



# A Peacebuilding Tool for a Conflict-Sensitive Approach to Development

A pilot initiative in Nepal



ENGAGEMENT IN FRAGILE AND CONFLICT-AFFECTED SITUATIONS

# **A Peacebuilding Tool for a Conflict-Sensitive Approach to Development**

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Asian Development Bank

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# Abbreviations

3RSDP	Rural Reconstruction and Rehabilitation Sector and Development Program
ADB	Asian Development Bank
ADB NRM	Asian Development Bank Nepal Resident Mission
BOGs	Basic Operating Guidelines
CIDA	Canadian International Development Agency
CPA	Comprehensive Peace Agreement
CPS	country partnership strategy
DFID	Department for International Development of the United Kingdom
EPSP	Emergency Peace Support Program
FCAS	fragile and conflict-affected situation
IA	International Alert
IDP	internally displaced person
IUDP	Integrated Urban Development Project
JICA	Japan International Cooperation Agency
KVWSWWIP	Kathmandu Valley Water Supply and Waste Water Improvement Project
LGCDP	Local Government and Community Development Program
LPC	Local Peace Committee
MOPR	Ministry of Peace and Reconstruction
NAP	National Action Plan
NASC	Nepal Administrative Staff College
NGO	nongovernment organization
NPTF	Nepal Peace Trust Fund
OECD	Organisation for Economic Co-operation and Development
PBT	peacebuilding tool
PPTA	project preparatory technical assistance
RMO	Risk Management Office
SDC	Swiss Development Cooperation
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council Resolution
VDC	Village Development Committee

# Background

Nepal is no longer considered a fragile state. Instead, it is a transitioning country focusing on socioeconomic and political restructuring. The country has made significant progress in preparing an interim constitution, holding constituent assembly elections, moving toward integration and rehabilitation of excombatants, achieving removal of landmines, forming a technical committee on state restructuring, and handing over of the seized property to the owners. The 10 years of armed conflict the country has endured have left a number of issues that must be addressed for peace to be sustainable. These include ethnic and regional demands, lapses in governance and security, a need for construction and maintenance of infrastructure, a prolonged leadership vacuum in local institutions, and parliamentary elections for a stable government.

Socioeconomic and political inequalities were the primary source of the decade-long conflict. The country is thus now preparing to break away from its centuries-old autocratic system of complex and distinct social divisions along the lines of caste, class, education, ethnicity, gender, geography, income, language, and religion. In short, with the support of its development partners, Nepal is charting a development path that leads to sustained peace and socioeconomic transformation.

A conflict-sensitive approach is key to effective and safe implementation of projects in Nepal's post-conflict context. As a result, the Asian Development Bank (ADB) has provided technical assistance for engaging in fragile

This publication highlights the experiences and lessons learned in applying the peacebuilding tool in Nepal in the hope that these will be useful in replicating the success achieved under the PBT pilot initiative, as well as in conducting assessments of fragile and post-conflict situations generally.



Kiran Panday / ADB

ADB began using the peacebuilding tool in Nepal in early 2010 on a pilot basis as part of the regional technical assistance Supporting ADB's Engagement in Fragile Situations. The goal of that technical assistance was to introduce various operational approaches to addressing fragile or post-conflict situations, and to mainstream use of these approaches into ADB operations in order to improve the capacity of developing member countries to manage the transition.

and conflict-affected situations (FCASs) that is consistent with the Principles for Good International Engagement in Fragile States of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), as well as with the Paris Declaration on Aid Effectiveness. More specifically, ADB's Country Partnership Strategy, 2010–2012 for Nepal makes use of the peacebuilding tool (PBT), as a mandatory requirement, both for understanding the local context and root causes of conflict, and for analyzing all aspects of projects designed in fragile and post-conflict situations. The PBT has likewise been tested in the context of projects monitoring and implementation. The PBT aims to identify risks associated with potential or ongoing conflict, and recommend solutions for minimizing these risks.

ADB began using the PBT in Nepal in early 2010 on a pilot basis as part of the regional technical assistance Supporting ADB's Engagement in Fragile Situations (RETA 7269). The goal of the technical assistance was to introduce various operational approaches to addressing fragile or post-conflict situations, and to mainstream use of these approaches into ADB operations in order to improve the capacity of developing member countries to manage the transition. To assist in the PBT's application, ADB Nepal Resident Mission (ADB NRM), ADB's field office in Nepal, has retained a peacebuilding advisor on a long-term basis to assist in applying the PBT, and to make practical recommendations for improving its content and use.

This publication highlights the experiences and lessons learned in applying the PBT in Nepal in the hope that these will be useful in replicating the success achieved under the PBT pilot initiative, as well as in conducting assessments of fragile and post-conflict situations generally. More broadly, it is hoped that disseminating these experiences and lessons will help ADB and its development partners understand the dynamics of fragile and post-conflict situations in developing member countries, and to adjust implementation of programs, projects, and other development interventions accordingly.

## Acknowledgments

This publication was prepared by Sharada Jnawali, peacebuilding advisor at the ADB Nepal Resident Mission (ADB NRM). Ms. Jnawali worked under the guidance of a team led by Patrick Safran, ADB's focal point for fragile and conflict-affected situations. The team also included Barry Hitchcock, director of ADB NRM; Paolo Spantigati, principal country specialist in ADB NRM; and Cyrel San Gabriel and Therese Ng, ADB headquarters consultants.

For more information regarding ADB's engagement in FCASs, visit [www.adb.org/fragile-situations](http://www.adb.org/fragile-situations)

# Executive Summary

In 2006, Nepal signed a comprehensive peace agreement (CPA) that included an ambitious agenda of social inclusion, rule of law, security sector reform, land reform, employment generation, inclusive growth, good governance, and restructuring of the state. Development partners in Nepal jointly formulated the Peace and Development Strategy in support of CPA implementation.

The goal of the peacebuilding tool (PBT) (formerly known as the “peace filter”), which was developed in consultation with ADB’s development partners, is to support Nepal’s post-conflict socioeconomic transition. Use of the PBT, which embodies a conflict-sensitive approach to development, has been adopted by ADB Country Partnership Strategy (CPS), 2010–2012 for Nepal. In short, the PBT is an analytical tool for assisting project team leaders and social experts in understanding the local context, and identifying potential risks to implementation of development projects that are linked to social conflicts, as well as in formulating mitigation measures for addressing these risks.

Presented in matrix format, the PBT comprises a series of issues and questions that help identify the potential for social conflict in fragile or post-conflict situations. It also helps identify opportunities for building peace and social cohesion within the context of preparation of particular development projects. While not all the questions it embodies relate directly to a particular project, providing responses to all of the questions relating to socioeconomic and security issues will maximize a particular project’s chances of achieving its goals. Use of the PBT matrix by ADB Nepal Resident Mission (ADB NRM) in 2010 and 2011 demonstrated the importance of analyzing post-conflict situations in a comprehensive manner. Its use in this context ensured that in an ultimate sense, ADB projects contributed in minimizing social tensions, supporting the successful conclusion of the peace process, or at the very minimum, the principle of “doing no harm.”

A flexible and evolving tool, the PBT is initially used during project fact-finding, and is then revised during implementation of a project preparatory technical assistance (PPTA) in consultation with a social or conflict specialist. In cases in which the risks of conflict identified could have a significant negative impact on project implementation, use of the PBT is accompanied by a more extensive conflict-sensitive approach to project analysis formulated during implementation of the PPTA and in finalizing the project’s design. Following project approval, the PBT helps project review missions determine whether or not the mitigation measures previously identified are being implemented correctly. The PBT matrix is thus updated and revised as appropriate as the local context changes.

In applying the PBT, ADB NRM gained a significant amount of practical experience and learned important lessons regarding its use and the suitable implementation mechanisms in local context. Use of the PBT in Nepal was particularly beneficial in light of that country’s geographic, ethnic, and cultural diversity; and the fact that many of the issues the PBT addresses are particularly applicable to community-based projects rather than macro-level interventions. In such a context, the PBT is in some ways more useful in project implementation in terms of listening to the people at bottom and informing upstream analysis. Refined in consultation with ADB’s development part-

The peacebuilding tool is an analytical tool for assisting project team leaders and social experts in understanding the local context, and identifying potential risks to implementation of development projects that are linked to social conflicts, as well as in formulating mitigation measures for addressing these risks.



Peacebuilding in the context of a particular development project is a long-term process requiring commitment by a wide variety of stakeholders over an extended period prior to achieving tangible results.

ners, stakeholders, experts, and training participants, the PBT matrix has been translated into Nepali to facilitate its use by project implementation units.

Use of the PBT does not come without challenges. The first of these is the issue of how to increase government ownership of the PBT matrix, as well as participation in its application. Second, there are the twin issues of which set of indicators should be used in identifying peacebuilding environment, and how these might be integrated into a project's results framework to ensure appropriate monitoring. Third, there remains the issue of how to achieve appropriate follow-up and monitoring of the recommended actions, since no mechanism for doing so yet exists. Closely related to this third issue is the lack of human and other resources for monitoring the recommended actions. In sum, peacebuilding in the context of a particular development project is a long-term process requiring commitment by a wide variety of stakeholders over an extended period prior to achieving tangible results. Flexibility in decision making regarding both the approach to project implementation and adjustment in the nature of the interventions pursued are likewise important requirements for successful project implementation in fragile or post-conflict situations. This requirement often forms one of the key challenges to government bureaucracies operating in fragile or post-conflict situations.

