities, civil society representatives, the international community, the private sector, etc.) could, when applicable, also be consulted for conflict analysis purposes. This can help ensure that there is a broad appreciation of the relationship between conflict dynamics (or the potential for conflict to erupt), the disaster context and the response process.
- Ensuring that implementation of the recovery framework is conflict-sensitive. Undertaking a conflict analysis as part of the PDNA can help ensure that the subsequent efforts of humanitarian and development actors do not inadvertently negatively impact upon the conflict dynamics in-country.
- Promoting a more holistic and collaborative approach between humanitarian, development, political and peacebuilding actors, as and where appropriate. Since a conflict analysis as part of a PDNA can identify potential entry-points to the conflict as a result of the disaster and/or response process, it can help ensure awareness of these positive spin-offs amongst all actors working on the ground, thereby allowing for a more coherent and comprehensive response to maximise opportunities to promote constructive change.



MODULE TWELVE

Using the CDA for Thematic Conflict Links: Natural Resources

What is the purpose of the Module?

This Module provides guidance on analysing conflict dynamics and resolution processes in the thematic field of land and natural resources, suggesting questions that can help practitioners to identify and understand situations where natural resources can interact with peace and conflict dynamics.

Content of this Module:

This Module covers the following: understanding the natural resource dependency, political economy and governance systems; potential conflict drivers in the fields of extractive industries, renewable resources and land.

Who should read this Module?

UN staff and their in-country partners who are interested in exploring natural resource-related issues for their peacebuilding activities. This Module contains an abridged version of Chapter two of the UN Working Group on Transitions' *Guidance Note on Natural Resource Management in Transition Settings*,[19] and can viewed in conjunction with the DPA-UNEP handbook entitled, *Natural Resources and Conflict, A Guide for Mediation Practitioners.*[20]

[19] For the full version, please see: http://www.un.org/en/land-natural-resources-conflict/pdfs/UNDG-ECHA_NRM_guidance_Jan2013.pdf
[20] Please see: http://postconflict.unep.ch/publications/UNDPA_UNEP_NRC_Mediation_full.pdf

MODULE TWELVE

Using the CDA for Thematic Conflict Links: Natural Resources

Natural resources can be both drivers of conflict as well as drivers of peace in transitions settings. There are clear ways in which natural resources interact with conflict: contributing to its outbreak, perpetuating its duration and undermining peace consolidation efforts. Conversely, properly managed natural resources can contribute to peacebuilding, conflict prevention and sustainable development. Context assessments should be conducted in order to understand the role natural resources play in the overall economy and in generating social tensions and grievances.

12.1 | Analysing natural resources in transition settings

HOW TO ANALYSE THE RELATIONSHIP BETWEEN NATURAL RESOURCES AND CONFLICT?

There are three lenses through which you can analyse the relationship between natural resources and conflict: by establishing whether there is a dependence on natural resources; by understanding the political economy linkages; and, by understanding governance systems and capacities. These three lenses through which to understand natural resources are outlined below.

- Establishing whether there is a dependence on natural resources: In general, the higher the dependence on natural resources, the greater the vulnerability to conflict, hence the need for effective Natural Resource Management (NRM) to help ensure a peaceful and sustained transition.

  Key questions

  - How much public revenue do natural resources generate? What percentage of the national economy and of export earnings rely directly on extractive industries, as opposed to other sectors, i.e. manufacturing or services?
  - Are large parts of the population reliant on renewable resources for their livelihoods?
  - Were/are natural resources used in the conflict economy and as a basis for coping mechanisms and survival strategies?

- Understanding political economy linkages – how natural resources relate to ownership, production and distribution of wealth, and power relations and transitions: these political-economy concerns are among the most politically charged topics, but natural resources have strong potential to influence wealth creation, jobs, livelihoods and wider geopolitical interests. Understanding the ways in which they can become forces for division (e.g. through rent/land capture, control/lack of access), and how they can interact with other conflict parameters (e.g. political and economic power and social cleavages), is vital.

Key questions

- Who are the key government, donor, private sector (national and international) and/or civil society actors that shape development priorities and influence natural resource governance?
- If there is a peace agreement and/or political settlement, how are issues of natural resource ownership, wealth-sharing and distribution addressed? To what degree does their inclusion address concerns of different stakeholders and communities?
- Do the military or armed groups – either formally or informally – control aspects of the resource value chain and do they derive financial benefits from resource revenues used to sustain their operations? Do they have limited access to essential resources for the population, such as land and water?
- What are the issues around disenfranchisement, marginalisation, expropriation and/or degradation in relation to natural resources and how do they interact with existing societal cleavages (around ethnicity, nationality, geographic identity, religion or politics)?
- Are the natural resources that have a prevailing influence on the economy vulnerable to capture by elite groups? Does the government have sufficient capacity to manage resource concessions in a transparent, inclusive, fair and sustainable way?
- Does the civilian population perceive natural resources to be effectively managed? Are there grievances with respect to distribution of natural resource benefits and violations of human rights?
- Are women, youth, marginalised groups or other vulnerable groups affected disproportionally in terms of access to or management of resources?

- Understanding the governance systems and capacities: Where natural resources are significant assets that the country depends on, the potential to reinforce good governance through all sectors, and with NRM principles in mind, is paramount. Capacity-building projects linked to NRM that target national, regional or international stakeholders should be based on a mapping of the key stakeholders and an analysis of their characteristics. In particular, their structure, interests and expectations, potentials and deficiencies, mechanisms for information-sharing, motives for collaboration, as well as the extent of their involvement and participation throughout and as early in the process as possible.
  - Are institutions and/or companies responsive to the grievances of local communities regarding the environmental and social impacts of resource extraction?
  - Does the country have a basic legal framework for managing natural resources and land? Is there a clearly defined tenure system policy that is implemented transparently? Are there customary practices competing or overlapping with statutory law? Do such gaps or inconsistencies contribute to conflict?
  - Is the regulatory framework sufficiently strong and enforced so as to prevent corruption over the acquisition, use and allocation of revenues derived from natural resources? Are the revenues allocated back to development (intellectual capital, infrastructure) or economic diversification through transparent processes, and is there a national strategy in place for this?
  - Is there capacity to inventory, value and issue concession contracts using transparent processes and involving key stakeholders?
  - What institutions or mechanisms are in place at different levels to monitor the use of natural resources and to manage conflicts when they arise? Are environmental trends such as degradation documented?
  - What is the relationship between local authorities and communities compared with more centralised provincial or national authorities regarding NRM?

– Is conflict a sign of unsustainable practices (ownership, management, poor access)? What is the risk of inaction and to what extent is there momentum for beneficial social change through non-violent means?

