PEACE and CONFLICT IMPACT ASSESSMENT (PCIA) HANDBOOK

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This Handbook works best when it is printed double-sided.

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The good practice in this Handbook has benefited from contributions and earlier work of:

- Forum for Early Warning and Early Response (FEWER)
- WANEP
- Saferworld
- Interpeace (Geneva)
- UNDESA
- Pearson Peacekeeping Centre
- Centre for Research & Development Somalia

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**Introduction**

It is broadly recognised that stability and peace are prerequisites for poverty alleviation and a successful development process – and that sustainable development, when successfully pursued, reinforces human security, stability, and peace. Years of investment in development projects have been destroyed because of violent conflict, and decades of development gains can be wiped out by one civil war. Many developing countries are fragile though they may not be experiencing violent conflict, and the engagement of outside actors, even in seemingly-unrelated sectors, is likely to have a significant impact on the way that a country’s political, social, and economic tensions evolve or are resolved.

The OECD Development Assistance Committee (DAC) has identified an irrefutable link between conflict, peace, and development, and their *Guidelines on Conflict, Peace, and Development*, issued in 1997, clearly placed peacebuilding and conflict prevention on the development agenda. Sustainable development cannot be achieved without being sensitive to the tensions that divide communities. The Task Force has now become the International Network on Conflict and Fragility (INCAF), and continues to advance the process of sharing knowledge and experience of ‘good policy’ for peacebuilding, that serves as a guide to those dealing with the complex issues of conflict management and response. The DAC Guidelines also advocate that efforts should be made to ‘mainstream’ conflict-sensitive skills throughout development programs, particularly in fragile states. The DAC also advocated that donors and other organisations engaged in development needed to create a new generation of conflict-sensitive staff. This Handbook is a response to that recommendation.

It is unlikely that the majority of development assistance programs will be converted to work directly on the root causes of conflict. It is important, however, to ensure that the engagement of outside actors is conflict-sensitive so that programs are consciously designed to work IN conflict and not AROUND it. DAC studies show that the influence of aid in fragile states can be significant – it can exacerbate community tensions and do harm if special care is not taken.

This Handbook is aimed at improving the understanding and skills for conflict-sensitive programming. It will assist in preparing participants to conduct Peace and Conflict Impact Assessments, as well as to identify and design conflict-sensitive options and programs. It is designed for those who wish to ensure that the impact of their engagement will, as a minimum ‘Do No Harm’, and as an optimum, have a positive effect on the conflict dynamics of the community in which the project is taking place.

The Handbook is intended for development practitioners, but also applies to non-development actors (i.e. diplomatic, political, security, trade, private sector, finance) to identify possible areas for action. It is ideally used in a workshop setting, but may also be used as a guide for a mission assessment, or working alone. The quality of the analysis depends very much on the individuals or groups that have been assembled, and the questions one asks. Analysis, which reflects the inputs and priorities of local actors, is the optimum approach.

**About the Peace and Conflict Impact Assessment Handbook**

Much has been written about conflict, peace and development, and it is relatively easy to find the latest thinking and theories on conflict and peace. Moving from theory to practice is a similar story. Organisations that implement peacebuilding projects in the field, or work in fragile states usually produce end-of-project reports with lessons learned. Some organisations review a large number of reports or do case studies and document good practice. Donors, international organisations and NGOs often produce ‘tool kits’ for practitioners on specific themes (i.e. gender, small arms, media, etc.). Each toolkit is valuable in its own right, but, given the complexity of working IN fragile states, it takes multiple toolkits, used in the right place at the right time, for sustainable peace to be achieved. This Handbook consolidates good practice for conflict-sensitive development from multiple sources.

Many member states on the DAC Task Force contributed to the collection of good practice for the first PCIA Handbook. In addition, NGOs and expert practitioners assisted in the design of the methodology. The work was initiated by WANEP (West Africa Peacebuilding Network), Sam Gbaydee Doe, and David Nyheim of the Forum for Early Warning-Early Response (FEWER). The Handbook was further developed by a working group consisting of Tracy Viennings (Saferworld), Isabel Huebner (WSP International – now InterPeace Geneva), Jabril Abdulle (Centre for Research and Dialogue – Somalia), Yvonne Shanahan, Irina Shmakova and Susan Brown (Pearson Peacekeeping Centre). Since the first edition, the Handbook has been used by peacebuilding practitioners in the field, and continues to be refined as a result of new lessons learned in the field.
How to Use This Handbook

The aim of this Handbook is to facilitate the design of conflict-sensitive approaches to fragile communities. Through an assessment of a community, and impact profiles, development practitioners will be able to make strategic choices and define entry points for engagement which are sensitive to the rich tapestry or relationships and undercurrents which exist in every community.

The Handbook is divided into 3 Parts. Each step has within it an identified objective, definitions of terms used in the tables, questions to stimulate discussion, and an accompanying table. Together, these steps help complete the Peace and Conflict Impact Assessment Framework. Working with the principle of “the right tool for the right job”, supplementary tools are mentioned within each section that can be used to conduct the analysis.

Part 1 consists of the Profile Tools to help users understand the underlying currents and the community context in which they work (Tables 2-5 Conflict, Peace, Stakeholder Analysis, Responsibilities and Underlying Causes).

Tools to assist in the Profile Assessment include:

- European Commission. Checklist for Root Causes of Conflict
- Netherlands Institute of International Relations ‘Clingendael’. Monitoring the Rule of Law: Consolidated Framework
- Stiftung Wissenschaft und Politik. EU Conflict Prevention Network. Conflict Impact Assessment Tool
- UK Department for International Development (DFID). Conducting Conflict Assessment: Guidance Notes
- UNDP. Conflict Related Development Analysis
- World Bank. Conflict Analysis Framework (Part 2)

Part 2 consists of the Impact Tools that allow for the assessment of the possible impacts of projects. This process helps users consider the issues that may lead to unintended negative impacts on the peace and conflict dynamics of the community, and identify unforeseen opportunities (Tables 6-8 Political, Economic, Social, and Cultural, and Security Assessments)

Tools to assist in the Impact Assessment include:

- Anderson, Mary. Reflecting on the Practice of Outside Assistance: Can We Know What Good We Do?
- Bush, Ken. IDRC. A Measure of Peace: Peace and Conflict Impact Assessment (PCIA) of Development Projects in Conflict Zones
- Bush, Ken. Hands-On PCIA
- CARE USA, Benefits-Harms Handbook
- Peacebuilding Centre. Peace and Conflict Impact Assessment (PCIA) Handbook

Part 3 provides Decision Tools to consolidate the unintended impacts of a project, and to identify how the project can address the harm or pursue a new opportunity to benefit the peace (Table 9). Depending on the findings of the Impact Assessment, solutions may be found in a multitude of documented good practice and operational tools (i.e. business, children, education, gender, governance, measuring results, media, natural resources, security sector, truth and reconciliation, etc.) The tools mentioned above, plus a variety of other tools may be found in the Compendium of Operational Tools on the Peacebuilding Centre web site to identify strategies and options for action to redesign a conflict-sensitive project. Supplementary resources to assist in using the PCIA Handbook may be found at The Peacebuilding Centre at http://peacebuildingcentre.com
NOTE

In some circumstances, particularly when dealing directly with the affected, local communities, the Profile questions raise sensitive issues, and participants may be reluctant to express their concerns. Good judgement needs to be used to determine if the question should be raised publicly or not. Building rapport in the group or finding neutral spaces for dialogue and consensus building is a key aspect of moving discussions forward. Protecting this space from the agendas of outside actors is critical (War Torn Societies Project [WSP] now InterPeace Geneva). Sometimes it is better to start with less threatening issues and build group confidence over time.