Social audits built into ADB projects ensure local acceptance



Nepal Resident Mission

# Chapter 1: Introduction

Various international efforts are being made to improve aid effectiveness in countries facing fragility or countries in transitioning status. The OECD has issued a set of guidelines for improving engagement in FCASs by the international community. Formally referred to as the Principles for Good International Engagement in Fragile States and Situations, these guidelines are often called by their shorter name, the “Fragile States Principles.”<sup>1</sup> All signatories to the Paris Declaration on Aid Effectiveness agreed to develop a genuine partnership with developing countries that embodies the fundamental principles of ownership, alignment, harmonization, results, and mutual accountability as means of achieving concrete results.<sup>2</sup> Further, the Accra Agenda for Action identifies three major challenges to accelerating progress in aid effectiveness: country ownership, building more effective and inclusive partnerships, and achieving development results and openly accounting for them.<sup>3</sup>

OECD defines a fragile state as a state with a weak capacity to carry out the basic state functions of governing a population and its territory, and lacks the ability or political will to develop mutually constructive and reinforcing relations with society (footnote 1). Another view is that fragile states are states that are failing, or are at risk of failing with respect to authority, provision of basic services, or legitimacy. Service lapses may occur due to lack of capacity for, or lack of commitment to service delivery.<sup>4</sup> Peacebuilding practitioners have adopted various approaches for minimizing the effects of fragility in specific situations and contexts.

In contrast to fragility, conflict is defined as either a violent or nonviolent process in which two or more parties become engaged in disagreement about differently perceived positions, interests, values, or needs. While the existence of conflict is itself an opportunity for change, if it is not managed correctly and peacefully, it can escalate into violence.<sup>5</sup> Sensitivity to conflict entails various efforts, methods, and tools for working in conflict-prone or conflict-affected areas. A conflict-sensitive approach is expected to reduce the risks of development aid unintentionally contributing to escalation of violent conflict, and to directly contribute to peacebuilding.

The Nepal Peace and Development Strategy, 2010–2015 calls for con-

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<sup>1</sup> OECD. 2007. *The Fragile States Principles*. Paris. [www.oecd.org/document/40/0,3746,en\\_21571361\\_42277499\\_45834344\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/40/0,3746,en_21571361_42277499_45834344_1_1_1_1,00.html)

<sup>2</sup> OECD. Paris Declaration and Accra Agenda for Action. [www.oecd.org/document/18/0,3343,en\\_2649\\_3236398\\_35401554\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/18/0,3343,en_2649_3236398_35401554_1_1_1_1,00.html)

<sup>3</sup> Third High-Level Forum on Aid Effectiveness. Accra Agenda for Action. 2-4 September 2008. Accra, Ghana. [siteresources.worldbank.org/ACCRAEXT/Resources/4700790-1217425866038/AAA-4-SEPTEMBER-FINAL-16h00.pdf](http://siteresources.worldbank.org/ACCRAEXT/Resources/4700790-1217425866038/AAA-4-SEPTEMBER-FINAL-16h00.pdf)

<sup>4</sup> F. Stewart and G. Brown. 2010. *Fragile States*. United Kingdom: Centre for Research on Inequality, Human Security and Ethnicity, University of Oxford. [www.crise.ox.ac.uk/pubs/CRISE%20Overview%203.pdf](http://www.crise.ox.ac.uk/pubs/CRISE%20Overview%203.pdf)

<sup>5</sup> Australian Agency for International Development. 2011. *Guidance Note on Working in Situations of Fragility and Violent Conflict*. Canberra (Draft).

The Nepal Peace and Development Strategy, 2010–2015 calls for conflict-sensitive program planning and management. It recommends actions relating to various aspects of assistance provided by the donor community to the host-country government regarding the peace process. These include strengthening of the justice system, recovery, consolidation of peace, and interventions for medium- to long-term peacebuilding.

flict-sensitive program planning and management.<sup>6</sup> The strategy focuses on programming based on context analysis, or analysis that responds to changes in context identified through regular monitoring at both the district and national levels. The strategy suggests (i) potential development support to ensure that staff and implementing agencies receive conflict sensitivity training, (ii) conducting conflict sensitivity audits of existing programs and making adjustments based on the findings of those audits, (iii) increasing transparency and accountability in the use of development funds through social audits or public hearings conducted on a quarterly basis, (iv) involving women and excluded groups, and (v) ensuring that gender is adequately considered in projects in a manner consistent with the guidelines developed under the United Nations Security Council Resolutions 1325 and 1820 Peace Support Working Group. The strategy recommends actions relating to various aspects of assistance provided by the donor community to the host-country government regarding the peace process. These include strengthening of the justice system, recovery, consolidation of peace, and interventions for medium- to long-term peacebuilding.

Faced with the challenges of achieving effectiveness in the delivery of development aid in a context with weak institutional capacity, poor governance, and political instability, ADB NRM has developed an approach for engaging in FCASs. The centerpiece of this approach is the PBT, formerly called the “peace filter,” which was developed together with several of ADB’s development partners. The PBT directly supports the post-conflict sensitive approach adopted by ADB’s Country Partnership Strategy (CPS), 2010–2012 for Nepal. As a mandatory requirement for ADB’s projects and program operations in Nepal, the PBT has been used as an analytical tool to help project preparation teams and experts identify potential risks associated with projects, and to develop adequate mitigation measures for addressing these risks. In the context of project design, the PBT also facilitates identification of opportunities for enhancing peace and improving social cohesion. ADB NRM applies the PBT in project design, as well as in monitoring project implementation.

ADB’s Rural Reconstruction and Rehabilitation Sector Development Program (3RSDP)<sup>7</sup> and Local Governance and Community Development Program (LCCDP)<sup>8</sup> were the first ADB initiatives to use the PBT in monitoring implementation. These projects were selected because of their wide geographic coverage, and their goal of delivering development aid in rural communities in the absence of well-functioning local government institutions; and because these programs provided examples of effective coordination among development partners.

As a result of ADB NRM now having used the PBT for one and a half years, ADB’s significant field presence in Nepal has been demonstrated, and the field office in particular is increasingly showing presence within the Nepal

<sup>6</sup> United Nations. 2011. Nepal Information Platform. Nepal Peace and Development Strategy 2010–2015. A contribution to development planning from Nepal’s international development partners. [www.un.org/np/report/nepal-peace-and-development-strategy-2010-2015](http://www.un.org/np/report/nepal-peace-and-development-strategy-2010-2015)

<sup>7</sup> ADB. Project Information Document. Rural Infrastructure Development. [www.adb.org/projects/project.asp?id=25322](http://www.adb.org/projects/project.asp?id=25322)

<sup>8</sup> ADB. 2009. *Technical Assistance to Nepal: Support to Local Governance and Community Development Program*. Manila. [www.adb.org/Documents/TARs/NEP/42158-NEP-TAR.pdf](http://www.adb.org/Documents/TARs/NEP/42158-NEP-TAR.pdf)

development community. More importantly, use of the PBT has increased the level of awareness, knowledge, and debate within the development community regarding program planning and implementation as it relates to FCASs. Moreover, use of the PBT has created a human resource pool skilled in addressing FCASs, and an FCAS network among development partners achieved through conflict sensitization and formal training in the use of PBT. Experience gained in applying the PBT thus far has yielded important lessons regarding (i) which approaches or instruments are more practical for achieving development aid effectiveness in transitional situations and specific context, (ii) which interventions are suitable for specific target groups, and (iii) which are the outcomes that should be monitored in the peacebuilding process. However, selecting appropriate indicators of peace and integrating them into project results framework are found to be challenging. Equally challenging is the integration of such analytical tool in the government system.

### CONFLICT IN NEPAL

The origins of the decade-long armed conflict in Nepal were mainly political, together with grievances relating to socioeconomic discrimination, social exclusion, and employment. Nepal continues to experience a difficult political transition despite the official end of the conflict which was marked by signing of the Comprehensive Peace Agreement (CPA) in 2006. The uprising of the *Madhesi* movement after promulgation of the interim constitution created a new dimension to the clashes between the *Madhesi* and *Pahadi* in the southern part of the country. Emerging identity crises, issues concerning the rights of minorities and indigenous peoples, and increasing split of political parties, some of which have turned into criminal groups, all continue to challenge political stability and indicate a state of fragility. Nepal's transition has been further complicated by a lack of a clear majority political party in the 601-member Constituent Assembly elected in April 2008, as well as delays in drafting the new constitution. Some delays were due to changes in leadership and the form the coalition government has taken. However, the incumbent prime minister, in alliance with the *Madhesi* parties, appears committed to drafting a new constitution and concluding the peace process in a manner consistent with citizens' expectations.

Nepal is ethnically diverse, and has a population of 28 million comprising more than 100 ethnic groups that speak at least 90 languages and local dialects (footnote 6). The population is further divided along religious and caste lines. However, the traditional division of caste based on one's occupation shows a new trend in that lower caste groups are now entering diverse professions and decision-making structures. For example, the results of the Constituent Assembly elections revealed that *dalits* (marginalized women) and ethnic and indigenous groups are well represented—by at least 30%—in parliament for the first time in Nepal's political history.