Finally, understanding of the conflict dynamics is a core element of the overall context. This includes the current drivers of conflict and root causes, as well as the drivers of, and capacities for peace in the country. Ideally parts of this analysis will already exist as part of the growing commitment by the UN to ensure that conflict and wider context assessments guide all forms of intervention and programming. While natural resources present unique conflict drivers, they also interact with other conflict drivers and the wider context.

12.2 | Conflict drivers and Extractive Industries

OVERVIEW

The term Extractive Industries (EI) encompasses non-renewable resources, such as oil, gas, minerals and commercial timber. While revenues derived from EIs are an important source of national income, they are too often concentrated in the hands of the few, thereby exacerbating inequality, poverty and levels of corruption. Moreover, this 'easy' revenue protects governments from popular demands as other forms of tax collection become less necessary, weakening state-society relations.

WHAT ARE THE MAIN DRIVERS OF CONFLICT IN THE EXTRACTIVE INDUSTRIES?

> ***Poor engagement of communities and stakeholders in decision-making***

Where communities and stakeholders are poorly included, marginalised or excluded from the dialogue in the EI development and subsequent profit distribution process, they are very likely to begin to oppose the development. As tensions escalate, communities may develop strategies of violence as a coercive measure against the industry alliance and/or government as a means for addressing old grievances and mounting opposition.

GUIDING QUESTIONS

- What mechanisms are in place to support community and wider stakeholder participation in decision-making on extractive resources? Are they perceived as sufficiently participatory?
- What is the extent of civil society's participation in the policy processes and in solving technical problems? To what extent does the civil society representation truly reflect the affected communities? Are both men and women participating in decision-making structures?
- How does civil society monitor compliance with resource concession agreements and associated operating and Environmental and Social Impact Assessment (ESIA) permits?

> ***Lack of transparent allocation of benefits***

If benefits are distributed in a manner that appears unfair when compared to the distribution of the costs, risks and responsibilities, then those who are disenfranchised or bearing risks and responsibilities without fair compensation are likely to oppose the development, and possibly rebel against it.

GUIDING QUESTIONS

- Does the government have sufficient capacity to negotiate concessions, contracts and other legal agreements in a transparent way on terms that maximise benefits to the country and to host communities?
- Are rents from EIs shared with local communities and reinvested in sustainable development (infrastructure, human capital, basic services, economic diversification)?
- Are the benefits and burdens of resource extraction being transparently identified and shared equally among user groups?
- What mechanisms and safeguards are in place to ensure transparency in revenue management and wealth-sharing?

Adverse impacts on the economy, society and the environment

Notwithstanding the promise of prosperity often associated with EIs, the impacts on the local economy and the macro-economic conditions of the nation as a whole can be quite negative; in circumstances where governing institutions are weak or underdeveloped, the consequences of adverse effects are often magnified. Furthermore, while SEIAs and management procedures in the EI sector are well developed, negative impacts on communities and the environment can continue to be a powerful conflict driver.

GUIDING QUESTIONS

- What are the effects of the major EIs on the surrounding communities, including environmental, land grabbing, employment, migration (and potential increases in violence, including sexual violence)? Are SEIAs conducted on a systematic basis, are risks mitigated and is compliance enforced? Are stakeholders properly consulted and/or aware of the processes/findings?
- What measures are taken to mitigate those negative effects? By the government? By the companies?
- How can transparency and accountability be improved regarding the negative impacts of extractive resources? Are SEIA assessed and monitored by a neutral body?

Mismanagement of resource revenues and financing of divisive politics and violence

Corruption and diversion of funds to satisfy individual or particular group gains at the expense of national and wider community interests can fuel divisive politics. Too often the vast revenues from EIs have been diverted away from the public interest, in some cases, to finance armies and violent conflict. See also questions relating to participation of stakeholders and transparent allocation, above.

GUIDING QUESTIONS

- How are the revenues of the resources being allocated and shared with host communities?
- Is one sector of the economy benefiting substantially more or less from resource benefits?
- Is a 'war economy' or 'conflict economy' situation present, supported by illicit resource extraction and trafficking?
- Are the incentives for peace spoilers related to EIs?

12.3 | Conflict drivers and renewable resources

OVERVIEW

When renewable resources, such as water, forests or productive land, are degraded, contaminated or over-exploited (i.e. when the resources are used faster than they can be replenished) increasing competition between users become a basis for tensions and conflict. Conflicts related to renewable resources can be local, regional, national, or transboundary. Grievances over renewable natural resources can contribute to instability and violent conflict when they overlap with other factors such as ethnic polarisation, high levels of inequality, injustice and poor governance. In other words, it is particularly when conflicts over renewable resources drive, reinforce, or further compound security, economic, and political stresses that violent conflict may result.

Climate change is not a direct source of conflict, but rather exacerbates resource scarcity and existing vulnerabilities. Climate change is usually presented as a threat multiplier, overstretching societies' adaptive capacities, weakening the institutional capacity of states to resolve conflict through peaceful and democratic means, and creating or exacerbating political instability. This is particularly the case in conditions where state capacity to manage the ecological, social and economic impacts of climate change is limited.

WHAT ARE THE MAIN DRIVERS OF CONFLICT RELATED TO RENEWABLE RESOURCES?

The following are three main drivers of conflict related to renewable resources.

› ***Competition over increasingly scarce renewable resources:***

The concept of 'resource scarcity' describes a situation where the supply of renewable resources, such as water, forests, rangelands and croplands, is not sufficient to meet the local demand. Increasing scarcity of renewable natural resources needed to sustain livelihoods can increase competition between user-groups or economic sectors. Social responses to rising competition can include migration, technological innovation, cooperation and conflict. Where increasing competition intersects with other issues, such as socio-economic, ethnic or religious cleavages, they can contribute to violence.

There are three main causes for increasing resource scarcity, which work separately or in combination. First, demand-induced scarcity arises when population growth, new technologies or increases in consumption rates reduce the per capita availability of the resource over time. Second, supply-induced scarcity occurs when environmental degradation, pollution, natural variation or a breakdown in the delivery infrastructure constrains or reduces the total supply or local availability of a specific resource. Finally, structural scarcity occurs when different groups in a society face unequal resource access.

GUIDING QUESTIONS

- To what extent do national economy and rural livelihoods depend on renewable natural resources? Are their groups particularly affected by this, such as women, youth, minority groups etc.? Which livelihood groups or economic sectors compete for scarce renewable resources?
- How has increasing competition between livelihood groups or economic sectors for scarce renewable resources been addressed? What alternatives exist for scarce renewable resources?
- How has the demand for renewable resources in the past decade been influenced by population growth, migration flows, technologies, and trade?