For external actors looking at the impact of their work, one would not expect local communities to “fill in the boxes.” Rather, one might engage in a dialogue with local partners and explore areas of concern, guided by the lines of enquiry in this Handbook. Experience in the field has shown that a workshop with members of the community prior to doing a more detailed impact assessment in the wider community is useful. The information gathered could be assembled later in a report for the use of colleagues. Ideally, project selection should be based on the priorities of local communities and not those of well-meaning outside actors. Local consultation on impacts should ideally take place during the project identification and planning stage, but may also be used as a ‘post project’ evaluation exercise.

Example #1 from the field – When conducting investigations in an African village, a member of the assessment team entered a local shop to buy a soft drink. A casual chat about the heat and the high cost of the drink lead to an off-the-cuff comment by the shop keeper about how many ‘check-points’ and bribes he had to pay as his truck drove from the main city to his village, thus accounting for the price of the drink. He identified a variety of local militia as well as uniformed military personnel at the roadblocks. If the team member had entered the shop with a clipboard and a checklist, it is unlikely that this information would have been forthcoming. An important piece of information about the breakdown in the rule of law, extortion, and bribery would have been missed in the security assessment of the Community Profile.

Example #2 from the field – During discussions about a rural electrification project in South Asia, a project officer was pleasantly surprised about the significant number of women who were working as meter readers in the project area. When asked about this, the Director said that “At first it was coincidental that we had female employees reading meters, but after a while it was apparent that women managed to count more kilowatts than the men did, so now it is on purpose that we hire women.” The same observation was made about the number of women working in the accounting office, and the response to the question was the same except that they had found that women had a better record at collecting outstanding bills from delinquent clients. These casual statements come about in the course of more informal dialogue, and anyone doing a Community Profile needs to listen carefully for such statements that open windows into the values and ethics of a community, as these will shine a light on potential unintended impacts of a project.
**Peace and Conflict Impact Summary**

**Objective**
To assemble the key peace and conflict impact components into an executive summary.

**Rationale**
The Peace and Conflict Impact Assessment Summary is based on the analysis of the Community, the Project, and options for action in the Decision Tool. It brings forward significant issues that have been identified in the assessment, and is a distillation of a more voluminous analysis. Table 1 should be completed as the last step.

- There may be many unintended negative impacts on the conflict and peace dynamics of a fragile community, even from a well-intentioned project.

- It is often not possible to address all the issues in a project; therefore, choices must be made. The completion of the Summary Table 1 allows for setting priorities on the peace and conflict impacts that need the most attention.

- If project planners do not ask the impact questions, they will not find the right answers. In that sense, PCIA is like a gender or environmental impact assessment in that it may be used to assess impact before, during or after project implementation.

- Doing a PCIA during project planning will help avoid negative impacts on community and peace dynamics. Conducting a PCIA during project implementation will allow corrective measures to be taken, and doing an assessment after project completion will contribute to the evaluation of the project.

- **Impact Issue** – From your previous analysis, select 2 or 3 key peace and conflict impact issues per sectoral lens that need attention. These could include a negative impact to avoid, or a positive impact opportunity that needs to be protected.

- **Rationale** - explain your reasons why this issue is important to address and the effect it has on peace and conflict dynamics in the community.

- **Recommendations for Action** – What strategies do you suggest to avoid the negative impact or enhance the positive impact on the conflict/peace dynamics? Start each recommendation with a verb.

- **Lead Actors** - Who, or what institution is capable of, or responsible for, addressing this situation? Consider both internal and external actors.

- **The Context** - Before doing a peace and conflict impact assessment, one must understand the community in which the project will take place, and some essential features of the project. It is understood, that assessing the context of underlying dynamics in the community is a prerequisite for determining the impact of projects (i.e. water, agriculture). Worksheets have been provided for this purpose.

- **Community Overview Worksheet** - The preliminary information one needs to know about the context in which the project takes place includes the natural and human resources available in the community, as well as the general governance and authority structures. (See worksheet)

- **Project Outline Worksheet** – Essential information one needs to know about the project includes its location, how the project was selected, the level of community involvement in project selection and planning, the contracting process, and the performance of contractors. (See worksheet)

**Process**

Table 1 (Summary) represents the executive summary of the findings that are derived from detailed analysis of the other Tables. It should be completed last. First complete the community assessment - Tables 2 (Conflict), 3 (Peace), 4 (Stakeholders) and Table 5 (Responsibilities and Underlying Causes). Then perform the Political, Economic/Social, and Security impact assessment of the project. Finally, using the previous analysis, complete Table 9 (Decisions) that assembles all the data and allows for brainstorming on options for action. Bring forward 2-3 key issues for each sector lens to Table 1.
<table>
<thead>
<tr>
<th>Left to Right</th>
<th>Impact Issue</th>
<th>Rationale/Reasoning</th>
<th>Recommendations for Action</th>
<th>Lead Actors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>Name 2 or 3 key negative/positive impacts here. From your analysis, what are the problems or opportunities that most require attention?</td>
<td>What are the actions, or failures of action, attitudes or structures that led to, or contribute to, this concern?</td>
<td>How can the project address the harm or take a new opportunity to benefit people? This could include mitigating negative impacts, or supporting positive impacts. Start each recommendation with a verb.</td>
<td>Who, or what institution is capable of, or responsible for, addressing this situation?</td>
</tr>
<tr>
<td>Economic</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Social</td>
<td></td>
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<tr>
<td>Security</td>
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<tr>
<td>Regional/international</td>
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Part 1 Community Profile
Part 2 Impact Assessments
Part 3 Decision Tools
**Part 1: Community Profile**

**Objective** - To stimulate discussion amongst those planning to engage with fragile communities in order to develop an understanding of their various conflict & peace components and undercurrents.

**Rationale** - Profile Tools can be used at any time before a project commences or when it is operational. They aim to strengthen the understanding of the context in which the project takes place and in which participants work. The Profile Tools use Political, Economic, Social/Cultural, Security, and Regional/ International lenses.

In order to analyse a community profile, three areas need to be tackled: (a) what are the issues (indicators) that underpin and drive community tensions? (b) What are the factors (indicators) that put a brake on rising tensions and serve as the basis for peace? (c) Who are the main stakeholders involved in the community?

- Conflict indicators can be identified at various levels (manifestations, proximate and root causes of conflict).
- Similarly, peace indicators can be identified at various levels (ongoing peace efforts, structures and processes in place, and peacebuilding gaps).
- Stakeholder dynamics can be understood by reviewing actions, positions / interests, and strengths/weaknesses.

**Assumptions** -

**Political Lens** - Development has traditionally considered itself politically agnostic and has avoided political partisanship; however, extensive studies, including those of the OECD/DAC Task Force on Conflict, Peace and Development indicate that all aid, at all times, has a political impact, whether intended or not. As a result, development actors are moving to more deliberate consideration of political impacts in order to assess all the relevant issues that may affect the success of the project. The Political Profile should consider the political and social groups in the community, political power and discrimination, and political rights and freedoms.

**Economic, Social and Cultural Lens** – Economic and social development are traditional comfort zones for development projects and recently have become more holistic in their approaches. Rather than focusing on one sector, relationships and synergies amongst these sectors are recognised. Even with new approaches, however, there are unintended impacts across sectors to consider. External actors need to be prepared to look at impacts that are outside the intended scope of the project. A profile in this lens considers economic assets and deficits in the community, social attitudes, cultural practices, and coping mechanisms.

**Security Lens** – The security situation in a community can hinder the success of new initiatives if they are not understood. Conversely, the introduction of new resources into communities that are resource-hungry can cause tensions if not handled carefully. Consideration of security issues can help external actors think about whether their interventions will strengthen or weaken the security of individuals or groups in the community. A profile in this lens should consider inter-community conflict, conflict between groups in the community, and the ability of the community to resolve conflicts.