While the internal causes of conflict in Nepal generally relate to politics, security, and socioeconomic issues, political exclusion and inequality of particular regional, religious, and ethnic groups present a greater risk of sparking civil disputes. Because such disputes occur at the national, regional, and even local levels, a multiplicity of policy reform and innovative conflict resolution responses are required to effectively address them. Corruption in various forms, such as human and drug trafficking, money laundering, illegal sale of non-timber forest products (*yarsagumba*, medicinal herbs, red sandalwood),



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Threats to the business community and industry arising from the conflict, as well as from economic and political extortion, challenge economic transformation. In some communities, social divisions have constrained effective collaboration between the states—which are dominated by the elite—and the poor communities in addressing the source of violence.

smuggling of animal organs, and other illegal cross-border trade with India and the People's Republic of China, are regularly reported by the media. Further, in tandem with protests by the landless, the rate of squatter settlement is increasing. This unfortunately brings with it other negative outcomes, such as clearing of forest to create farm land, which in turn causes flooding and landslides, and will eventually contribute to global climate change and food scarcity. Similarly, unemployment among youth, human rights abuses, proliferation of the use of small arms, and rising crime rates all indicate risks of increasing violence.

All of the above trends have contributed to a growing sense of impunity on the part of citizens, as well as a nexus between political parties, security forces, and criminal elements. Threats to the business community and industry arising from the conflict, as well as from economic and political extortion, challenge economic transformation. In some communities, social divisions have constrained effective collaboration between the states—which are dominated by the elite—and the poor communities in addressing the source of violence. In addition, management issues regarding civil servants, teachers, health institutions, trade unions, transport associations, and business groups frequently draw the attention of decision makers away from peace making, thus affecting the timeline for formulating a new constitution and advancing the peace process.

Conflict between the *Madhesi* and the hill population in the southern part of the country emerged in response to self-determination issues, as well as from a separate *Madhesi* issue following introduction of the interim constitution.<sup>9</sup> While this situation is gradually stabilizing, some areas remain stricken with criminality spearheaded by splinter groups of the same movement. To date, more than 100 criminal groups are reported to be active in the *terai*, most of which are seeking control over the territory and its resources, and associating themselves with political power. In addition, there are several ethnic groups that continue to raise complex issues, particularly those relating to rights and identity that they wish enshrined in the new constitution. These groups include the *Limbuwan* and *Khumbuwan* in the eastern hills, the *Tharubhat* in the western *terai*, and the *Chure Bhawar* in the midhills. If the demands of these groups are not managed properly, tensions are likely to escalate along ethnic and religious lines, thus threatening the efforts of federal structures to complete work on the new constitution.

A vacuum of information regarding progress in implementing the CPA, problems relating to overall economic development, and absence of local gov-

<sup>9</sup> Self-determination in the context of Nepal is the right of a people to determine their own form of government without outside interference.

ernment and Village Development Committee secretaries have caused a lack of confidence and public trust in the state's presence and performance. Ultimately, weak governance and political instability are major factors preventing the government from addressing these concerns. Nevertheless, efforts have been made to strengthen communication mechanisms and community reconstruction under the Nepal Peace Trust Fund (NPTF),<sup>10</sup> the United Nations Peace Fund, and the World Bank's Emergency Peace Support Program (EPSP).<sup>11</sup>

Signed in November 2006, the CPA outlined a peacebuilding framework that addresses the major causes of the conflict, all of which relate to the need for socioeconomic transformation in Nepal. The CPA agenda includes long-term goals, such as social inclusion, equity, accountability, good governance, and restructuring of the state. The CPA also defines a series of transitional measures, such as holding Constituent Assembly elections, setting up transitional justice systems, forming commissions and committees for implementing the CPA, rehabilitating internally displaced persons, managing arms and the cantonment, and returning seized properties. The short-term goals agreed upon by key stakeholders include cessation of violence, cantoning of Maoists combatants, and declaration of a cease fire.

While the Constituent Assembly has made significant progress in managing a range of issues relating to constitution making and peace processes, a number of issues remain to be resolved through negotiated settlement before drafting of the constitution can be completed. These include the structure of the federal government, integration of excombatants, the form that election processes will take, the division of resources and power, and the form that socioeconomic transformation processes will take. Resolution of these issues; subsequent promulgation of a new constitution; and preparation for, and achievement of, parliamentary and local elections all appear to be prerequisites to political stabilization. However, constitution making cannot be considered as end of the conflict. Universal acceptance and implementation of the constitution may still bring new sets of issues.

### ADB'S ENGAGEMENT IN FRAGILE AND CONFLICT-AFFECTED SITUATIONS

A new approach in support of peacebuilding requires flexible rules for engaging in development partnerships. In this regard, the development community recognizes the need for change in the ways in which development assistance is delivered. In order to demonstrate impartial behavior, achieve measurable results, and be accountable for performance, the development community proposes the following regarding the delivery of development aid: (i) a clearer and more coordinated geographic focus; (ii) a commitment to working with the government as a whole; (iii) greater transparency regarding expenditures

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<sup>10</sup> The NPTF is a multi-development partner trust fund that addresses post-conflict rehabilitation and reconstruction needs. The fund is managed by the Ministry of Peace and Reconstruction of the Government of Nepal, and is considered as good practice in harmonization of Nepal's post-conflict environment.

<sup>11</sup> The EPSP helps support the government in fulfilling the commitments it made under the CPA and the subsequent 23-Point Agreement. The program finances payments to, and the reintegration of Nepalis affected by the conflict, including widows, orphans, and disabled persons.



Joe Cantrell / ADB

ADB recognizes that working in FCASs involves more of everything—more resources, more time, more risks. FCASs require a significantly different form of long-term engagement in response to seemingly intractable problems that cannot be addressed through short-term responses.

and results; (iv) a commitment to mainstreaming a conflict-sensitive approach to development into aid delivery operations; and (v) a commitment to assess all new programs in terms of their impact on excluded communities, ensuring workforce diversity and creating income and employment opportunities in disadvantaged communities (footnote 6).

ADB recognizes that working in FCASs involves more of everything—more resources, more time, more risks. FCASs require a significantly different form of long-term engagement in response to seemingly intractable problems that cannot be addressed through short-term responses. Further, ADB recognizes that no single agency or actor can provide all of the resources required for addressing the challenges inherent in an FCAS. There is thus a need to develop cooperative strategies among the major development partners based on pooling and sharing of the unique or specific human and financial resources of each partner as these relate to common plans, goals, and results.<sup>12</sup>

ADB has adopted a framework for identifying FCASs, and for planning and implementing interventions appropriate to such situations.<sup>13</sup> Its two pillars of selectivity and strategic partnerships align with the OECD Fragile States Principles. This framework also highlights the need for flexible institutional responses and modalities; working together with parallel institutions, such as civil society groups; adjusting staffing levels; and strengthening incentives for motivating staff to locate and work in an FCAS country (footnote 12).

<sup>12</sup> ADB. Forthcoming. *Working Differently in Fragile and Conflict-Affected Situations: A Staff Handbook*. Manila.

<sup>13</sup> ADB. 2007. *Achieving Development Effectiveness in Weakly Performing Countries: ADB's Approach to Engaging with Weakly Performing Countries*. Manila. [www.adb.org/Documents/Policies/Achieving-Development-Effectiveness/SecM30-07.pdf](http://www.adb.org/Documents/Policies/Achieving-Development-Effectiveness/SecM30-07.pdf)

## Chapter 2: Using the Peacebuilding Tool for Conflict Sensitivity

Responding to the challenges of Nepal's socioeconomic transition, ADB NRM designed and implemented the peacebuilding tool (PBT) as a pilot initiative beginning 2010. In support of this initiative, the field office hired a peacebuilding advisor to assist in conducting a project context analysis and monitoring of two selected projects. In all, 13 projects were analyzed and 15 districts monitored, and as a result, the PBT was improved through revisions in its language, content, and format. Coordination among ADB's development partners was likewise strengthened through regular sharing of experiences and through ADB's participation at meetings and workshops relating to the PBT. Similarly, PBT orientations for project preparatory teams and training of ADB NRM national officers in the use of the PBT were invaluable in creating general awareness of the issues addressed by it, and of the potential for its use. More than 75 officials from development partner agencies and government offices received training, jointly organized by ADB and the World Bank, in peacebuilding during this period.

The PBT is presented in matrix format (see Appendix). It comprises five columns focused on (i) issues reflecting structural causes of conflict in Nepal, (ii) questions related to specific issues, (iii) risks to project associated with social conflict, (iv) possible peacebuilding opportunities, and (v) recommended adjustments to the project. Seven major issues are listed under the issues column: (i) post-conflict environment, (ii) formal decision-making and implementation structures, (iii) informal peacebuilding structures, (iv) social issues, (v) socioeconomic issues, (vi) geographic issues, and (vii) security issues.