- How has the supply of renewable natural resources in the past decade been influenced by environmental degradation, pollution, violent conflict, natural variation, climate change or a breakdown in infrastructure?
- How have governance decisions over renewable natural resources contributed to structural scarcity, where different groups have unequal access?
- Has resource grabbing become an issue in a specific area (e.g. subverting water flows, taking common land for private use)? Do armed groups or the military play a role in this?
- What opportunities exist for decreasing demand and/or increasing supply for contested renewable resources (e.g. increasing efficiency, or utilising new technologies for alternative supply sources)?
- What are the capacities of national authorities and civil society to respond to protect natural resources and seek redress for injustices?

> ***Poor governance of renewable natural resources and the environment:***

Policies, institutions and processes governing the access, use, ownership and management of renewable resources can be critical drivers of conflict. In many cases, they contribute to both structural scarcity as well as grievances associated with political exclusion, corruption, and an unequal distribution of benefits. At the same time, resource governance plays a critical role in managing disputes or conflicts caused by increasing resource scarcity and in resolving grievances before they contribute to violence. There are four main causes of poor resource governance, which may work separately or in combination: (i) the existence of unclear, overlapping or poor enforcement of resource rights and laws; (ii) discriminatory policies, rights and laws that marginalise specific groups; (iii) the unequal distribution of benefits and burdens from development projects; and, (iv) the lack of public participation and transparency in decision-making.

GUIDING QUESTIONS

- To what extent does the formal legal framework provide clarity on ownership, allocation, access and control over renewable natural resources? To what extent are laws, policies and institutional mandates overlapping or contradictory?
- How does the formal legal framework relate to and recognise multiple forms of resource tenure (statutory, customary, informal and religious)? How are disputes between different forms of resource tenure resolved?
- Does the legal framework recognise specific resource rights for groups that depend on renewable resources for their livelihood, together with clear mechanisms to exercise their rights?
- What is the level of state capacity to extend its presence and authority into rural areas in order to enforce renewable resources laws and resolve disputes?
- Does civil society have recognised rights to participate in decision-making on renewable natural resources? Is this right exercised?
- Who controls access, ownership and management of the main renewable resources contributing to GDP and rural livelihoods? Who decides how benefits are used?
- Do any of the actors politicise renewable natural resources in terms of connecting ownership and access with identity factors, calls for autonomy or political mobilisation?

› ***Transboundary natural resource dynamics and pressures:***

The challenges of managing renewable natural resources often extend beyond national borders. This is particularly the case for water, wildlife, fisheries, and air quality.

GUIDING PRINCIPLES:

- Do the countries have formal or informal agreements in place for the management of shared transboundary resources? Have national laws been revised and harmonised to reflect the agreements? Are those agreements and laws enforced?
- Do dispute resolution mechanisms exist between the countries sharing the transboundary resource and are they used effectively?
- Do mechanisms exist to systematically collect and share data on the quality and quantity of the transboundary resource?
- Does civil society have access to information on transboundary resources and play any role in monitoring compliance with transboundary agreements?
- Have transboundary impact assessments been conducted? Is there any process in place to discuss and mitigate the social and environmental impacts?
- Do traditional livelihood practices or wildlife populations migrate across national borders? Do mechanisms exist to jointly manage these movements and prevent conflicts in destination areas?
- What is the level of illegal exploitation, consumption and trade of renewable natural resources across borders? Is there any on-going transboundary cooperation to address it?

12.4 | Conflict drivers and land

OVERVIEW

Land is a vital economic asset and often a key source of livelihoods; it is also closely linked to accessing renewable resources such as water, as well as community identity, history and culture. Communities can readily mobilise around land issues, and land conflicts commonly become violent when linked to wider processes of political exclusion, social discrimination, economic marginalisation, and a perception that peaceful action is no longer a viable strategy for change.

WHAT ARE THE MAIN DRIVERS OF LAND-RELATED CONFLICTS?

The main drivers of land-related conflicts in transition settings that interact at different stages of the conflict cycle, and diagnostic questions to provide insight into their character in a given context, include:

› ***Unequal distribution of land, or inequitable access:***

Unequal access to land may be due to discriminatory policies, laws or practices (including inheritance rights, often affecting women) that may be rooted in the county's history and politics. Populations may be unfairly granted or denied access to the land itself, or to the revenues that accrue from investments in land and related resources. When one user group unfairly controls access to land, violence can occur as

individuals and groups seek greater access. The struggle for increased equity can become linked to the recognition of identity, status and political rights, making conflict resolution even more difficult. The likelihood of violent conflict increases substantially when gross inequities characterise land-holding patterns, particularly when a large landless or land-poor population has limited livelihood opportunities.

GUIDING QUESTIONS

- Is land unequally distributed within society? Does the distribution reflect patterns that favour specific cultural, social or religious groups, and/or a concentration amongst elites?
- Do the laws, institutions or processes for land access, ownership and management favour one group over others (such as women, youth or other vulnerable groups), or specifically marginalise a specific group or livelihood?
- Is there contested access to and use of fertile land or communal grazing areas, for example, between different livelihood groups (e.g. pastoralist communities, or between pastoralists and agrarian communities, or between agricultural communities)?

> ***Land tenure insecurity:***

Land tenure systems determine who can use what resource of the land for how long, and under what conditions. Uncertainty over land rights, and especially insecurity of land tenure, are common drivers of land-related conflict.

GUIDING QUESTIONS

- Is there uncertainty regarding security of tenure and other land rights, particularly for already vulnerable populations?
- Is there transparency in land investments, ownership transfers, capture or control?
- Is commercial agriculture and/or resource extraction perceived to affect a community's land rights without offering an equitable share in the revenue stream or compensation?
- What are the environmental and development-related risks due to large-scale land acquisitions, concessions and leases that involve conversion of land used by local communities, families and individuals to commercial activities?
- Is population growth (people or livestock) bringing communities into increased competition for land or related resources?
- Is there on-going rapid urbanisation that results in the conversion of peri-urban or agricultural land to urban uses?
- Has land been captured by armed groups or has land tenure changed, making previously communal land inaccessible?

Overlapping land tenure systems and legal pluralism:

In many countries, there may be an unclear relationship between different tenure types and institutions. Traditional authorities may regulate land according to customary practices or religious principles. Local government officials may regulate land access and use through statutory land administration laws. In many countries it is common to find land regulated under a combination of statutory, customary, informal and religious forms of tenure. This situation of multiple co-existing rules and institutions is often described as legal pluralism. Where different sets of land rights are recognised by each system, or where duties of different bodies overlap, conflict can arise.

GUIDING QUESTIONS

- Is the land system primarily customary, religious, statutory or mixed?
- Are there any formal mechanisms to resolve conflicts between the different land systems?
- Is the full range of housing, land and property rights understood, respected, protected and fulfilled in times of insecurity and conflict across the different systems?
- Do women have access to land and the right to own and inherit land?

Competing claims and lack of access to dispute resolution mechanisms:

Some degree of conflict typically characterises a situation involving competing claims to the ownership or use of the same piece of land. Whether claims are grounded in formally recognised rights or in customary use, circumstances involving groups of people, rather than individuals, significantly intensify the risk of large-scale violent conflict.