**Responsibilities and Underlying Causes** – Once a profile of the community has been conducted, it is possible to reassemble the information to identify the key issues that need to be considered, analyse the actions, attitudes and structures that support the concern, and identify who or what group is responsible for addressing the situation.
## COMMUNITY OVERVIEW

### Worksheet

#### GEOGRAPHY

<table>
<thead>
<tr>
<th>Location:</th>
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<tbody>
<tr>
<td>Area</td>
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<tr>
<td>Climate:</td>
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<tr>
<td>Terrain:</td>
<td></td>
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<tr>
<td>Natural resources:</td>
<td></td>
</tr>
<tr>
<td>Land use/water use:</td>
<td>Arable land: % Permanent Crops: % Other:</td>
</tr>
<tr>
<td>Environment issues:</td>
<td>i.e. Deforestation; overgrazing; soil erosion; poaching and habitat destruction threatens wildlife populations; water pollution; inadequate potable water</td>
</tr>
</tbody>
</table>

#### POPULATION

<table>
<thead>
<tr>
<th>Population:</th>
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<tbody>
<tr>
<td>Age structure:</td>
<td>0-14 years: % male: female:</td>
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<tr>
<td></td>
<td>15-64 years: % male: female:</td>
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<tr>
<td></td>
<td>65 years and over: % male: female:</td>
</tr>
<tr>
<td>Ethnic groups:</td>
<td>%</td>
</tr>
<tr>
<td>Religions:</td>
<td>%; Traditional %; Other %</td>
</tr>
<tr>
<td>Languages:</td>
<td></td>
</tr>
<tr>
<td>Literacy:</td>
<td>Definition: age 15 and over can read and write</td>
</tr>
<tr>
<td></td>
<td>Total population: % Male: % Female: %</td>
</tr>
</tbody>
</table>

#### GOVERNMENT

<table>
<thead>
<tr>
<th>Region name:</th>
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<tbody>
<tr>
<td>Capital:</td>
<td></td>
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<tr>
<td>Legal system:</td>
<td></td>
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<tr>
<td>Political parties and leaders:</td>
<td></td>
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<tr>
<td>Local Governance Structure:</td>
<td>Court (judges, traditional dispute resolution systems)</td>
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<td></td>
<td>Local government authorities</td>
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<td></td>
<td>Local decision-making</td>
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<tr>
<td></td>
<td>Military, Police, security structures and processes</td>
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<tr>
<td>Other:</td>
<td>Type of labour</td>
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<td></td>
<td>Livelihoods</td>
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<td></td>
<td>Employment</td>
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<tr>
<td></td>
<td>Social services available (health, schools, electricity, water)</td>
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<tr>
<td>PROJECT OUTLINE Worksheet</td>
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<td>---------------------------</td>
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<tr>
<td>Project Name</td>
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<td></td>
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<tr>
<td>Start date</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Where is it located?</td>
<td></td>
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<tr>
<td>On whose land?</td>
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<tr>
<td>What is the project objective?</td>
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<td></td>
<td></td>
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<tr>
<td>Current status of the project</td>
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<tr>
<td>(planned, operational, completed)</td>
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<td></td>
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<td>Who initiated the project?</td>
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<tr>
<td>Contractor(s)</td>
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<tr>
<td>Contracting process</td>
<td></td>
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<tr>
<td>History of community reaction to the project</td>
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<td></td>
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<tr>
<td>Other projects in the community related to the current project</td>
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<tr>
<td>Local content/ ownership/ management and sustainability</td>
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<tr>
<td>What are the main resources/benefits generated by the project?</td>
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<td></td>
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<tr>
<td>Has the project generated any conflicts in the community?</td>
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</table>
Step 2: Conflict Profile

Objective
To understand the history of tensions in the community, their causes, and what fuels them; to identify the priority issues (root causes) of the tensions and identify the priorities for action. These are the issues that need to be contained.

Definitions

Manifestations: Easily identifiable occurrences (what you see) that indicate unrest in the society. Examples may be civil unrest, high unemployment, marginalisation of ethnic or religious groups, refugees and internally displaced persons fleeing, corruption, etc.

Proximate Causes: Factors that accentuate and make more severe the underlying causes of conflict. They can support or create the conditions for violent conflict, and are time-wise closer to the outbreak of armed violence. They may change over time. Examples may be poor personal security, availability of weapons, increase in the poverty level, shocks, etc.

Root Causes: Structural or underlying causes of conflict. They are necessary, but not sufficient, causes of violence, and are mostly static, changing slowly over time. Examples may be poor governance, absence of the rule of law, lack of respect for fundamental rights, ethnic diversity, colonial history, etc.

Conflict Synergies: There is no single cause of a conflict. Factors vary in importance and can reinforce each other. Conflict analysis must involve assessing the relative importance of various conflict factors and their interrelationship. The combined effect of conflict factors produces an effect that enhances or reinforces the effect of individual conflict factors.

Process
Left-to-Right logic applies to this Table. Identify a manifestation of tensions first, then burrow down through proximate and root causes. Repeat this process until sufficient information is available to get a broad overview of the context of tensions in the community. Identify synergies last, as reinforcing relationships become apparent.

Key Questions for Manifestations:
- What are the indicators of tension in the community?
- What are the stated reasons for the tensions or conflict?
- Are there tensions within the community or between communities?
- Are there indications of civil unrest, high unemployment, corruption?
- How do these tensions directly impact community members?
- Are there groups that face political, economic or social discrimination?
- Are people leaving their homes because of rising violence?
- Do the indicators selected reflect the concerns of various sectors of the population (women, elderly, poor, children, rich) and the vulnerable?

Key Questions for Proximate Causes:
- What are the factors that give rise to, or support the tensions?
- How have existing political processes and institutions fuelled tensions?
- What are the mechanisms that people use to voice their political views?
- How is competition for resources managed? What inequities exist?
- To what extent is identity manipulated for political or economic gain?
- What legal institutions, formal or informal, including dispute resolution mechanisms exist? Have they played a role in the tensions?
- Is the delivery of social services declining or improving?
- Are there systems that support the availability of small arms?

Key Questions for Root Causes:
- Legitimacy of the state
  - Does the community participate politically in fair elections?
  - What is the level of citizen representation or degree of decentralisation?
- Rule of Law
  - How strong is the judicial system?
  - Does the law protect people equally and fairly? Do they have rights to a fair trial that treats them as innocent until proven guilty?
  - Is there biased law application and enforcement?
  - Does civilian power control the military system?
- Respect for fundamental rights
  - Is there evidence of social exclusion or marginalisation of ethnic groups,
  - Are political, civil and religious rights respected?
- Active civil society and media
  - How free are people to express their political or ideological opinions or practice the religion of their choice?
  - How free are people to gather to share ideas or form groups?
  - Are effective dispute resolution mechanisms absent?
- Sound economic management
  - Are inequities related to particular identity groups?
  - Are there unique historical legacies, or issues surrounding the distribution of economic, social, or political resources?
<table>
<thead>
<tr>
<th>Left to Right</th>
<th>Manifestations</th>
<th>Proximate Causes</th>
<th>Root Causes</th>
<th>Conflict Synergies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>What are the easily identifiable occurrences (what you see) that indicate unrest in the community?</td>
<td>What are the factors that accentuate underlying causes of conflict? They can create the conditions for armed conflict</td>
<td>What are the structural or underlying causes of conflict?</td>
<td>What are the root causes of tension that combine to reinforce the effect of individual conflict factors? Paying attention to these synergies may identify key targets for containment. Make linkages across the sectoral lenses. Complete this column after all conflict factors have been plotted. Example (P-SEC) State illegitimacy leads to increased violence and breakdown in the rule of law</td>
</tr>
<tr>
<td></td>
<td>Example</td>
<td></td>
<td>Example</td>
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<tr>
<td></td>
<td>• Rising levels of violence in pre-election period and govt. repressions</td>
<td>• Lack of representative parliament</td>
<td>• Lack of legitimacy of State (non-inclusive governance)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Demonstrations &amp; civil unrest</td>
<td>• Civil society dissatisfaction with Government</td>
<td>• Absence of opportunities for peaceful reconciliation of group interests</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Economic</td>
<td>• Extreme poverty in certain identity groups</td>
<td>• Economic power vested in elite groups</td>
<td>• Imbalance in economic opportunities along group lines</td>
<td>(E-P) Lack of capacity and imbalance in economic opportunities leads to a fundamental division in social fabric and state illegitimacy</td>
</tr>
<tr>
<td></td>
<td>• High levels of unemployment, especially for youth</td>
<td>• Poor communities have no influence on economic policy</td>
<td>• Ineffective governance (imbalance in economic opportunities)</td>
<td></td>
</tr>
<tr>
<td>Social</td>
<td>• Communities divided along ethnic or language lines</td>
<td>• Colonial legacy of elitist structures and values</td>
<td>• Lack of respect for fundamental human rights</td>
<td>(Sec-E) Lack of security prohibits economic development and promotes poverty</td>
</tr>
<tr>
<td></td>
<td>• Open displays of ethnic nationalism</td>
<td>• Pervasive insecurity &amp; violation of group rights</td>
<td>• Lack of respect for fundamental human rights</td>
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<tr>
<td></td>
<td>• Etc.</td>
<td></td>
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</tr>
<tr>
<td>Security</td>
<td>• High levels of small arms</td>
<td>• Heightened sense of insecurity, biased justice system, and impunity for violators</td>
<td>• Break down in rule of law</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• High level of violent crime</td>
<td>• Organised crime holds extensive influence</td>
<td>• Ineffective governance (inability to provide security to citizens)</td>
<td></td>
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<tr>
<td></td>
<td>• Etc.</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Regional/ intern'l</td>
<td>• Significant levels of foreign investment are targets for vandalism</td>
<td>• Dissatisfaction with inequitable distribution of economic benefits</td>
<td>• Imbalance of economic opportunities (lack of corporate social responsibility)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Rebel incursions from neighbouring country</td>
<td>• Bordering countries are in conflict</td>
<td>• Ineffective governance (poor control of borders and security)</td>
<td></td>
</tr>
</tbody>
</table>
**Objective**