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Participation by women in community consultation is increasing



Early awareness of the root causes of conflict in the targeted geographic area likely to be impacted by the project can be of great help in managing the impact of such tensions on the achievement of project objectives. In this regard, it is important to remember that the factors that ignite open conflict vary widely across geographic locales, and may relate to social, economic, religious, geographic, political, or security conditions.

The questions relating to the post-conflict environment provide information on political economy and the overall post-conflict situation regarding victim satisfaction, lingering effects of conflict, causes of conflict, and development priorities. Those questions relating to formal decision-making and implementation structures reflect the degree of citizens' perception of institutional credibility, decision-making processes, community consultation, effectiveness, local acceptance, formal peace structures, transparency and accountability, and selection processes.

The questions associated with informal peace structures provide information regarding ethnic and social cohesion, and traditional mechanisms for conflict management. The questions on social issues assess the impact of special interest groups on the project, intersocial group relations, and prevailing social risks. The questions on socioeconomic issues refer to the positive or negative impacts of the project on education, health, employment, natural resources, productive resources, physical properties, and the potential for conflict groups to occur. The geographic issues questions pertain to the project's impact on rural, rural-urban, interregional, and international linkages. Finally, the questions regarding security issues assess the level of local situation in terms of the general operating environment, human safety especially with regard to women and children, political stability, the conditions facing internally displaced persons, and security. All of these factors are assessed in relation to their actual or potential impact on the ability of a particular project to achieve its objectives, as well as the degree to which the project will have a positive or negative impact on the issues identified in the matrix.

### USING THE PEACEBUILDING TOOL IN PROJECT PREPARATION

Using the PBT effectively during project preparation requires a minimum level of knowledge regarding the national and local contexts, as well as the country's political background, sociocultural institutions, and language. It is thus important to keep abreast of actual or potential changes in the project's operating environment. Awareness of disputes that are—or may be—emerging, or even potential social tensions, is important in this regard, particularly because not all types of conflict result in violence. Early awareness of the root causes of conflict in the targeted geographic area likely to be impacted by the project can be of great help in managing the impact of such tensions on the achievement of project objectives. In this regard, it is important to remember that the factors that ignite open conflict vary widely across geographic locales, and may relate to social, economic, religious, geographic, political, or security conditions. Some conflicts arise from factors internal to the country, such as national or regional political issues. In addition, issues relating to traditional or ethnic communities can be a source of community-based or even individual disputes. Broadly identifying the geographic locations to be targeted by the conflict-sensitivity analysis is thus important prior to applying the PBT. Review of any literature available regarding the locale and verifying information from secondary sources can be of great help in validating the findings of the analysis for project design.

The PBT also improves understanding of opportunities for peace and how to strengthen them. The tool shows how personal dimensions, various societal systems, cultural practices, and organizational procedures influ-



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ence the context of the analysis.<sup>14</sup> For example, despite ongoing political tensions, Nepal's cultural and religious systems tend to remain stable. This is because Nepali society has a strong social capital supplemented by a few informal structures with a capacity for conflict resolution. Use of the PBT has helped understand how conflict occurs at multiple levels, and how this collectively impacts an entire country. Nevertheless, while in some instances, lessons learned from use of the PBT can be adopted and modified to meet the requirements of particular situations, at other times such applications may not be practical. Nepal's socioeconomic reform process involves a multiplicity of groups at various levels, each with its own grievances and intentions to have its voice incorporated into the new constitution. These issues range from those relating to (i) geographic territory (state restructuring, special provisions, backward areas, *Madhesi* issues, remoteness, rights to self-determination), (ii) religion (Hinduism versus secularism), (iii) ethnicity and caste (*dalits [marginalized women]*, *janajatis*), (iv) social discrimination (against women and the underprivileged), (v) demography (youth, disabled, elderly, women), (vi) natural resources (water, forest, minerals), (vii) power structures/forms (election processes, judiciary, legislative), (viii) land distribution, and (ix) integration of excombatants and others.

Understanding conflict as it relates to achieving a particular project's objectives requires attention at all levels at which conflict may impact a project, as well as developing flexible strategies for either addressing or coping with

Nepal's socioeconomic reform process involves a multiplicity of groups at various levels, each with its own grievances and intentions to have its voice incorporated into the new constitution. These issues range from those relating to geographic territory, religion, ethnicity and caste, social discrimination, demography, natural resources, power structures/forms, land distribution, and integration of excombatants and others.

<sup>14</sup> Organizational procedures may involve structures, project management procedures, hiring practices, procurement activities, transparency, and communication strategies—all of which help or hinder project acceptance by members of the local community.



Establishing a data and information baseline and formulating monitoring indicators are an important part of the project cycle. However, identifying appropriate monitoring indicators of the degree to which peacebuilding has been achieved and to monitor those is a challenging and staff intensive process. The peacebuilding tool can be an opportunity for incorporating specific peacebuilding indicators into the monitoring framework.

such conflict. Each situation thus needs a specific set of responses. Because the causes of conflict in Nepal are often structural, recommended approaches to peacebuilding may include local/stakeholder consultation, addressing issues that immediately threaten fulfillment of project objectives, strategic planning, inclusive staffing pattern and community participation (particularly of *dalit* and *janajati*), political consensus, gender concern, and information dissemination. In this regard, when powers of the state are absent at the local level, involvement of women in security, justice, and economic advancement programs has often helped to bring about or strengthen peace. Similarly, programs that support decentralized planning, adopt innovative approaches, and create jobs for youth have often enhanced peacebuilding efforts at the local level and ensured that peace is sustainable; hence, these programs should be included in the project design. Transparency and accountability brought about through public audits and hearings, and improved governance, particularly through emphasizing fairness and equality in service delivery, are some important parts of the project design for reducing grievances. Innovative interventions, such as supplementary activities under 3RSDP, enhance economic opportunities and build intergroup relations and social cohesion, which often help strengthen peace. Other examples include building skills that result in employment and income generation, social mobilization through empowerment of project beneficiaries at the local level, building community capacity for creating demand for services, and mobilizing local resources.

Boxes 1 and 2 describe the interventions used in project design of the Kathmandu Valley Water Supply and Waste Water Improvement Project (KVWSWWIP) and Integrated Urban Development Project (IUDP). In these cases, participating in the stakeholders' consultation meeting at the onset of project preparation and meetings with the project preparation teams were helpful in identifying the overall context and the needs to be addressed by the project (Box 2). Use of the PBT also helped refine the design of the Subregional Transport Enhancement Project by highlighting issues relating to women, children and health, and HIV/AIDS, as well as other socio-economic issues impacting achievement of project objectives.

### USING THE PEACEBUILDING TOOL IN PROJECT MONITORING

An unstable political environment lacking formal decision-making structures—such as that at the local level in Nepal—poses significant challenges to project or program implementation. The 3RSDP and Local Government and Community Development Program (LGCDP) tested use of the PBT to assess the local context and operating environment for project implementation. Both projects were monitored using the PBT in 15 districts beginning March 2010.

Using the PBT as a monitoring tool helped the project team focus on key issues. However, following initial monitoring efforts, the team began revising the PBT's content, to improve it and to keep it relevant to changes in the local context. In particular, the language was revised to increase both sensitivity and confidentiality in its application. Such experiences show that use of simple language, or better yet local language, generates more reliable information.

Establishing a data and information baseline and formulating monitoring indicators are an important part of the project cycle. However, identifying appropriate monitoring indicators of the degree to which peacebuilding

### **Box 1: Kathmandu Valley Water Supply and Waste Water Improvement Project**

Use of the peacebuilding tool at the beginning of project preparation helped identify possible interventions that would build peace, such as reinforcing use of rainwater harvesting, prohibition of child labor, intermunicipality meetings at which lessons learned would be shared, high-level political party meetings that foster ownership of project objectives, and use of media to inform citizens of the progress made by the project and the challenges it faces. Though it is challenging to formulate means of measuring the results achieved in peacebuilding, several indicators were used in implementing this project. These include the number of households with victims of conflict that were served, the number of women and other members of ethnic populations reached, the number of consultation meetings conducted with all parties concerned, the number of beneficiary groups or organizations concerned with project implementation, the number of public or social audits conducted, the number of jobs created and the number of people employed, the number of households adopting the “three-R” approach to waste management (recycle, reduce, re-use), the number of households that installed rainwater harvesting systems, the number of persons reached through hygiene and sanitation programs, and the number of new investments in the project area. Experience gained under this project shows that the project preparation stage is an appropriate time for formulating such indicators and incorporating them into the project monitoring framework.