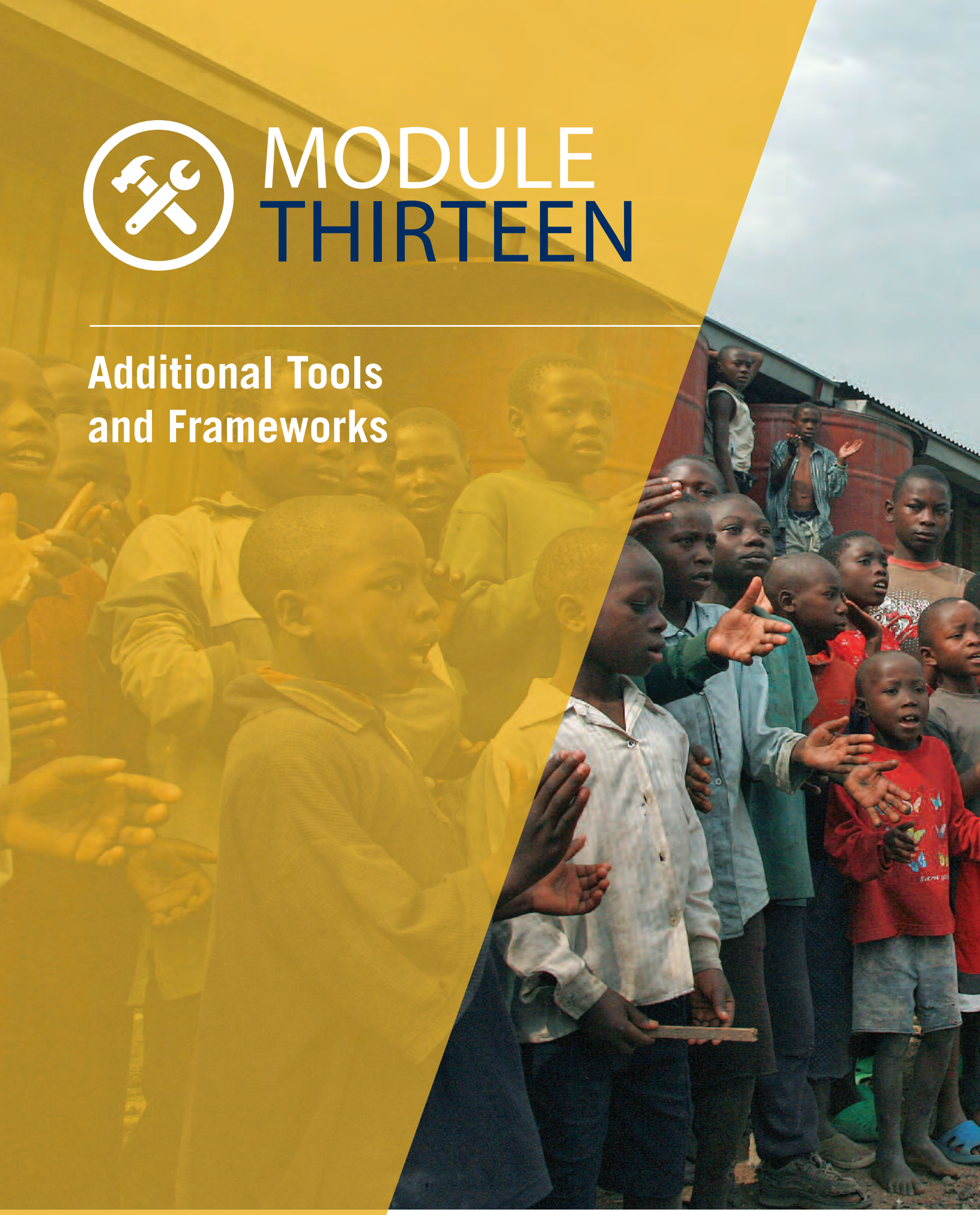
GUIDING QUESTIONS

- Is there a land registry in place to document land titles?
- Do local institutions, including traditional and customary, have the authority and capacity to resolve specific disputes over land ownership?
- Is there local agreement about the substantive, procedural and evidentiary rules that should be used in dispute resolution systems for land?
- Are marginalised groups able to access dispute settlement mechanisms?
- Have evictions or displacements forced communities to move from locations they traditionally inhabit, whether rural or urban?
- Have processes been established to address housing, land and property issues for displaced persons covering both restitution and compensation?
- Is there a partial or full destruction of land registry offices, land titles and land registry books?

4 ADDITIONAL TOOLS AND FRAMEWORKS

MODULE THIRTEEN

Additional Tools and Frameworks



What is the purpose of the Module?

This Module demonstrates how the CDA compares to, and can be used in conjunction with, other conflict assessment and analysis tools.

Content of this Module:

Comparing the CDA to Fragility Assessments and the PCNA; comparing the CDA to other UN assessment tools; and, comparing the CDA to a selection of non-UN assessment tools.

Who should read this Module?

All practitioners and researchers interested in gaining a deeper understanding of the CDA and assessment tools in general.

MODULE THIRTEEN

Additional Tools and Frameworks

In fragile and conflict-affected settings conflict analysis may be developed in conjunction with, and act as a complement to, other types of assessments or analysis. Most critically, in New Deal countries[21], a fragility assessment may have already been conducted or be in the planning stages. If this is the case then it is essential that this be taken into account throughout all aspects of the CDA process and, wherever possible, those undertaking the CDA should build on its findings or support its undertaking. Fragility assessments aim to influence development planning and prioritisation at the national level: a CDA should take this as its starting point. Similarly, in some contexts a Post-Conflict Needs Assessment (PCNA) may be planned or already have been undertaken (cf. Module Nine); it is equally important to find ways to integrate or build upon the findings of the PCNA.