To understand what factors can contribute to a sustained peace, reduce the incidence of violence, or prevent the outbreak of violent conflict. These are the factors that need to be protected.

**Definitions**

*Ongoing Peace Efforts*: Easily identifiable manifestations or occurrences (what you see, the evidence) that indicate that non-violent solutions are being sought, i.e. groups advocating non-violence, media promoting tolerance, etc.

*Peace Structures and Processes in Place*: Structures or processes in place to deal with unrest or violence, and sustaining peace may include: traditional courts, inter-village meetings, a process where elders meet, etc. The mechanisms put in place specifically for dealing with the conflict may include truth commissions, tribunals, etc., or systemic supports that uphold peace or reduce the "conflict carrying capacity" of society such as the existence of rules governing relations between villages and groups, a culture of tolerance, etc.

*Peacebuilding Gaps*: Regional or international political, economic, social, and security initiatives requiring attention to sustain peace that are not currently being undertaken either from domestic or external actors. What or who could spoil the peace? What is missing in the peace effort?

*Peacebuilding Synergies*: There is no single precondition for sustainable peace. Factors vary in importance and can reinforce each other. Peace analysis must involve assessing the relative importance of the various peace efforts and opportunities and their interrelationships. The combined effect of a number of peace factors can produce an effect that enhances or reinforces the effect of individual peace factors. Paying attention to peace synergies will identify key targets for support in the pursuit of peace.

**Process**

Left-to-Right logic applies to this Table. First, identify a manifestation of peace, and then identify whether there are processes or structures in place to support sustainable peace, or if gaps exist. Repeat this process until sufficient information is available. Identify synergies last as the reinforcing relationships become apparent.

**Key questions for Ongoing Peace Efforts**

- Are there groups seeking non-violence or calling for meetings?
- What is the public media saying? Are there independent, private messaging sources?
- Are there groups calling for negotiations, including civil society?
- What is happening to women and what are they doing?

**Key questions for Structures and Processes in Place**

- Have parties agreed to demobilise their forces or turn in their arms?
- Is there demonstrated commitment on the part of the major conflicting parties to implement a settlement?
- What are the incentives and disincentives to pursue non-violence? Are central actors getting what they want? How much of a threat to peace are those actors who did not get what they wanted?
- What would placate these interests in the short and long term?
- What degree of consensus exists among political actors and stakeholders? What is the consensus based upon?
- Have trends emerged during the process of discussions or negotiations? Do these trends have any 'predictive' value?
- Are there processes that have been used which appear to have led to some problem resolution? Are these processes worth repeating?
- What are the forms of conflict resolution, and judicial enforcement relied upon by the community, both legal/judicial or traditional?
- Have you considered indicators at all levels (local, national, international)?
- Are there women’ processes or organisations that are peace promoting?

**Key Questions for Peacebuilding Gaps**

- Are there peace-promoting initiatives that need attention?
- Are there sufficient resources devoted to peace promotion (the positives), or is more energy devoted to the conflict (the negatives)?
- What or who can spoil the peace?
- A gap statement should start with a phrase like "lack of", "absence of", "weakness of", etc. It should not re-state the conflict factors.
- What is missing or weak in the peace effort?
<table>
<thead>
<tr>
<th>Left to Right</th>
<th>Ongoing Peace Efforts</th>
<th>Structures &amp; Processes in Place</th>
<th>Peacebuilding Gaps</th>
<th>Peacebuilding Synergies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>What are the identifiable manifestations (what you see) that indicate that non-violent solutions, or peace are being sought?</td>
<td>What are the structures or processes in place for dealing with community tensions or sustaining peace?</td>
<td>What initiatives require attention to sustain peace that are not currently being undertaken? What or who could spoil the peace?</td>
<td>What peace factors combine to reinforce other peace factors? Paying attention to peace synergies may identify key targets for support in the pursuit of peace</td>
</tr>
<tr>
<td></td>
<td>Example: Government measures to eliminate corruption including judicial reforms etc.</td>
<td>Example: Creation of the National Anti-Corruption Commission</td>
<td>Example: Weakness in transparency measures</td>
<td>Example: Increasing transparency in government promotes protection of human rights</td>
</tr>
<tr>
<td>Economic</td>
<td>Local and national anti-poverty groups are active in civil society; some are supported by NGOs etc.</td>
<td>Female-centered NGO Rural Women Development Council tackles poverty through micro-credit schemes</td>
<td>Lack of access to empowering technologies for those in rural areas; gender inequality is an obstacle to women in the fight against poverty</td>
<td>(E-S) Demand for infrastructure fosters growth in employment and encourages population to migrate back to rural areas and reduces poverty</td>
</tr>
<tr>
<td>Social</td>
<td>2007 Budget commitment to social programs: education, health, housing etc.</td>
<td>Growing GDP as a result of commodity exports; youth ICT training programs announced</td>
<td>Lack of pluralism, exclusion of poor; people have to pay bribes for school/health care</td>
<td>(P-S) Increasing government commitment to social service programming fosters social stability</td>
</tr>
<tr>
<td>Security</td>
<td>The basis exists for an independent judiciary etc.</td>
<td>Independent judiciary is constitutionally protected</td>
<td>Low salaries; high levels of corruption make judiciary vulnerable to highest bidder</td>
<td></td>
</tr>
<tr>
<td>Regional/International</td>
<td>Country is party to many international treaties on human rights, showing willingness to be monitored by external bodies etc.</td>
<td>Multi-donor commission on corruption; membership in international bodies; Ottawa landmine treaty</td>
<td>While vocal in support for international treaties, there is often lack of capacity and political will to implement;</td>
<td></td>
</tr>
</tbody>
</table>
**STEP 4: Stakeholder Profile**

**Objective**

To understand the potential and actual motivations of various stakeholders and the actions they may take to further their respective interests.

**Definitions**

*Stakeholders*: Primary, secondary, and external parties to the conflict. These actors represent the groups and/or individuals with a stake in maintaining the conflict and/or building peace.

*Actions*: Easily identifiable manifestations or occurrences (what you see) of activities undertaken by various stakeholders to promote peace or conflict.