### **Box 2: Integrated Urban Development Project**

A preliminary stakeholders meeting with officials of municipalities under this project helped raise awareness among municipality officials of the requirement of incorporating peacebuilding tool analysis into project implementation. This meeting also helped sensitize these officials to the key issues relating to conflict in the project area, and the activities that needed to be undertaken to address the issues. The meeting was also an opportunity for identifying victims of conflict as one of the project’s target groups, and the need for the project to focus on infrastructure facilities, such as water supply, sewerage, and waste management in light of the increasing population in the project area that mainly comprised internally displaced persons. Emerging conflicts, ongoing criminal activities, and the local capacity for peacebuilding were also discussed in detail at the meeting. The questions raised through the PBT regarding local capacity for peacebuilding helped the officials realize that while Banke district is vulnerable to religious conflict, it had significant local capacity for peacebuilding in the form of the Inter-Religious Committee, which was able to address potential disputes. The committee keeps abreast of internal religious issues—such as potential conflict arising from South Asian events involving court decisions on Babari Masjid/India and India-Pakistan cricket matches—to ensure that such events do not negatively impact Nepali religious harmony or even the district’s overall security. The meeting also informed the municipality officials that the project might provide technical inputs that would encourage development of enterprises by women under the project’s solid waste management and enterprise development components.

has been achieved and to monitor those is a challenging and staff intensive process. This is particularly true of identifying which variables to monitor, determining how to measure each indicator and how frequently to monitor. However, for the purpose of formulating a project monitoring mechanism, use of the PBT can be an opportunity for incorporating specific peacebuilding indicators into the monitoring framework. For example, at the project design or midterm review stage, a few measurable indicators that directly relate to the root causes of conflict can be incorporated into the project monitoring framework. Examples of these are the indicators incorporated into the monitoring framework for the KVWSWWIP (Box 1). In some cases, indicators measured in qualitative rather than quantitative terms are the appropriate choice since these can function as proxies for quantitative indicators. For instance, it might be easier to determine how many consultation meetings with the community have taken place, but it is the outcome of each meeting and the result of a series of meetings that are more relevant indicators of the degree to which peacebuilding has been achieved. Examples of proxy indicators that are relatively visible and easy to measure include (i) the degree of trust built between the project and the community, (ii) the level of rapport that the project staff have with the community-at-large or particular stakeholders, (iii) the degree to which citizens' attitudes become more positive toward the project over time, (iv) the degree to which communities participate in other's events or functions, (v) the degree to which implementing agencies have gained credibility, (vi) the degree to which presence of the powers of government is felt

### **Box 3: Rural Reconstruction and Rehabilitation Sector Development Program**

During the midterm review of this program, three major initiatives were recommended for monitoring. The recommendations were then incorporated into the midterm review mission's Aide Memoire, which was accepted by the government. The recommendations were (i) fairness in addressing resettlement and compensation issues, (ii) local employment creation to the greatest degree possible in the program's zone of influence, and (iii) ensuring gender and social inclusion in balancing the composition of staffing and users' committees.

While monitoring the Rural Reconstruction and Rehabilitation Sector and Development Program, a separate issue in Parbat district was identified—a slight tension likely to occur between the project and the community served by the Dobila-Phalebas road. Unfortunately, recommendations by local citizens during community consultations were not incorporated into the detailed plan for the road. In particular, the project failed to incorporate the construction of a footpath that the community had recommended be built adjacent to a high school compound in the area served by the Mudukuwa Village Development Committee. Having realized this as a valid request for reasons of child safety, security, and organizational credibility, the footpath was added to the detailed design, and the implementing agency began assisting the contractors in carrying out this recommendation.

within the community, and (vii) the level of community support generated by the project.

Indicators may also include the favorable security situation in the project area, improvement in overall post-conflict environment, social and economic conditions, and any emerging issue that could potentially impact project implementation positively or negatively. Monitoring is also an opportunity for revising the indicators used, introducing flexibility into the application of PBT, analyzing how the changes that have taken place in the project area may impact successful implementation, and identifying new approaches in applying the PBT. Monitoring by using the PBT helps to validate information; improve staff skills for responding to crises; improve organizational capacity in a way that maximizes project impact from the use of available resources; and ensure that project implementation procedures reflect the current state of the evolving political, economic, and security landscape (Box 3).

Ultimately, measuring peacebuilding is a matter of measuring relative improvements, and the degree to which citizens perceive the changes instituted in a positive manner. Assessing peoples' perceptions makes sense in the monitoring of peacebuilding efforts over time. Assessment of this type may necessitate incorporating questions into the PBT that relate to whether or not citizens feel safer when moving around, whether they feel that their physical property is safe, whether children can travel between school and home without fear, and whether local citizens or migrants are confident enough to make investments in infrastructure or a business enterprise.

Similarly, a wide range of other indicators could be incorporated into monitoring the peacebuilding process. Examples include availability of basic services, such as electricity and water; the number of businesses recorded; the number of new residential buildings registered; the degree of access to justice that the community enjoys; the number of new businesses (cell phone companies, shops, restaurants) or financial institutions (banks, cooperatives, finance companies) that have opened; changes in tourist activities; trends in employment; and the degree to which women engage in small business or microenterprise activity. For the areas served, monitoring indicated a relatively stable environment as evidenced by (i) women's engagement in microenterprise activities in Dhankuta district, (ii) new cyber café and cell phone services in Parbat district, (iii) construction of commercial buildings and increased trade in Sindhupalchok and Dolakha districts, and (iv) an increased level of tourist activities in Ilam and Dhankuta districts.



Richard Abrina / ADB

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# Chapter 3: Lessons Learned from Using the Peacebuilding Tool

## GAINING LOCAL SUPPORT TO DEVELOPMENT AID

Conflict sensitivity at ADB projects in Nepal involves careful consideration of the nature of intervention and implementation approach in order to gain local acceptance of development aid. Based on the experiences in using the PBT in Nepal's community-based projects, the following factors have been proven significant in gaining acceptance and support of the community:

- **Tangible results.** Use of the PBT in project design and monitoring of implementation has shown that quick-impact projects with tangible results, such as small infrastructure building, are more likely to win local acceptance by citizens in conflict-affected areas. Such interventions can be more efficient than long gestation initiatives in gaining organizational legitimacy, gathering local support, and preventing youth from engaging in destructive activities.
- **Community ownership.** Implementation approaches that create community ownership are easily accepted which in turn help ensure community contributions and maintenance support in the long run (Box 4). Communities are usually involved in interventions in rural roads, community-based drinking water, small irrigation system, community building, culverts and causeways, school classrooms and toilets, sub-health posts, market place, and restoring cultural or religious sites.
- **Employment generation.** Interventions that create local employment

### Box 4: Community Ownership Strengthens Intergroup Relations

The drinking water supply project in Khopasi Village Development Committee of Kavre district involves a users committee of 157 households managing a water system for individual households. An infrastructure project under the Local Government and Community Development Program is being managed by an inclusive users group—raising by themselves water users' fees on a monthly basis, keeping the log book transparent, retaining three maintenance staff, reading meters in the households, and keeping accounts. To ensure transparency, statement of income and expenditure is posted in the hoarding board as public information. The users group pays a certain amount of cash to irrigation users group in order to manage potential conflict on sharing the water resource. Key results of this community managed project are that it has strengthened intergroup relations in the community, demonstrated active participation and ownership, guaranteed maintenance support, and enhanced legitimacy of the formal structure. Such approach has also helped minimize risks to both staff and the project itself.



are in general more welcome than machine-led initiatives. Activities that develop income-oriented skills seem quite popular and tend to generate more beneficiary interest and contributions. Introduction of skills in high-value agriculture, furniture making, bike or cell phone repair, electric wiring, mason work, stitching, embroidery, and beauty parlor, among others—that yield direct or indirect income opportunities—can gain local support. Life skills training (i.e., first aid training, HIV/AIDS awareness, sensitization on girls trafficking, health and sanitation education) attached to the project are also accepted and used in the community. However, needs and interests may change over time, hence regular assessment is necessary.

- **Fair selection.** The selection process is applicable in both staff hiring and formation of users committee or beneficiary groups for development aid initiatives. Demonstrating fairness in selection processes with respect to geographic location, gender equality, and social inclusion, as well as focusing on underprivileged communities and populations and employing consultative procedures, generally lead to beneficiary acceptance of aid initiatives.
- **Good leadership by formal institutions.** Leadership that employs transparent procurement mechanisms, inclusive decision-making practices, and participatory planning process can greatly generate beneficiary acceptance of development aid initiatives (Box 5). Participation is especially important in ensuring stakeholders voice in decision making, resource allocation, and interventions that aim to change their quality of life.



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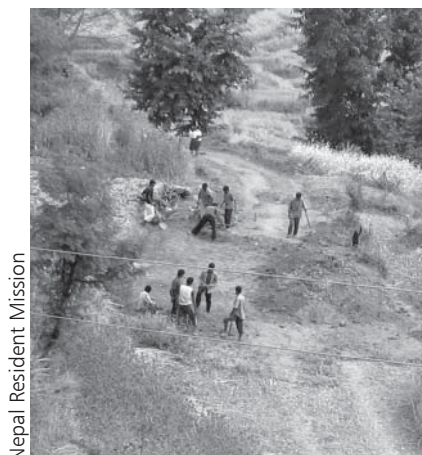
Interventions that create local employment are in general more welcome than machine-led initiatives. Activities that develop income oriented skills also tend to generate more beneficiary interest and contributions.

#### Box 5: Acceptance by Local Communities

Community members in Surunga Village Development Committee in Jhapa district once stated that their incumbent VDC Secretary was the best secretary they ever had. According to this view, the Secretary was exceedingly consultative, involving the community in most decision-making processes that impacted the community at-large as well as individual citizens. This community felt lucky in this regard. On the other hand, community members in Sankhu area of Kathmandu district stated that they had the worst VDC Secretary. According to them, the secretary was out of the station most of the time, and never shared with the community the amount of funding the VDC had for community development. Women in this neighborhood reported that they were never once consulted regarding development grants specifically targeting women that were allocated to their district.