13.1 | How the CDA complements other approaches to assessment and analysis

FRAGILITY ASSESSMENTS AND THE PCNA

Far from making the CDA redundant, other conflict and needs assessments - such as the fragility assessment or PCNA - increase its utility. The CDA process enables a CO to: conduct or refresh a critical conflict analysis; enrich internal discussions about conflict dynamics; focus on a particular level of the conflict (local rather than national, for example); or, to adjust programming. The following examples illustrates the differences and similarities between the CDA and these two key assessments:

PURPOSE	DIFFERENCES/SIMILARITIES
NEW DEAL FRAGILITY ASSESSMENT (FA)	
The New Deal FA is a country-led process used to identify the causes, features and drivers of fragility and conflict, as well as the sources of resilience within a country. It is part of the FOCUS commitment of the New Deal aimed at developing country-owned transitions out of fragility.[22] Fragility assessments can help countries prioritise issues that have been identified as critical fault-lines requiring attention to address fragility and conflict. The FA also provides a useful process for in-country reflection amongst a broad set of stakeholders concerning the most viable path towards stability for a given country. The g7+[23] countries have identified five key areas of analysis that form the foundation to enable transition out of fragility. These five Peacebuilding and Statebuilding Goals (PSGs) are: 1) Legitimate politics, 2) Security 3) Justice, 4) Economic foundations and 5) Revenues and services. Following the FA, countries rank their level of fragility across the five PSG areas in a fragility spectrum.	The New Deal FA distinguishes itself from the CDA due to the country-owned, country-led nature of the process. The New Deal FA is undertaken through a broadly consultative process, involving a diverse range of stakeholders. FAs identify national priority areas that can inform UN programming. In New Deal countries, FAs are used to develop a guiding framework for national development priorities ('one vision - one plan'). This informs the implementation agenda aimed at donor coordination and harmonisation around a set of nationally identified priorities (i.e. a compact). Drawing upon national development priorities, a CDA allows UN entities to identify their own priority areas and interventions in New Deal settings. A CDA can focus more comprehensively on key drivers and causes of conflict and fragility and can build upon consensus already forged between stakeholders in undertaking the FA.

PURPOSE	DIFFERENCES/SIMILARITIES
POST-CONFLICT NEEDS ASSESSMENT (PCNA)	
PCNAs are multilateral exercises undertaken by the UNDG, the EU, the World Bank and regional development banks in collaboration with the national government, and with the cooperation of donor countries. PCNAs are increasingly used by national and international actors as entry-points for conceptualising, negotiating and financing a common shared strategy for recovery and development in fragile, post-conflict settings. The PCNA includes both the assessment of needs, and the national prioritisation and costing of needs in an accompanying transitional results matrix.	The PCNA is a broad analysis at the national level of needs in the post-conflict phase. It includes: a technical needs assessment of multiple sectors; an assessment of resources needed for recovery; and, a conflict analysis. PCNAs are usually conducted towards the beginning of a UN engagement in a post-conflict setting. Generally speaking, they are not frequently updated and a CDA could usefully refresh the analysis produced by this assessment; a CDA may also be useful in highlighting particular conflict dynamics, stakeholders or factors.
LIVELIHOODS FRAMEWORK/ VULNERABILITY ASSESSMENT	
Livelihoods Frameworks/Vulnerability Assessments are used for assessing livelihood and disasters. The framework allows for a dynamic understanding of poverty through the lens of vulnerability, with a focus on shocks and stresses that households sustain during a situation of political instability and conflict. The nature of the conflict, its root causes and the way it is experienced by diverse households are directly integrated and analysed through the application of this framework.	Like the CDA, Livelihoods Frameworks/Vulnerability Assessments include a contextual analysis that focuses on the economic, social, political, resource-based and cultural issues facing households. It also disaggregates information with regards to gender and generational differences. This framework differs from the CDA due to its focus on social and economic differentiation between households. Information produced by these assessments helps to understand and predict the resilience of communities to adapt and survive in the face of violent or extended conflict. It is a complementary tool that can be used in conjunction with the CDA for specific programmatic purposes.

13.2 | Other UN assessment tools

The UN has developed a wide range of analytical tools and assessment frameworks. These tools allow COs to focus their analysis on key issues, including human rights, gender and natural resource management, for example. While it is not mandatory for the UN to use either conflict analysis or these other tools, it is strongly recommended that some robust analysis is undertaken and applied to contribute to better development outcomes. The table below provides an overview of some of the UN's tools that are used in fragile and conflict-affected settings. The CDA can complement these tools, as illustrated:

[21] New Deal countries that have undertaken a fragility assessment are DRC, South Sudan, Sierra Leone, Liberia and Timor Leste. Afghanistan, Somalia and Guinea Bissau and Togo plan to undertake the assessment.

[22] For more on the New Deal see http://www.oecd.org/international dialogue/anewdealforengagementinfragilestates.htm

[23] http://www.g7plus.org/

PURPOSE	COMPLEMENTARITY WITH CDA

CAPACITY DEVELOPMENT APPROACH, CAPACITY ASSESSMENT METHODOLOGY, CAPACITY MEASUREMENT FRAMEWORK

The Capacity Development Assessment views capacity development as the 'how' of making development work better. It addresses how to support capacity development for sustainable development at the level of the individual, the organization, and the enabling environment.

Capacity development is both a political and technical process; it is an important way to understand the political and power dynamics in a national context; it also helps identify the drivers and barriers to policy reform and institutional change.

Like the Capacity Development assessment, the CDA also generates insights into the political and technical processes in a given context, in terms of the conflict dynamics at both national and sub-national levels. The CDA, therefore, strengthens the relevance of capacity development programming, the conflict-sensitivity of reforms and the likelihood of programming observing 'Do No Harm' principles.

The capacity development approach is designed for use by national partners in developing their capacity and for strengthening UN support. The CDA can either be used to support a conflict-sensitive approach or to conduct internal dialogues within the UN about potential threats, risks and opportunities considering the country dynamics.

HUMAN RIGHTS BASED APPROACH (HRBA) TO DEVELOPMENT[24]

The HRBA analyses and addresses the inequalities, discriminatory practices and unbalanced power relations that are often central to development.

A CDA should be designed and conducted in accordance with the principles of the HRBA. A CDA may provide conflict-sensitive insights to support the HRBA; it may reveal, for example, that recommending a particular change for most vulnerable groups risks reprisals from more powerful groups, and may threaten to escalate tensions resulting in violent conflict. Using the HRBA and CDA in conjunction provides a stronger indication for achieving attainable results whilst adhering to principles of conflict-sensitivity and 'do no harm' in a given context.

GENDER ASSESSMENT TOOL

The aim of a Gender Assessment is to strengthen the non-discrimination and gender equality aspects of UN interventions, particularly at the local level. Gender analysis is used to consider the differentiated impact of interventions on women and men so that interventions can be tailored accordingly. The failure to systematically apply a gender analysis can result in negative impacts on women; furthermore, in the development context, in addition to potentially exacerbating existing gender inequalities, such an approach will be less effective and sustainable.

Close consideration of gender and discrimination issues in a CDA will make the analysis better able to reflect the needs, perspectives, values and grievances of different users.