*Positions and Interests*: “Positions” are the public face that a stakeholder presents to the outside world. It is often a positive, acceptable position that is intended to justify their actions. (e.g. to promote peace and security in the country). “Interests” refer to their hidden or real agendas - their vested interests in maintaining conflict or working for peace (e.g. to stay in power). There is not always a multi-layered set of issues. Some stakeholder positions and interests are the same – what they say they want is really what they want, and some stakeholders have legitimate needs or grievances against authorities. It is important to assess if there is a distinction between positions and interests as this will help to identify entry points for future engagement with the stakeholder in question.

*Stakeholder Synergies*: Actors can vary in importance and reinforce each other. Stakeholder analysis should assess the relative importance of the various actors and interrelationships. The combined effect of stakeholders can produce an effect that enhances, or reinforces, the effect of individual actors. Synergies can exist without being consciously pursued. Paying attention to synergies between the actors may identify key targets for support or preventive action.

**Process**

Left-right logic applies to this Table. First, identify a stakeholder, then plot their Actions, their Positions, Interests and Strengths and Weaknesses including synergies. Repeat this process until sufficient information is available. Put each stakeholder in a separate row.

**Key questions for Stakeholders**

- Name specific stakeholders (political, economic, social, security), and race, colour, tribe, caste, language, ethnic group, women, vulnerable
- Consider government, military, civil society leaders or groups.
- Identify actors who contribute to conflict tensions or peace capacities
- Are there stakeholders who have no voice or are difficult to hear?
- How do they define themselves? What are the core identity features?
- Who are the real leaders of these groups - politicians, soldiers, religious leaders, or intellectuals?
- Consider stakeholders at all levels (local, national, international)?
- What factions or reformist elements exist within identity groups? Are these groups homogeneous? Are there spoilers opposed to peace?

**Key questions for Actions**

- What actions are they taking which contribute to conflict or peace?
- How do the key actors mobilise (i.e. via political parties, armies)?
- Do they hold political power or are they subject to discrimination?

**Key questions for Positions and Interests**

- What public statements are made to justify their actions? (Position)
- What are the central interests or incentives of different actors? What do they really need and would probably settle for? (Interest)
- What visions of peace do the stakeholders have? What are the main elements of their peace agendas (land reform, national autonomy)?
- What are the principle alignments, and do they conform to major social cleavages?
- Did central actors get what they wanted? How much of a threat to peace are those actors who did not get what they wanted?

**Key questions for Strengths and Weaknesses**

- What capacities do the stakeholders have to support conflict or peace?
- Do they have power/influence or ability to communicate?
- Are they representative? Do they have legitimacy or moral authority?
- Do they have weapons, skills, money, large membership, etc.?
- What financial, human, and political resources are available to them?
- Do they have formal or informal allies or arrangements for support?
- Look for weaknesses in the above categories.
- What pressures are they subject to from followers, or opponents?
- Are there synergies amongst stakeholders (both positive and negative) whether intended or unintended?
<table>
<thead>
<tr>
<th>Political</th>
<th>Stakeholders</th>
<th>Actions</th>
<th>Positions/Interests</th>
<th>Strengths &amp; Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identify groups inside or outside the community who contribute to tensions or peace. Put each stakeholder in a separate row.</td>
<td>What are the easily identifiable manifestations (what you see) of activities by each stakeholder to promote peace or conflict?</td>
<td>What is the official position of the stakeholders – the public face they show about their motives? What are their vested interests and what do they really want?</td>
<td>Assess which groups have (or don’t have): significant numbers, support from their constituency, financial resources, etc. See above</td>
</tr>
<tr>
<td></td>
<td>Example:</td>
<td>Example:</td>
<td>Example:</td>
<td>Example:</td>
</tr>
<tr>
<td></td>
<td>• XYZ People’s Party</td>
<td>• Introduced Public Order Act</td>
<td>• Position: promote peace &amp; security, to appear governing for the people</td>
<td>• Strengths: military power, support of privileged elites, control natural resources to finance power, support from businesses to generate income</td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td>• Repress civil dissent</td>
<td>• Interest: to stay in power, to reduce international &amp; public pressure</td>
<td>• Weaknesses: growing dissatisfaction of populace, international pressure for reform</td>
</tr>
<tr>
<td>Economic</td>
<td>• ABC Trade Union</td>
<td>• Hold worker’s demonstrations</td>
<td>• Position: seek employment equity</td>
<td>• Strengths: moral authority, legitimacy, representative, int’l allies</td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td>• Organise labour strikes against racially-limited employment</td>
<td>• Interests: same</td>
<td>• Weaknesses: few financial resources, no military might</td>
</tr>
<tr>
<td>Social</td>
<td>• XYZ newspaper</td>
<td>• Prints a national newspaper favourable to govt.</td>
<td>• Position: to publish the news</td>
<td>• Strengths: financial resources, legal authority, freedom to operate</td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td>• to remain in favour and promote govt. agenda</td>
<td>• Interests: to remain in favour and promote govt. agenda</td>
<td>• Weaknesses: biased reporting, lack of legitimacy, no moral authority</td>
</tr>
<tr>
<td>Security</td>
<td>• ABC Dissident Faction</td>
<td>• Hold public demonstrations</td>
<td>• Position: to overthrow Government</td>
<td>• Strengths: access to weapons, financing, support of disenfranchised population, legitimacy in community, support of international HR orgs</td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td>• Promote civil unrest</td>
<td>• Interest: respect for human rights, freedom of association and right to practice religion</td>
<td>• Weaknesses: growing conflict-fatigue, no power to win militarily</td>
</tr>
<tr>
<td>Reg’l / Int’l</td>
<td>• XYZ Foreign multinational company</td>
<td>• Invest in major infrastructure for natural resource extraction</td>
<td>• Position: to operate a profitable business in collaboration with Govt.</td>
<td>• Strengths: financial resources, legal authority to operate, international allies</td>
</tr>
<tr>
<td></td>
<td>• Etc.</td>
<td></td>
<td>• Interest: to maintain profitability with minimal costs for social responsibility</td>
<td>• Weaknesses: lack of legitimacy amongst populace, infrastructure vulnerable to vandalism</td>
</tr>
</tbody>
</table>
**STEP 5: RESPONSIBILITIES AND UNDERLYING CAUSES**

**Objective**

To look holistically at the relationship between conflict, peace, and stakeholder dynamics, and the processes and structures that support them; to identify the focal points for future action.

After conducting the Community Profile, you will have an assortment of key conflict, peace and stakeholder factors plotted. Now is the time to reassemble the many pieces of the puzzle and seek the key relationships that will identify entry points for a response. Understanding these relationships will create a more holistic picture of the conflict-affected community.

Peacebuilding cannot be achieved by addressing only the “hardware”. In addition to looking at what various actors are doing to generate conflict or promote peace, and what institutions or processes support them, one must also look at the “software” of the problem - the “attitudes” that motivate them. Conflict-generating behaviour is motivated by beliefs and perceptions, so sustainable peace must be built in the hearts and minds of people. Response strategies that address only the behaviour and not attitudes will fail in the long term.

This step in the analysis provides an opportunity to attribute some of the attitudes and beliefs that drive or prop-up the conflict and peace dynamics in the community. The engagement of outside actors in fragile communities may have an impact of 1) behaviours, 2) institutions and structures as well as 3) attitudes. Response strategies can also be designed to address these three levels of impact.

**Definitions**

**Root Cause**: refers to the significant conflict root causes that were identified in the Profile Tools. The frequency a root cause has appeared, or the number of times it has synergy with another root cause determines its significance. It may also refer to the broad-reaching impact it has on multiple sectors of the community. (e.g. lack of legitimacy of the State, lack of respect for fundamental human rights). Plot the conflict factor first, and then plot any peace efforts (if any) that are related to that conflict factor in the column to the right. It is important to identify the problem to be contained.

**Peace Effort**: refers to the activities that are being undertaken to promote non-violence or reduce tensions. There may also be peace efforts that do not directly address a root cause, and they should also be plotted. It is important to identify these efforts in order to protect them later on.