- **Transparency.** Examples of transparent practices that have been successful in ADB projects in Nepal include: (i) adhering to compliance requirements in performing due diligence; (ii) following published rules and procedures relating to procurement activities; and (iii) incorporating gender equity and social inclusion into the selection of project beneficiary groups, project beneficiary location, hiring practices, and implementation planning.
- **Safety measures.** Emphasizing rules and implementation guidelines ensures staff safety, thus preventing extortion and abduction. It is impor-





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Rural roads create employment

tant to keep track of the activities of armed organizations, criminal gangs, religious organizations, and extortionist groups that receive money or other benefits. Keeping such records helps determine whether the support provided to any of the groups is being used for legitimate peacebuilding activities or for creating additional grievances.

- **Effective information, education, and communication.** The extent to which the community is empowered or informed depends on several factors, such as level of literacy, education, social mobilization, local leadership, historical background of community-based development, role of NGOs, women and youth activities, and function of formal structures (Box 6).

#### Box 6: Information Access Empowers Women

The community in Jhapa is found to be adequately informed about the projects in the area and the budget provisions for local institutions. On the other hand, women groups in Parbat district are empowered enough to interface with local institutions and access resources for their activities; while women in suburban areas of Kathmandu and Lalitpur do not seem to be well-informed or consulted on allocation of women development budget for specific target groups.

## SECURITY AND DEVELOPMENT

Use of the PBT to analyze the security context in which a project operates provides information important to project or program success. It demonstrates the vital relationship between security and delivery of development aid.

A conflict-sensitive approach to development seeks sustainable peace, which creates an environment that makes development aid delivery possible (Box 7). The link between security and delivery of development aid in conflict-affected areas has been reinforced in the course of using the PBT. Below are some of the pragmatic aspects of this security and development relationship:

- Military or police presence builds confidence in communities where a project operates.
- Providing security and protection assistance to procurement activities, infrastructure units, medical camps, and disaster relief activities is as important to project or program success as that of providing the same to beneficiary communities.
- Security forces are one of the most important faces of government in post-conflict environments, because they create a stable environment and strengthen the state's ability to provide security.
- Staff safety is vital to successful project implementation. Security forces can assist in addressing security challenges, such as sporadic extortion or "donations" being demanded by criminal groups operating in unstable, post-conflict environments.
- The link between security and development aid delivery can be more complex than imaginable. For example, in some of Nepal's southern dis-

tricts, there is a trend that criminal groups are being protected by organizations with political power—a complex situation that can hinder delivery of development aid.

### Box 7: Security Facilitates Development Initiatives

Involvement of army personnel in community activities in Sindhupalchok district helped revive the image of the military as an institution, and increased community acceptance of, and support to development projects. This is mainly because such involvement by the military wins the hearts and minds of community members. Army presence in locales where community development initiatives (e.g., infrastructure building, medical supplies, disaster relief) are being implemented also deters abduction and extortion activities by criminal groups. Dolakha district has reported that after 7 years of difficulties, procurement processes were conducted smoothly because of the presence of armed police, as well as the assistance provided by the police. By ending bid-rigging activities, the local security force was able to create an environment that allowed smooth functioning of the procurement process—this being a requirement of a secure operating environment.

## BENEFITS OF USING THE PEACEBUILDING TOOL

One of the major strengths of the PBT is that its use sensitizes development practitioners to issues pertaining to the root (structural) causes of conflict. For this reason, it has drawn the attention of project processing missions and implementation units. Familiarization with the PBT, sensitization to conflict, and capacity building among stakeholders are necessary in establishing a common understanding of the risks associated with conflict, as well as in identifying opportunities for peace and ensuring a successful peacebuilding process.

Consistent application of the PBT as a structured analytical tool helps create a shared vision of interrelation between development and peacebuilding among stakeholders, and ensures undertaking of actions relevant to the vision that transcends project design. The formal training on Peacebuilding through Development, carried out as part of operationalizing the PBT, has helped familiarize both government officials and ADB NRM staff on using the PBT in performing social analysis and understanding the social context in which particular projects or programs operate. The training is expected to enable staff of ADB's field office in Nepal to conduct future conflict sensitivity analysis.

The government counterparts sensitized on the PBT have become important project planning and monitoring resources. Surprisingly, at PBT training sessions, some government officials stated that it was their first time to sit with development partners at the same table where conflict issues were discussed. This implies that PBT training events can pave the way for improved communication and coordination among development partner organizations, including government counterparts. The officials themselves recommended replication of this training at the district level, as this would increase government ownership of the conflict-sensitive approach and assist in integrating it into government procedures. An important issue raised during these training sessions was how the PBT could be applied more widely.

The use of PBT in project monitoring in Nepal has made ADB's presence visible and has increased its accountability. It has also demonstrated

PBT training events can pave the way for improved communication and coordination among development partner organizations, including government counterparts. The officials themselves recommended replication of this training at the district level, as this would increase government ownership of the conflict-sensitive approach and assist in integrating it into government procedures.

ADB's commitment to due diligence and awareness of cross-sector issues and contexts. Incorporating issues on post-conflict environment into the PBT has made project analysis more effective. Project beneficiaries seem eager to talk about the post-conflict context, reparations, and issues on relief packages. This has in turn made discussion with respondents more open. While using the PBT in a post-conflict environment, a number of issues have surfaced: communication gap between victims and executive agencies (relief activities have been delayed or implemented on an installment basis), lapses in basic service delivery, need for socioeconomic reforms, frustration of victims, and lack of confidence in the performance of state institutions.

### CHALLENGES IN USING THE PEACEBUILDING TOOL

A major lesson from the use of the PBT in Nepal's context is that its structure should remain flexible enough to allow revisions in its content and reflect ongoing changes in both the local and national levels. The PBT is thus an evolving instrument.

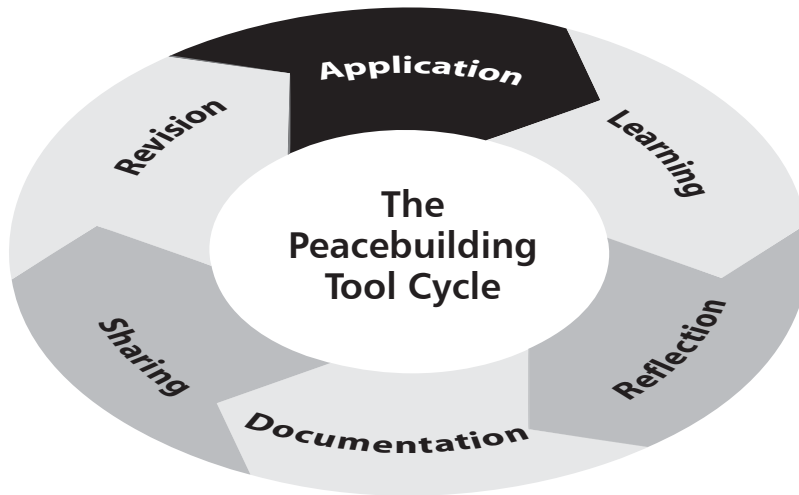
Development partner coordination is a key aspect of operationalizing the PBT. As use of the PBT expands, periodic consultation, joint meetings, sharing of analysis, joint training programs, and joint missions can be done to maintain partner coordination. Fostering ownership among the government staff of the conflict-sensitive approach is important to allow this terminology to be used as a common language when interacting with the government, although achieving this goal can also be challenging. The field staff that work within a project area understand the tool and its value since they are the ones who address the issues captured through the PBT, and they are the ones who use the tool on a daily basis.

Informal associations such as human rights forums, youth networks, and women's groups are important community resources. Their role in managing disputes and potential security risks in the districts shows that they possess a significant amount of local capacity for peace. Analysis of project implementation from the perspective of conflict sensitivity reveals that successful approaches to conflict resolution vary widely across projects. The most successful approaches are tailored to the local context in which a particular project operates, such as the degree to which women's groups are able to raise concern for violence against women, the respect generally afforded to senior

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The PBT cycle enhances experiential learning and promotes reflective thinking

citizens and their role in mediating disputes, and the alertness of religious leaders regarding potential disputes over religion. While, theoretically, no single member of society represents peace-making capacity in the local context, senior citizens and social leaders are traditionally respected as peace brokers and conflict managers in Nepali society.

Applying the PBT to the greatest benefit of a project requires balancing its application between the design phase and the project implementation phase. Working jointly with the government during the design and monitoring stages, and documenting changes in the project context that have occurred over the course of project implementation are important factors in achieving the results envisioned during the project's design phase.

Applying the PBT, learning from it, reflecting upon the learning, documenting and sharing results from it, making revisions, and subsequently re-applying it may require much time to see the tool's full peacebuilding potential. This may take even longer than expected due to several external factors. Some key challenges are sensitizing internal staff, creating ownership, focusing orientation in the PBT application, and monitoring results. One critical gap is the lack of human resources—even within project preparatory technical assistance (PPTA) teams—necessary for filling in the PBT matrix. PPTA teams are usually willing to work together in using the PBT, but the ADB NRM peacebuilding advisor solely assists in filling in the matrix. There is also some fear of making mistakes for the first timer. Some also find it hard to relate with the PBT terminologies of conflict, peacebuilding, or conflict sensitivity.