[24] In 2003, the United Nations Development Group adopted the UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming (the Common Understanding). The purpose behind the Common Understanding was to provide a consistent and coherent definition on the Human Rights-Based Approach across all UN agencies, funds and programmes. See http://www.undg.org/index.cfm?P=221,

PURPOSE	COMPLEMENTARITY WITH CDA
POLITICAL ANALYSIS AND PROSPECTIVE SCENARIOS PROJECT (PAPEP)	
PAPEP is a high-level knowledge network, producing strategic political analysis and advice for development. PAPEP aims to strengthen political capacities for development management and the effectiveness of democracies in addressing the needs of citizens. The key concept underpinning the project is that politics matters for development, and that political analysis makes sense if it leads to action. PAPEP's main strength is its capacity to foster political interaction and provide advice.	PAPEP is useful for providing in-depth analysis of the political situation in a country. The CDA, on the other hand, considers political dynamics as one of a number of thematic areas analysed, and it does so from the perspective of what and who drives tensions and conflict in a given setting. As such, the CDA looks closely at stakeholders' relationships to conflict, in terms of their grievances, values, vested interests and needs, which may or may not be of a political nature.
GOVERNANCE ASSESSMENTS AND GOVERNANCE INDICATORS[25]	
Governance indicators are useful for providing a broad assessment of the level of governance in a country.	A CDA can be complemented by governance indicators, which - although they do not provide the detail and depth of analysis needed to examine the conflict implications of a particular reform or intervention - do provide a broad means of measuring change.
INSTITUTIONAL AND CONTEXT ANALYSIS (ICA)	
The ICA refers to analyses that focus on political and institutional stakeholders; the ICA focuses on processes concerning the use of national and external resources in a given setting, and how these have an impact on the implementation of programmes and policy advice. The ICA focuses on the interests and incentives facing different groups and individuals in society. This includes the role that formal and informal social, political and cultural norms play, and the impact of values and ideals. This means that the ICA can support more effective and politically feasible development strategies and programming, and inform more realistic expectations about the risks involved.	The ICA provides a strong method for stakeholder and situational analysis. The CDA can complement this with its focus on conflict dynamics; the CDA also offers a framework for looking at the causes and drivers of conflict.
CONFLICT PREVENTION AND ANALYSIS FOR ACTION (CPAA) UNITED NATIONS SYSTEM STAFF COLLEGE (UNSSC)	
The CPAA is an iterative toolkit that aims to: 1) Support stand-alone conflict analysis processes (to assess a country situation); 2) Provide the analytical framework for inter-agency conflict assessments; 3) Help mainstream conflict prevention into programming and strategic planning (e.g. UNDAF, PCNA); 4) Provide scenarios and entry-points for interventions both at programmatic (agencies) and strategic levels (peacekeeping, preventive diplomacy, mediation).	The four-step approach (situation, causes, stakeholders, conflict dynamics) is in line with the CDA. However, the CPAA goes beyond this so-called 'static; element of analysis (causes, actors, triggers) and looks at systems thinking to delve deeper into the relationships between all the issues under analysis. The toolkit also devotes considerable attention to the stakeholder analysis with a wide range of complementary tools. Much like the CDA, it is a modular toolkit that allows for both short-term and quick conflict analysis processes, as well as more thorough and participatory efforts.

[25] Please see the UNDP Oslo Governance Centre website, http://www.undp.org/content/undp/en/home/ourwork/democraticgovernance/oslo_governance_centre/governance_assessments

PURPOSE	COMPLEMENTARITY WITH CDA
RESILIENCE-VULNERABILITY ASSESSMENT FRAMEWORK	
The aim of this framework is to assess and analyse drivers of resilience and vulnerability, and the combined impact of multiple shocks on a society. The framework assesses the vulnerability of people, communities, institutions, and the environment to conflict, violence, disaster, and environmental stress. It focuses on deepening understanding and appreciation of the multi-dimensionality of risks. The assessment addresses key issues, such as: sources of livelihoods that households have access to; the presence of a predictable 'economic floor' (insurance, social protection, and/or social safety-nets) that protect individuals and communities from falling deeper into vulnerability due to shocks and stresses; the availability and quality of early-warning/early action mechanisms in the communities and at national level; levels of resilience in communities; drivers of vulnerability; and, the history of responding to shocks.	The 'resilience-vulnerability' assessment framework under development will complement the CDA by expanding the scope of the assessment. Going beyond the drivers of conflict, the 'resilience-vulnerability' assessment will analyse linkages between drivers of conflict, disasters, environmental stress, etc. to assess how they interact to determine the magnitude of the impact of risk to development more broadly.
FRAMEWORK OF ANALYSIS FOR ATROCITY CRIMES[26]	
The Framework of Analysis aims to assess the risk of genocide, war crimes, ethnic cleansing and crimes against humanity. The Framework includes eight sets of factors, which are common to the eight crimes, and distinct sets of two factors for each of those crimes.	The CDA contains elements that are connected to the sets of risk factors listed in the Framework of Analysis. A CDA may provide atrocity prevention-sensitive insights to alert both UNCTs and the Office of the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect to the risks of atrocity crimes. It can also identify policy options to mitigate this risk, to be implemented at country level with the support of the Special Advisers when needed.

13.3 Non-UN Assessment Tools

In order to ensure that a comprehensive and shared understanding of potential or on-going conflict exists, many organizations have developed conflict analysis frameworks and tools. While a wide variety of tools exist, most follow a similar logic. In general, conflict analyses are not designed to be rigid, but to be adapted to suit a particular need or situation. Most involve an assessment of:

- Conflict factors e.g. sources of tensions, root causes and drivers of conflict;
- Stakeholders e.g. their interests, values, grievances, capacities for violence or peace, interests and power; and,

[26] This Framework has been elaborated by the Office of the Special Advisers on the Prevention of Genocide; the Responsibility to Protect The Framework is used to assess degree of risk and resilience, and constitutes a primary venue for dialogue between the Special Advisers and Member States in the discharge of their responsibility to protect populations from mass atrocity crimes.

- Dynamics e.g. potential triggers for violence, existing capacities for conflict management and resolution, likely scenarios.

Conflict analysis can usually be undertaken at different levels: local, national, regional and international. The below table presents a selection of the assessment tools available outside of the UN:

PURPOSE	SIMILARITIES/DIFFERENCES WITH CDA
POST-CONFLICT PERFORMANCE INDICATORS FRAMEWORK (PCPI) WORLD BANK	
The PCPI is used by the World Bank to assess the quality of a country's policy and institutional framework to support a successful transition out of conflict. The PCPI is also used to foster sustainable growth, poverty reduction and the effective use of development assistance. Its objective is to inform the allocation of World Bank resources to those countries that are eligible for IDA's exceptional allocations; that is, post-conflict and re-engaging countries.[27] The content of the criteria reflects the emerging consensus that development challenges in post-conflict and other fragile situations require a deep understanding of the links between security, and the political, economic and social spheres.	The PCPI is primarily a tool to assess the eligibility and absorption capacity of countries for World Bank funding. Unlike the CDA, it only has a limited focus on guiding programme development and assessing key drivers and causes of conflict and fragility.
INTER-AGENCY CONFLICT ASSESSMENT FRAMEWORK US GOVERNMENT	
The ICAF is the United States Government's inter-agency tool for conflict analysis. Its uses an approach that seeks to better evaluate the risks for armed conflict and the peace and security goals that are most important in a given country context. It also allows for an assessment of how existing development programmes interact with these factors, how the programmes may (inadvertently) be doing harm, and where and how development and humanitarian assistance can most effectively support local efforts to manage conflict and to build peace. The ICAF is aimed at identifying key drivers of conflict and mitigating factors. This analytical tool was designed to enable a team comprised of a variety of U.S. Government agency representatives to assess conflict situations systematically and collaboratively, and to prepare for inter-agency planning for conflict prevention, mitigation, and stabilisation. The assessment has been applied in more than 55 countries to date.	The ICAF is a well-developed analytical tool for conflict analysis and, although it was originally developed for assessing U.S. Government engagements in developing countries, it has more recently also been applied in the context of multi-partner/multi-agency assessments. The CDA can draw particularly on the framework for identifying key drivers of conflict laid out in the ICAF. Primarily aimed at USAID's staff, and building on policy frameworks like Peace and Security Through Development Cooperation (Sida, 2005), this manual nonetheless provides a clear guide for undertaking and applying the basic tenants of conflict analysis. The CDA is based on similar fundamental elements of conflict analysis, but the CDA provides indepth guidance on analysis application so as to ensure conflict-sensitivity in the UN's interventions.

[27] According to the World Bank, "[r]e-engaging states are those that had disengaged from the Bank for an extended period, but are now making commitments to reform and are undertaking debt clearance. Post-conflict states are those that have had: a severe, long-lasting conflict disrupt their borrowing and aid; a short, intensive conflict that has disrupted IDA involvement; or a new state emerging from a violent break-up of a former sovereign entity".

PURPOSE

SIMILARITIES/DIFFERENCES WITH CDA

MANUAL FOR CONFLICT ANALYSIS SIDA

Sida's approach to conflict analysis covers the following three elements:

- Analysis of structural causes, actors and conflict dynamics;
- Scenario analysis; and,
- Strategies and options for taking interventions at the operational level forward.

It is intended to guide Sida's development cooperation, to ensure that interventions are conflict-sensitive and 'Do No Harm'. Through following the three basic elements of a conflict analysis the manual also applies this approach to the sector level and the project level.

Sida's manual is a useful framework for applying conflict analysis, principally aimed at Sida staff and national partners. Like the CDA, Sida's framework looks at structural causes, stakeholders and dynamics, as well as scenario-planning. Its chapters on applying conflict analysis to the sector and project level are useful to look at in conjunction with the CDAs focus on applying conflict analysis to programming. However, the CDA provides more information on preparing for an assessment and takes into account the value of the process as much as the application of the analysis. The CDA also presents options for applying analysis to the political level and in order to ensure UN coherence and positioning on conflict.

NETHERLANDS MFA/CLINGENDAEL INSTITUTE'S STABILITY ASSESSMENT FRAMEWORK: DESIGNING INTEGRATED RESPONSES FOR SECURITY, GOVERNANCE AND DEVELOPMENT

Clingendeal's Stability Assessment Framework applies an integrated approach that includes governance, security and socio-economic development. This tool helps intervening organizations design integrated policies and coordinated responses. It helps: tackle a strategic deficit in policy interventions; build in-house capacities for analysis, awareness and response; and, as a process management tool, and it helps mainstream stability promotion into the organization's policy planning cycle. It is primarily a process management tool.

The value-added of this assessment framework is that it includes the elemental analysis of time which enables participants to reflect how the conflict has evolved, thereby avoiding a static 'snapshot' of a situation.

GLOSSARY

ANDALANA

Andalana (or CDA Andalana) is an online brief information blog (BiB) tool available to UN COs that facilitates regular gathering and sharing of information in areas relevant to the monitoring and updating of the CDA.

BRIEF INFORMATION BLOG

The Brief information Blog (BiB) system follows the logic of micro-blogging i.e. a concise reporting medium in the form of blogging. A micro-blog differs from a traditional blog in that its content is typically smaller in both actual and aggregate file size. Micro-blogs allow for brief exchanges of pertinent information by multiple users, such as images, videos and brief sentences.

CONFLICT DRIVERS

Dynamic processes that contribute to the ignition or exacerbation of destructive conflict, particularly violent conflict. Conflict drivers emerge when structural and/or proximate factors of conflict affect stakeholders, triggering some form of response, usually either manifested by violence or contributing to the emergence of destructive processes and even violent conflict. Frequently, conflict drivers comprise more than one structural and/or proximate factor, and involve various stakeholders, given the complex nature of conflicts and the associated under-currents.

CONFLICT DYNAMICS ANALYSIS

Conflict dynamics provide insights into how situation, factor and stakeholder analyses affect and interact with each other, providing a multi-dimensional understanding of dominant processes within the conflict or context.

CONFLICT RESOLUTION

Conflict resolution refers to processes and methods designed to help parties – whether at a community, national, regional or global level - to reach an agreement on a set of issues deemed to be at the root of a conflict. It normally refers to a mixture of negotiation, mediation, diplomacy and peacebuilding activities.

CONFLICT-SENSITIVITY

Conflict-sensitivity refers to the ability of an organization to understand the context in which it is operating and the interactions between its interventions and the context; it then requires an ability to act upon the understanding of these interactions to avoid negative impacts. A conflict-sensitive lens allows a programme to continue its intervention, confident that it is not having adverse effects on the context; furthermore, using a conflict-sensitive lens leads to be better development results and increased effectiveness.

CONFLICT TRANSFORMATION

A 'transformative' approach to conflict is deemed to be a deeper, more comprehensive approach than 'conflict resolution', which seeks to change deeply embedded dynamics and relationships from destructive to constructive dynamics. It takes a holistic, long-term horizon, and works are multiple levels to help change perceptions and improve communications, both horizontally and vertically across stakeholders within a given society.

CROWD SOURCING

Crowd sourcing involves the use of new technologies and social media for gathering and sharing real-time information generated voluntarily and sometimes anonymously. Along with other Information and Communication Technologies (ICTs), crowd sourcing can potentially play a catalytic role in advancing human development by improving access to information and service delivery, enabling broader participation and facilitating response.

DO NO HARM

Any intervention in a conflict situation has the potential to raise or lower tensions depending on perceived benefits for one group over another. Understanding potential interactions between the results of the conflict analysis and programming decisions will help predict the impacts of programming. The 'Do No Harm' approach seeks to minimise harmful impacts of engaging in conflict prone areas by having a clearer understanding of the relationship between intervention, outcome, and side effects.

EARLY-WARNING

Early-warning describes a mechanism or process that gives advance notice of a change in dynamics or events which, in the context of conflict-affected and fragile states, may lead to a worsening of conflict dynamics or an escalation of violence.