**Attitudes**: refers to the beliefs and perceptions that motivate the conflict-generating or peace-promoting activities named above. What human rights concern do these behaviours or attitudes reveal?

**Supporting Structures and Processes**: refers to the systems or structures that support the behaviours or attitudes. What institutions or systems cause, reinforce, enable, or perpetuate these attitudes or behaviours? Knowing this will identify focal points for future engagement, or potential impact areas of the project.

**Stakeholder Responsibility**: refers to the organisation or group responsible for the conflict tensions or the peace effort, or the attitudes.

**Process**

Left-right logic applies to this Table. First, identify the important root causes of conflict. Next, plot peace efforts to address this tension (if any). Include any other peace effort being made even if it does not directly address a conflict root cause. Then plot the relevant, attitudes, structures that support the presence of this root cause, or peace effort. Continue this process until sufficient information is available to get a broad overview of the key relationships and how they are supported or “propped up”.

**Key questions for tying it together**

Have you looked at:
- The root causes of tension?
- The peace capacities?
- The Dividers and Connectors in the community?
- National as well as regional and international factors?
- The situation of those who have little power to voice their concerns?
- The way these issues affect women and men differently?
# TABLE 5
RESPONSIBILITIES & UNDERLYING CAUSES
(Adapted from CARE USA Benefits-Harms Handbook)

<table>
<thead>
<tr>
<th>Left to Right</th>
<th>Root Cause (from Conflict Analysis)</th>
<th>Peace Effort (from Peace Analysis)</th>
<th>Attitudes</th>
<th>Supporting Systems / Structures</th>
<th>Stakeholder Responsibility (from Stakeholder Analysis)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>Identify key root causes that appear most frequently in the conflict analysis, or that have strong synergies. (separate row for each issue)</td>
<td>Identify the peace effort, if any, that addresses any aspect of the root causes</td>
<td>Conflict - What attitudes support the root cause of conflict?</td>
<td>Conflict - What systems or structures support behaviours or attitudes for conflict tension</td>
<td>Who, or what institution is responsible for, or capable of, addressing this situation?</td>
</tr>
<tr>
<td>Example:</td>
<td>Lack of legitimacy of State Etc.</td>
<td>Existence of political opposition parties</td>
<td>Peace - What attitudes or beliefs support peace efforts?</td>
<td>Peace – What systems or structures support the peace effort?</td>
<td>Government ruling party Judiciary Security forces, police</td>
</tr>
<tr>
<td>Economic</td>
<td>Lack of capacity in economic management of the State Etc.</td>
<td>Anti-poverty groups active in civil society; some are supported by NGOs</td>
<td>Belief that ethnic loyalty deserves privileges</td>
<td>Government uses its power structures to protect its supporters</td>
<td>Government Ethnic leadership Economic managers Educational leaders Civil society organisations</td>
</tr>
<tr>
<td>Social</td>
<td>Lack of respect for fundamental human rights Etc.</td>
<td>Budget commitment to social programs: education, health, housing</td>
<td>Pride and privilege along identity lines</td>
<td>Govt. departments, laws, courts</td>
<td>Parliamentary leaders Justice Department Judges Civilian oversight bodies</td>
</tr>
<tr>
<td>Security</td>
<td>Break down in rule of law Etc.</td>
<td>The Constitutional basis exists for an independent judiciary</td>
<td>Attitudes of “winner take all” Distrust of other ethnicities Power is needed to protect self interests</td>
<td>Judicial processes Existing legislation Vast natural resources available to finance change</td>
<td>Courts Police force Judges Political leaders</td>
</tr>
<tr>
<td>Regional/International</td>
<td>Imbalance of economic opportunities (lack of corporate social responsibility) Etc.</td>
<td>Country is party to treaties on human rights, showing willingness to be monitored by external bodies</td>
<td>Traditional ideology of ‘chieflain/big man’ politics Sense of entitlement Desire to be respected by international partners</td>
<td>Multi-donor commission on corruption; membership in international bodies; Ottawa landmine treaty, Court system</td>
<td>XYZ tribal group Multinational corporations Department of Finance Justice Department</td>
</tr>
</tbody>
</table>
**PART 2: IMPACT ASSESSMENT**

**Objective**
To help users understand the overall impact of their projects and programs by considering the unintended negative impacts, and unforeseen positive opportunities.

Impact Tools are designed for brainstorming, but can also be used by individuals working alone. Looking through various lenses, consider the potential or actual impact of your intervention on people’s rights or lives, and identify “who will benefit?” and “who will not benefit?”

Impact tools can prepare you to capitalise on previously unforeseen opportunities as well as mitigate potential unintended impacts. Once a project is operational, they can also be used to evaluate the impact the project is having on the conflict and peace dynamics of the community. All impact questions should consider how they affect women differently.

**STEP 6: POLITICAL IMPACT**

New projects or initiatives in a community may have an impact on political power structures, political rights and processes, political identity and participation, and empowerment even though they may not have been designed to do that. This can have a disruptive impact on relations in the community, or between communities.

Although development workers have traditionally avoided political partisanship, experience from the field, and OECD/DAC studies have shown that all aid, at all times has a political impact, whether intended or unintended, on the dynamics within the communities in which the project works. Political impacts need to be considered more deliberately and be clearly recognised as an area for consideration.

**Process**
Select a conflict or peace factor from Table 5. Identify the question on this page (to the right) for the political impact that the project might have on community tensions. Insert the question in this Table and record the explanation of the impact in the appropriate row. Repeat this process until sufficient information is available. Identify key issues that received a ‘yes’ or ‘partly’ answer, and consider synergies and reinforcing relationships amongst the issues and actors.

**Key Questions**
Might the project affect or change, help or hinder:

**Political Power Structures**
- The status of the relationship between certain political groups or authority structures?
- Traditional authority structures?
- Formal or informal political structures and processes - either in the formal arena of institutionalized state politics, or in the informal arena of civil society?

**Political Processes**
- People’s identity, protection, freedom, or political participation?
- The status of the relationship between certain political groups or authority structures?
- Involvement in political or decision-making processes?
- Their ability to hold political or ideological opinions or beliefs, to speak freely, or practice the religion of their choice?
- Their ability to gather together, around issues, or participate in social or political institutions, organisations or associations?
- The levels of participation by women in political processes?
- Access to nationality, identity and recognition before the law?
- Access to a fair trial, innocence until proven guilty?
- Freedom of thought, conscience, religion, opinion, and expression?
- Access to assembly, association, and participation in power structures?
- Consolidation of constructive relationships between state and civil society?
- Transparency and accountability of public decision-making?
- The distribution of political resources between state and civil society?
- Inter-group tensions?

**Underlying Causes of Political Rights Denial**
- The strength or weakness of underlying attitudes or systems and structures?
- The root causes of conflict identified in the community profile?
<table>
<thead>
<tr>
<th>Possible Impact</th>
<th>No</th>
<th>Partly</th>
<th>Yes</th>
<th>Explanation/Reasoning</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. POLITICAL POWER STRUCTURES</td>
<td>Positive</td>
<td>Negative</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Might the project impact political structures…</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| • (i.e.) The status of the relationship between certain political groups or authority structures | x | | • Enhance the influence of wealthy landowners at the expense of traditional leaders  
• Directly lead to the emergence of youth militancy  
• Contribute to the corruption and weakening of traditional institutions |
| • Etc. | | | |
| II. POLITICAL PROCESSES | | | | |
| Might the project impact people’s identity or political participation… | | | | |
| • (i.e.) Transparency and accountability of public decision-making | x | | • Lead to falsification of facts, figures, and records  
• Lead to manipulation of leadership selection process  
• Lead to rumour mongering, riots |
| • Etc. | | | |
| III. UNDERLYING CAUSES OF POLITICAL RIGHTS DENIAL | | | | |
| Might the project impact the root causes of political rights violations… | | | | |
| • Lack of legitimacy of State (non-inclusive governance) | x | | • Increase frustration by not involving community in project decisions |
| • Imbalance of political opportunities along ethnic lines | x | | • Contribute to the development of micro-credit initiatives  
• Contribute to higher sense of marginalization |
**STEP 7: ECONOMIC, SOCIAL, CULTURAL IMPACT**

**Objective**

To help users understand the economic, social or cultural impact of their projects and programs by considering the unintended negative impacts, and unforeseen positive opportunities.