### KNOWLEDGE AND SKILLS REQUIRED FOR USING THE PEACEBUILDING TOOL

While the method for gathering information under the PBT is determined exclusively by the user, formulating the content of the PBT in the context of a particular project should only be done following extensive consultation with beneficiaries and relevant agencies. For example, during project design, individual meetings and small group discussions should be held with government authorities, PPTA teams, national officers, beneficiary agencies, counterpart organizations, and target groups. Focused group discussions, as well as meetings with individuals, local authorities, citizens, the business community,

#### Knowledge and skills required for using the peacebuilding tool

- Knowledge of organization or community strengths and weaknesses
- Effective introduction
- Careful selection of timing or season for monitoring
- Active listening
- Understanding respondents' views
- Addressing difficult questions
- Effective meeting facilitation
- Leveling of expectations

political parties, nongovernment organizations (NGOs), networks, and associations of all types might be useful in determining the issues to be addressed during monitoring. The types of knowledge, specific skills, and approaches found to be helpful in applying the PBT are each discussed in Box 8.

Raul Del Rosario / ADB



#### Box 8: How to Use the Peacebuilding Tool

- **Knowledge of organization or community strengths and weaknesses.** Be familiar with all project-related organizations, the local community context, and the strengths and weaknesses of each. Remember that not all issues are relevant to a particular district or community or nature of project activity. Use the best judgment possible in determining whether or not an approach is appropriate in the context of a specific situation.
- **Effective introduction.** Introduce and explain the purpose of each visit. Remember to explain the limitations you face regarding decision making. Maintain a low profile in this regard. Bear in mind that both the conflict-sensitive approach described in this document and the engagement of peacebuilding staff or consultants are new practices in Nepal. The purpose of the conflict-sensitive approach and peacebuilding staff or consultants should be clearly explained at the outset of each meeting or visit.
- **Careful selection of timing or season for monitoring.** Bear in mind that monitoring can be affected by local festivals, planting or harvesting seasons, general strikes, or riots. Heavy rainfall, landslides, flooding, and other natural disasters can also severely impact the monitoring effort. In this regard, keep the country's geographic and cultural diversity in mind.
- **Active listening.** Actively listening to the content of what beneficiaries and government officials say in meetings improves your ability to communicate the content you want to express to others. Avoid reacting emotionally to what is being said. Maintain neutrality in any discussion that touches on political issues. Use apolitical expressions in your discussions. Carefully note the manner in which respondents perceive individual development partners or implementing agencies. Respond directly and clearly to the concerns expressed, while reiterating the limitations you face in the decision-making process that relates to the particular project or program you are discussing.

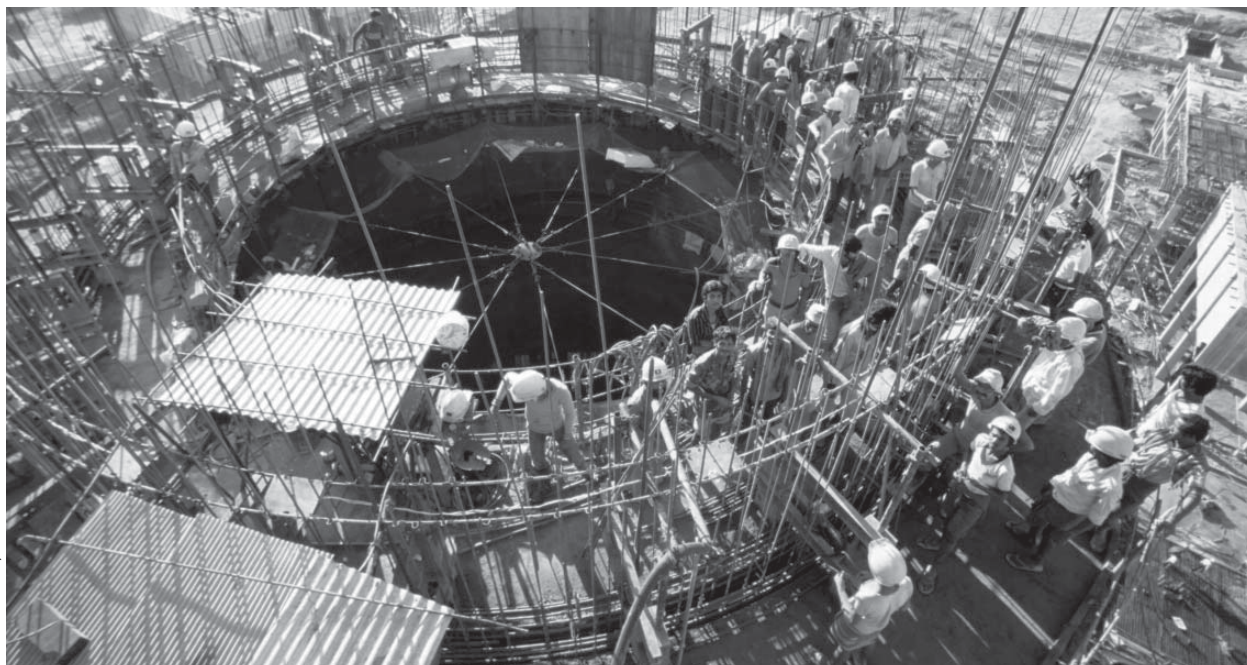
- **Understanding respondents' views.** You will encounter a wide variety of personality types when you interact with beneficiaries and government agencies during the design and monitoring phases of a particular project. These may vary widely from the national to the local level. Remember that there are no wrong or right answers to the questions contained in the PBT. Bear in mind that the tendency to accept one person's view and reject another's opinion may cause a rift in the group or community to which you are relating. You will encounter a wide variety of responses to the questions contained in the PBT. Ensuring that everyone is treated equally will prevent one respondent from disappointing another. Strike a balance between differing political opinions and ethnic or cultural values in group meetings. Respect the values embraced by your respondents and the circumstances under which they live.
- **Addressing difficult questions.** Security issues or respondents' views regarding formal structures or institutions may be politically sensitive areas, depending on the geographic locale where you are working. In situations in which you detect such sensitivities, maintain absolute confidentiality regarding the identities of your respondents and the issues discussed.
- **Effective meeting facilitation.** Engage a group or individual in discussion by asking follow-up questions for confirmation or validation. Be prepared to listen to your respondents' personal stories, since their content may give you important information regarding the impact of conflict in the project area at the household level. This is particularly true of the impact of conflict on women and children. Give all participants an opportunity to speak, especially women and the disadvantaged. Bear in mind that because peacebuilding as a development approach is something new, respondents may be unfamiliar with the concept.
- **Leveling of expectations.** Avoid raising the expectation that all views and recommendations will be implemented. Repeat the purpose of the meeting or discussion and focus on that, rather than on implementation of recommendations.

# Chapter 4: Development Partner Coordination in Peacebuilding

## PLATFORMS FOR COORDINATION

In general, there is a favorable environment for development partner coordination in Nepal. Available platforms for high-level partner coordination that involve the government include Peace Support Working Group meetings, the Nepal Portfolio Performance Review, the Nepal Development Forum, and the Utstien meeting. The Nepal Peace Support Strategy Framework, one of the outputs of such meetings, is a space to which ADB is a contributor. The purpose of the meeting is to discuss issues, programs, and strategies that respond to the Nepal government's periodic plan in terms of achieving outputs of conflict sensitivity.

Smaller-scale sectoral or thematic groups that address peacebuilding issues and themes, such as the rule of law/security group, children associated with armed forces and armed groups, transitional justice, human rights, and local governance groups, also play important roles in sensitizing stakeholders to specific issues, deriving peacebuilding strategies, and formulating approaches to working together with the government. A significant outcome of development partner coordination in Nepal in this regard is the signing of the National Action Plan (NAP) by the government and the Peace Support Group of United Nations Security Council Resolutions 1325 and 1820. Nepal is probably the first country to sign an agreement with the Peace Support Group that refers to a specific national action plan. The questions relat-



ing to gender and social inclusion contained in the PBT matrix are expected to be addressed by the NAP.

Periodic meetings of the Basic Operating Guidelines (BOGs) Group discuss peacebuilding analyses and assessments, the environment in which peacebuilding initiatives operate, issues regarding emerging conflicts, traditional peace structures, and other issues such as compliance with the guidelines.<sup>15</sup> The BOGs meetings, which are also frequently held at district level, provide forums at which implementing staff share their experiences and the issues they address. The BOGs Group also provides trainings on “do no harm” principles and the guidelines to project staff involved in multidonor assistance. These meetings, mainly at national level, are also attended by the ADB NRM peacebuilding advisor.