ENTRY-POINT

An entry-point is a perceived opening in a conflict-affected or fragile context that may allow for access to stakeholders, a deeper understanding of the conflict or the beginning of a programme. Entry-points therefore describe a means to enter the new context in a way that may promote change.

FACTOR ASSESSMENT

Factor assessment identifies deeply-rooted issues that underlie the dynamics of conflict and peace as well as latent conflict or manifestations of conflict in the form of root causes, proximate causes, and triggers.

FOCUS GROUP

Focus groups are small or large meetings to look closely at a particular topic. They allow for interaction and discussion amongst stakeholders, often resulting in a deeper understanding, even where there is disagreement among participants. It is an approach that requires skilled, impartial facilitation.

FRAGILITY

The qualification given to a state defined by the OECD as "one which has weak capacity to carry out basic governance functions and lacks the ability to develop mutually constructive relations with society."[28]

[28] "A fragile region or state has weak capacity to carry out basic governance functions, and lacks the ability to develop mutually constructive relations with society. Fragile states are also more vulnerable to internal or external shocks such as economic crises or natural disasters. More resilient states exhibit the capacity and legitimacy of governing a population and its territory. They can manage and adapt to changing social needs and expectations, shifts in elite and other political agreements, and growing institutional complexity. Fragility and resilience should be seen as shifting points along a spectrum" (OECD, 2012a).

GENDER-BASED VIOLENCE (GBV)

GBV is defined as physical, sexual, and physiological violence against both men and women that occurs in both the public and private spheres. In conflict situations, GBV is committed against civilians and soldiers. It is not an accidental side effect of war, but a crime against the individual and an act of aggression against an entire community or nation.

GENDER-SENSITIVITY

Gender-sensitive conflict analysis informs the identification of response priorities, the delivery of responses to girls and women, boys and men and, assists with targeting the specific needs of individuals or groups within affected communities.

INTEGRATED MISSION PLANNING

To effectively meet the challenges of post-conflict situations, an Integrated UN presence requires: a shared understanding amongst all UN actors of the context in which both the Mission (Special Political Mission or Peacekeeping Mission) and the UNCT operate on the one hand; and, a common vision of the peace consolidation priorities which the Organization - as a whole - can contribute to, in that particular context, on the other. Integrated Mission Planning therefore allows UN entities to come together to analyse and plan a coherent strategy.

INTERMEDIATE FACTORS

Intermediate/proximate factors are visible, recent manifestations of the conflict that exacerbate emerging or persistent violence over the medium- to long-term.

MICRO-BLOGGING

Micro-blogs allow for brief online exchanges of pertinent information by multiple Internet users, such as images, videos and brief sentences. In the context of the CDA, micro-blogging may be used to facilitate updating an analysis around a set of key conflict factors or thematic issues, such as political, economic, social, cultural and environmental issues.

MONITORING AND EVALUATION

Monitoring and evaluation (M&E) enables you to measure the impact of your programme, and to make adjustments to it as and where needed. In addition, M&E helps explain the rationale for interventions and to plan for subsequent intervention.

PEACEBUILDING

Peacebuilding refers to measures designed specifically to consolidate constructive relations and strengthen institutions to handle conflict peacefully while creating and supporting the necessary conditions for sustainable peace. Peacebuilding programmes work actively to reduce the drivers of violent conflict and contribute to broad, societal-level peace. Peacebuilding programmes require a conflict-sensitive lens.

PEACE ENGINES

Elements that exist within a society mitigating the emergence and proliferation of violent conflict and strengthening foundations for peace - drawing upon the innate resilience of a society – can be described as peace engines. Peace engines operate at different levels – state, regional and local – and can take many different forms – both formal and informal - such as institutions, groups, individuals, specific processes, or even specific places, symbols or social constructions.

RESILIENCE

Building resilience is a transformative process of strengthening the capacity of men, women, communities, institutions, and countries to anticipate, prevent, recover from, and transform in the aftermath of shocks, stresses, change and conflict. Building resilience resonates with the sustainable human development paradigm that argues for enlarging people's choices and enhancing their capability and freedoms.

RIGHTS-BASED APPROACH

A rights-based approach (sometime referred to as the human rights-based approach – HRBA) analyses and addresses the inequalities, discriminatory practices and unbalanced power relations that are often central to development.

ROOT FACTORS

Root/structural factors are the long-term factors underlying violent conflict and normally constitute a mixture of long-standing, deep-rooted grievances. A root factor is the major cause or may form part of the major cause of the identified conflict symptoms.

SCENARIO-BUILDING

Scenario-building helps identify possible conflict trends in order to better anticipate possible conflict developments or trajectories over time to inform responses. Based on the conflict dynamics, anticipating the behaviour of the agents/stakeholders and the response of institutions to the conflict can inform a prediction of how those factors might evolve and change over a defined period of time.

SITUATION ANALYSIS

Your entry-point to understanding the conflict, a situation analysis seeks to produce an introductory 'snapshot' of the current and emerging context in various thematic focus areas.

STAKEHOLDER ANALYSIS

Stakeholder analysis seeks to identify and analyse the key actors that influence or are influenced by the conflict, and how they interrelate and reinforce opportunities for peace or instigate conflict.

THE NEW DEAL

Members of the International Dialogue on Peacebuilding and Statebuilding, comprising the g7+ group of 19 fragile and conflict-affected countries, development partners, and international organizations believe that a new development architecture – tailored to the needs of fragile contexts - is necessary to build peaceful states and societies. This new approach is presented in the New Deal for Engagement in

Fragile States (the 'New Deal'). The 'New Deal', which builds on the vision and principles articulated from the Millennium Declaration to the Monrovia Roadmap, proposes key peacebuilding and statebuilding goals, focuses on new ways of engaging, and identifies commitments to build mutual trust and achieve better results in fragile states. The New Deal identifies five peacebuilding and statebuilding goals intended to accelerate the transition from fragility.

THEORY OF CHANGE

A theory of change – understood in development parlance as the intervention, organizational or programme 'logic' – describes the links between context, the intervention inputs, the implementation strategy, and the intended outputs and outcomes.

TRIANGULATION

The aim of triangulation is to verify each piece of information with at least two corroborative or complementary sources to ensure that data 'matches up' and clarifies differing perspectives.

TRIGGERS

Triggers are short-term, often sudden or unforeseen events that provoke a large-scale response from the population, and may trigger a violent manifestation, provoke the outbreak of conflict or escalate conflict. Triggers can either be a dramatic worsening of a pre-existing situation, or an event that expresses a broader dissatisfaction with the status quo, thereby sparking a much broader response than could have been anticipated.

VALIDATION

Validation is the method through which you acquire feedback for your findings obtained through primary and secondary research, before embarking on any further analysis.

UNITED NATIONS
DEVELOPMENT GROUP