The introduction of new projects into a community may affect the economic assets or the vulnerability of individuals or groups in that community. An irrigation project, on the surface, may appear to be worthwhile, but if the economic benefits of that project flow to, or favour one group over another, it can create tensions.

An assessment of these impacts should include rights essential to livelihood security such as economic well-being, nutrition, food, water, health, education, the environment, shelter, and culture. Projects intended for one sector can have crossover impact on other aspects of the community that are unintended. Resource injections can affect economic markets and people’s livelihoods.

**Process**

Select a conflict or peace factor from Table 5. Identify the question on this page for the economic, social, cultural impact that the project might have on community tensions. Insert the question in this Table and record the explanation of the impact in the appropriate row. Repeat this process until sufficient information is available. Identify key issues that received a ‘yes’ or ‘partly’ answer, and consider synergies and reinforcing relationships amongst the issues and actors. **Consider how the issues impact women differently.**

**Key Questions**

Might the project affect or change, help or hinder:

**Economic Strengths and Weaknesses**

- The equitable sharing of project benefits?
- Economic infrastructure?
- Access to scarce natural resources?
- Economic independence?
- Employment or income generation?
- Relative economic status of identity groups?
- Healthy environment, health, or health care?
- Food & nutrition, education?
- Shelter or clean water?
- Reliance on an economy related to violence (e.g. small arms)?
- Capacities for individuals and communities to define problems, formulate solutions, or resolve problems?
- The status of indigenous or vulnerable groups?

**Social attitudes or coping mechanisms**

- People’s self-reliance, independence, confidence, or capacity?
- Shared values, cooperation or mutual respect and trust between groups?
- Particular attitudes?
- Inclusion of members from the various communities in decision-making. How can you find those who have no voice (women, elderly, children)?
- The ability of individuals & groups to work together for mutual benefit?
- Positive interaction between groups?
- Those promoting tolerance or inclusion
- Social services and health care

**Cultural**

- The attitudes, systems or structures that lead to, or encourage cultural rights violations
- Contact, confidence, common interests, or trust between communities?
- Building bridges between the different communities
- Constructive communications

**Root Causes of Economic, Social, Cultural Violations**

- Strengthen or weaken root causes in conflict profile?
- Strengthen or weaken underlying attitudes or behaviours?
- Strengthen or weaken underlying systems and structures of inequity?
- Strengthen or weaken the inclusion and participation of the citizens?
<table>
<thead>
<tr>
<th>Possible Impact</th>
<th>No</th>
<th>Partly</th>
<th>Yes</th>
<th>Explanation/Reasoning</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. IMPACT ON ECONOMIC CAPACITIES &amp; VULNERABILITIES</strong></td>
<td></td>
<td></td>
<td></td>
<td>Positive</td>
</tr>
<tr>
<td>Might the project impact …</td>
<td></td>
<td></td>
<td>(Complete the sentence above - start with a verb)</td>
<td>The project might…</td>
</tr>
<tr>
<td>• (i.e.) The equitable sharing of project benefits</td>
<td></td>
<td>x</td>
<td></td>
<td>• Expand income generation opportunities and increase the number of micro-entrepreneurs</td>
</tr>
<tr>
<td>• Etc.</td>
<td></td>
<td></td>
<td></td>
<td>• Contribute to increased tensions between families on issues of quota sharing</td>
</tr>
<tr>
<td><strong>II. IMPACT ON SOCIAL ATTITUDES, CULTURAL PRACTICES AND TRADITIONAL COPING MECHANISMS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Might the project impact group social attitudes or coping mechanisms unintentionally…</td>
<td></td>
<td></td>
<td></td>
<td>The project might…</td>
</tr>
<tr>
<td>• (i.e.) People’s self-reliance, independence, confidence, or capacity</td>
<td></td>
<td>x</td>
<td></td>
<td>• Expand opportunities for skills acquisitions especially for youth</td>
</tr>
<tr>
<td>• weaken shared values, cooperation or mutual respect and trust between groups</td>
<td></td>
<td>x</td>
<td></td>
<td>• Contribute to the formation of coalitions and associations</td>
</tr>
<tr>
<td>• Etc.</td>
<td></td>
<td></td>
<td></td>
<td>• Increase commercial sex activities in both communities</td>
</tr>
<tr>
<td>• Etc.</td>
<td></td>
<td></td>
<td></td>
<td>• increase power tussles between project managers and traditional institutions</td>
</tr>
<tr>
<td><strong>III. ROOT CAUSES OF ECONOMIC, SOCIAL OR CULTURAL VIOLATIONS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Might the project impact the root causes of economic, social or cultural violations…</td>
<td></td>
<td></td>
<td></td>
<td>The project might…</td>
</tr>
<tr>
<td>• Social cultural attitudes</td>
<td></td>
<td>x</td>
<td></td>
<td>• Lead to increased awareness and political participation across community groups</td>
</tr>
<tr>
<td>• Past inequitable sharing of economic benefits</td>
<td></td>
<td>x</td>
<td></td>
<td>• Contribute to growing corruption and disrespect for traditional institutions (e.g.: council of elders)</td>
</tr>
<tr>
<td>• Etc.</td>
<td></td>
<td></td>
<td></td>
<td>• Strengthen tendencies to promote individual over community interests</td>
</tr>
</tbody>
</table>
**STEP 8: SECURITY IMPACT**

**Objective**

To help users understand the impact of their projects and programs on the security of the community and its members by considering the unintended negative impacts, and unforeseen positive opportunities.

A review of the security impact of projects should include effect on tensions between and within communities, and the capacity for individuals or groups conflict resolution.

The introduction of new resources into a resource-hungry community can create additional tensions. In fragile communities, aid resources can alter security rights dramatically, and affect power structures and relationships. Communities often have their own internal balances, working relationships and hierarchies. The disproportionate flow of project benefits to one group may shift power balances and make some groups more vulnerable to others.

Sustainable development is not likely to be achieved unless we address the tensions that divide communities. Projects which make personal or group security more fragile are likely to fall short of their development goals while energy and attention are focused elsewhere.

**Process**

Select a conflict or peace factor from Table 5. Identify the question on this page for the security impact that the project might have on community tensions. Insert the question in this Table and record the explanation of the impact in the appropriate row. Repeat this process until sufficient information is available. Identify key issues that received a ‘yes’ or ‘partly’ answer, and consider synergies and reinforcing relationships amongst the issues and actors. **Consider how the issues impact women differently.**

**Key Questions**

Might the project affect or change, help or hinder:

**Conflict Between Communities**
- The tensions or the relationships between the community and those with whom there are tensions?
- The community’s vulnerability to violence from outside, or their capacity to commit violence against outsiders?

**Conflict Within the Community**
- The tensions or the relationships between groups in the community?
- The relationships between the community and those with whom there are disagreements?
- Making potential victims into a more or less attractive target?
- The empowerment of those who commit violence or victims to resist violence?
- Capacities to pursue non-violent options?

**Underlying Causes of Political Rights Denial**
- The strength or weakness of underlying attitudes?
- The strength or weakness of the systems or structures that cause breaches in security?
- The development or consolidation of equity and justice, or the means of providing basic needs?

**Conflict Resolution and Community-Based Protection of Security**
- The strength or weakness of local structures, and processes used to resolve conflict and protect rights?
- The individual or group sense of security (physical, food, violence)?
- Life, liberty, freedom from slavery & torture, displacement, sexual assault, arbitrary arrest and detention?
- The military/ paramilitary/criminal environment - directly or indirectly?
- Political, economic, physical, food, security?
- Environmental degradation, resource scarcity, political manipulation, disinformation, mobilisation and politicisation of identity, etc.?
### TABLE 8
SECURITY IMPACT TOOL
Adapted from CARE USA Benefits-Harms Handbook

<table>
<thead>
<tr>
<th>Possible Impact</th>
<th>No</th>
<th>Partly</th>
<th>Yes</th>
<th>Explanation/Reasoning</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. CONFLICT BETWEEN COMMUNITIES</strong></td>
<td></td>
<td></td>
<td></td>
<td>Positive</td>
</tr>
<tr>
<td>Might the project impact the potential for conflict between the community and others...</td>
<td></td>
<td></td>
<td></td>
<td>The project might...</td>
</tr>
<tr>
<td>· i.e. The community’s vulnerability to violence, or capacity to commit violence against outsiders</td>
<td>X</td>
<td></td>
<td>(Complete sentence above and start with a verb)</td>
<td>· Contribute to the emergence of community self-help security</td>
</tr>
<tr>
<td>· Etc.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **II. CONFLICT IN THE COMMUNITY** | | | | | |
| Might the project significantly change the potential for violence between people within the community... | | | | The project might... |
| · (i.e.) The tensions or the relationships between groups in the community | X | | | · Contribute to the establishment of land owners’ coalitions and other associations | · Contribute to the corruption of traditional institutions |
| · Etc. | | | | | |

| **III. UNDERLYING CAUSES OF SECURITY RIGHTS DENIAL** | | | | | |
| Might the project impact the underlying causes of insecurity in the community... | | | | The project might... |
| · (i.e.) The strength or weakness of the structures that cause breaches in security | X | | | · make more resources available angry militia groups |
| · (i.e.) Breakdown in the rule of law | X | | | · fail to address judicial corruption |

| **IV. CONFLICT RESOLUTION AND COMMUNITY-BASED PROTECTION OF SECURITY** | | | | | |
| Might the project impact local forms of conflict resolution or community-based protection... | | | | The project might... |
| · i.e. The local structures, and processes used to resolve conflict and protect rights | X | | | · displace elder’s circles which deal with inter-village disputes |
| · Etc. | | | | | |
Part 3: Decision

Step 9: Decision Tool

Objectives

To look holistically at the relationship between the profile of your community, and the impact your project or programme may have on that community. It is also an opportunity to review identified vulnerabilities and capacities in the community. The Decision Tool aims to help practitioners move from understanding to action. In this step, participants also look at key strategic issues in order to define possible response strategies.

This is the time to reduce or distil a possibly large volume of issues to a manageable number. This distillation process could reflect 1) the urgency of response needed, 2) the identification of priority, root causes of tensions which multiple ripple effects, or 3) a peace-promoting opportunity which is absent or weak.

There are often constraints or resistance to change - both internal and external, as well as supports. It is important to identify both the obstacles and opportunities in order to decide on an effective course of action.

Definitions

**Constraints** are attributes that make your decisions more difficult.

**Supports** are attributes that make the decision easier to implement.

Consider whether constraints or supports are internal (refers to attributes of your own organisation or project) or external (refers to those forces outside the organisation that might oppose or support a change).

Paying attention to these obstacle and opportunities may identify key targets for action and dialogue, or partners and allies.

Process

Identify the key impact issues identified in Tables 6-8. Identify many strategies for action to deal with these issues (10 words max). Strategies could include something to support, contain, prevent, or be a new initiative in the project. Continue plotting ideas until a broad range of possible responses have been identified. Do not allow your own capacity to respond bias your recommendations for action. If you are a hammer, do not look only for nails. Proposed action could include actors other than your own organisation. **Consider how the issues impact women differently and how your responses could reach women.**

Key questions

- In view of the full analysis, are your identified key issues complete?
- Have you heard the voices of all the stakeholders? Not everyone has the power to speak, but they need to be heard.
- Once the possible strategies for action have been identified, they need to be looked at in terms of:
  - Overall conflict-sensitive objectives
  - Coherence of the strategy

It is not possible for every actor to tackle every issue. Capacity and resources are usually limited. Choices need to be made. In order to make strategic choices, there is a need to assess the initiatives of other agencies and the capacity of one’s own agency in the different fields (governance, economics, socio-cultural and security). Key questions include:

- What other peace-promoting initiatives are being undertaken?
- What is my agency’s comparative advantage and capacity?

Specifically look at your capacity in various fields (political, economic, social, security) at all levels (local, regional and international). What can be mobilized to impact on the conflict-sensitivity of your project?

- Should you implement policies and practices for more-inclusive participation, or are such efforts adequately supported?
- What are the most critical activities that need to be undertaken?
- What initiatives need to be taken to enable other things to happen?
- What stakeholders need to be supported to move the agenda forward? What stakeholders need to be contained or included? Are women or vulnerable groups being included or heard?
- Do some actors, local or external, have a special capacity to respond?
- What is the rationale for the specific initiative being recommended?
- Which agency or group has the greatest capacity to respond?
- What mechanisms need to be put in place to promote collaboration or coordination amongst external actors such as donors?
- Concretely address an unintended harm, caused by the project or identify a new opportunity to benefit people.
<table>
<thead>
<tr>
<th>Left to Right</th>
<th>Issue</th>
<th>Options for Action</th>
<th>Supports</th>
<th>Constraints</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political</td>
<td>Name key unintended impacts here. From your analysis, what are the problems or opportunities that most require attention?</td>
<td>How can the project address the harm or take a new opportunity to benefit people? Start every strategy with a verb.</td>
<td>Who will support (internal or external) your proposed options for action? Include strategies to keep supporters on board</td>
<td>Who are the obstacles to your proposed options for action? Be sure to include strategies to overcome these obstacles.</td>
</tr>
</tbody>
</table>
|             | • Youth militancy and disrespect for traditional authority          | • include traditional leaders in project management  
• Offer training for youth including non-violence training and leadership skills  
• invite Project Mgr to provide briefings to elders’ council | • Traditional leaders  
• Youth groups  
• Moderates from other ethnic community | • Perceived distrust among all parties  
• Project Manager’s limited role in political processes of communities |
|             | • Etc.                                                               |                                                                                                        |                                                                                               |                                                                                                                                               |
| Economic     | • Anger due to limited opportunities for economic employment         | • Support cooperatives and micro-credit schemes  
• Ensure local job creation is reserved for local community  
• Set up local project management committee & transparent accounting | • Youth groups  
• Civil society in general  
• Traditional leaders | • Project manager who may not find this part of their project  
• Project managers who consider this an additional burden |
|             | • Increased power tussles between project managers and traditional institutions over project benefits |                                                                                                        |                                                                                               |                                                                                                                                               |
| Social       | • Reduced self-reliance and creation of culture of dependence in the youth | • Strengthen the scholarship program for tertiary education  
• Support civic education, peace and non-violence in schools | • Unemployed youth  
• Educators  
• NGOs with interests and skills in peace education in the region | • Local government which will have to find the money |
|             | • Etc.                                                               |                                                                                                        |                                                                                               |                                                                                                                                               |
| Security     | • The project creates tensions which leads to arms proliferation in the community | • Support a ‘guns for development’ program & public awareness campaign  
• Strengthen judicial processes to address impunity issues  
• Improve sharing of economic benefits of project | • Unemployed youth  
• Village leaders  
• Civil society in general | • Local judiciary might lose bribes  
• Resistant foreign corporations |
|             |                                                                 |                                                                                                        |                                                                                               | • Corrupt government officials                                                                                                               |
| Regional/International | • Foreign investment in natural resources distorts economic development in region  
• Community priorities take second place to profit motive | • Work with foreign companies on conflict-sensitive business practices  
• Work with government on socially-responsible development  
• Set up neutral spaces for dialogue for all parties | • Local communities | • Sceptical unemployed youth  
• Resistant foreign corporations  
• Department of Finance  
• Corrupt government officials |
For further information contact

http://peacebuildingcentre.com