The PBT was initially developed in coordination with the Department for International Development (DFID) of the United Kingdom and the World Bank. This coordination later included the United Nations Development Programme (UNDP), the Japan International Cooperation Agency (JICA), the United Nations Children’s Fund (UNICEF), the European Union, and a number of international NGOs, since all of these organizations had expressed interest in adopting a conflict-sensitive approach to peacebuilding initiatives. Sharing of experiences gained from PBT implementation continues among these organizations on a bilateral basis. For example, ADB NRM made a formal presentation on risk management approaches, the PBT, and donor coordination during its biannual consultation meeting with JICA in 2010 and 2011. The German *Gesellschaft für Internationale Zusammenarbeit* (GIZ) [Organization for International Cooperation] and DFID, through the Risk Management Office (RMO), a separate unit supported by DFID and GIZ, have applied safe and effective tool as risk management approach in their respective projects and programs. The RMO establishes security risk management procedures, trains staff and other development partners, and issues operational advice on the management of field security risk analysis. Experience shows that the greatest aid effectiveness benefit from using the PBT results from working together with other development partners in conflict sensitivity analysis, training, and monitoring activities.

### ADB’S ROLE IN FAMILIARIZING OTHERS WITH THE PEACEBUILDING TOOL

Meetings with ADB’s development partners regarding the conflict-sensitive approach have highlighted ADB as a pro-people institution. Frequent field missions have also demonstrated ADB’s increasing presence and reputation in peacebuilding in Nepal. Having seen the PBT on ADB’s website, development partner experts have visited the peacebuilding advisor at ADB NRM to learn more about the PBT, its use, and the advantages of using the tool. Their purpose in doing this is to adopt it as part of their forthcoming assistance to Nepal.

In 2010, ADB took the lead in conducting peacebuilding training in coordination with DFID and the World Bank. This initial training included government counterpart staff. Following ADB’s lead, the World Bank orga-



Nepal Resident Mission

Experience shows that the greatest aid effectiveness benefit from using the PBT results from working together with other development partners in conflict sensitivity analysis, training, and monitoring activities.

<sup>15</sup> The BOGs Group is a group of development partners and international nongovernment organizations devoted to ensuring safety of development aid staff and establishing common positions on threats to aid delivery under their programs. [www.un.org.np/thematicareas/bogs](http://www.un.org.np/thematicareas/bogs)



The increased level of donor coordination resulting from use of the PBT has strengthened the overall relationship among development partners in Nepal. This is evidenced by the fact that ADB has increasingly started attending meetings relating to peacebuilding initiatives. The same is true of the meetings organized by local NGOs in Nepal, as well as peacebuilding networks and specific committees.

nized two batches of the same training in 2011. In all, 9 out of 12 ADB NRM national officers and 75 government officials were trained in peacebuilding. The training included introducing the PBT, giving participants an opportunity to practice filling in the matrix (see Appendix), and sharing of experiences and lessons learned from its application. Following the training, demand for mainstreaming use of the PBT into government operations increased. This experience suggests that such initiatives will increase government ownership of the PBT, as it relates to development partner assistance in peacebuilding and it is in response to the Nepal Peace and Development Strategy.

In 2010, DFID conducted a review of its multilateral aid to ensure that maximum value was being received from United Kingdom (UK) aid dispensed through multilateral aid organizations. This review measured the value of aid delivered against the amount of money expended. This was measured in terms of delivery of outcomes desired, the extent of system-wide impacts, and the development impact of focused contributions. The review also gathered information on the performance of multilateral agencies as this relates to key UK government aid priorities, and in particular, those relating to gender, fragile states, and climate change. One of the findings of this review was that ADB's approach to FCAS contributed to DFID's overall development objectives.<sup>16</sup>

International Alert (IA) likewise conducted an assessment of *Big Institutions' Engagement in FCAS*. The report following this assessment indicates that ADB possesses the institutional capacity, in the form of a peacebuilding consultant, to apply the PBT, to analyze the context in which development aid is delivered, and to monitor projects in FCASs.<sup>17</sup> IA also evaluated use of the PBT by the World Bank in Nepal and Sri Lanka.<sup>18</sup>

The increased level of donor coordination resulting from use of the PBT has strengthened the overall relationship among development partners in Nepal. This is evidenced by the fact that ADB has increasingly started attending meetings relating to peacebuilding initiatives (e.g., meetings organized by the Security/Rule of Law Group, BOGs Group, Carter Center, Ministry of Peace and Reconstruction [MOPR], RMO, International Alert). The same is true of the meetings organized by local NGOs in Nepal, as well as peacebuilding networks and specific committees, such as South Asia Partnership, Nepal; Institute for Security Policy; Center for Humanitarian Dialogue, *Shantimalika*; CARE; and International Center for Peace and Development—all of which are actively engaged in monitoring specific areas of the CPA or in sharing their experiences and resources on the issues with stakeholders. ADB sees all of these venues as opportunities for sharing information regarding the implementation approaches and issues, as well as experiences gained from use of the PBT.

Other opportunities for sharing information about the PBT and its use in peacebuilding included the meetings attended by the ADB NRM peacebuilding advisor organized by DFID and IA that related to rule-of-law assessment planning. Subsequent to these meetings, the peacebuilding advi-

<sup>16</sup> UNITAID. United Kingdom Multilateral Review Finds UNITAID Good Value for Money. [www.unitaid.eu/en/resources/news/321-united-kingdom-multilateral-review-finds-unitaid-good-value-for-money.html](http://www.unitaid.eu/en/resources/news/321-united-kingdom-multilateral-review-finds-unitaid-good-value-for-money.html) (accessed 28 October 2011).

<sup>17</sup> International Alert. Forthcoming. *Big Institutions' Engagement in FCAS*.

<sup>18</sup> International Alert. Forthcoming. *Use of PBT by World Bank in Nepal and Sri Lanka*.

sor was interviewed about her experiences in facilitating local peacebuilding capacity, access to justice, and security sector reform. Finally, under an initiative commissioned by GIZ, a team of consultants visited the ADB NRM peacebuilding advisor to discuss ideas regarding strengthening of the capacity of the MOPR. The same is true of the UN Peace Fund evaluation team that interviewed the peacebuilding advisor regarding ADB's engagement in Nepal's overall peace process, its contributions to the NPTF, and its parallel peacebuilding initiatives, including use of the PBT in analyzing Nepal's overall country context.

The NPTF is a joint mechanism of development partner assistance under which multiple development partners contribute financial and technical support to the government under an independent management system. In general, the approach of the NPTF in Nepal is considered good practice in a post-conflict context. The NPTF's management structure allows development partners to participate in project selection, monitoring, and policy guidance. Further, the UN Peace Fund provides necessary technical assistance for building NPTF's technical and managerial capacity. Though ADB is not a direct contributor to the NPTF, the peacebuilding advisor is often invited to its meetings and kept abreast of information relevant to ADB's peacebuilding efforts, particularly those associated with the local peace committees (LPCs). ADB has supported the establishment of LPCs in 75 of Nepal's districts. During these meetings, the peacebuilding advisor shares her observations on local capacity for peace based on monitoring of the LPC using the PBT.

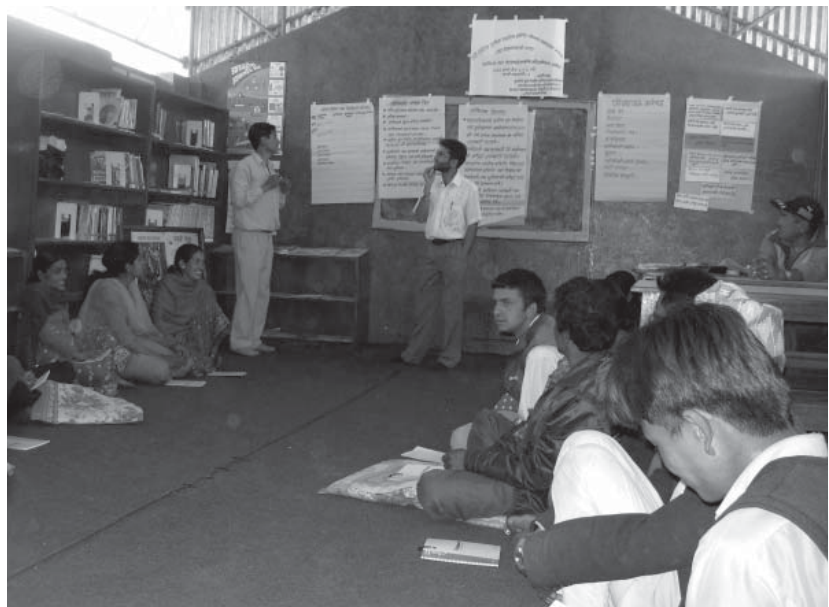
The Nepal Peace Trust Fund (NPTF) is a joint mechanism of development partner assistance under which multiple development partners contribute financial and technical support to the government under an independent management system. In general, the approach of the NPTF in Nepal is considered good practice in a post-conflict context.

Similarly, the fact that the 3RSDP includes DFID cofinancing and technical assistance provided by the Swiss Development Cooperation (SDC) means that there is close coordination among these development partners. Likewise, the fact that the LGCDP uses joint financing mechanism with government and multiple development partners (including ADB, the Canadian International Development Agency, DFID, SDC, UNDP, the Government of Denmark, and the Government of Norway) further strengthens donor coordination in peacebuilding efforts. The School Sector Reform Program, which uses a sector-wide approach to achieve its objectives, has likewise adopted common implementation. These are a few examples of donor coordination that demonstrates one of the OECD Fragile States Principles (footnote 1). The PBT is used for monitoring both the 3RSDP and the LGCDP.

Other uses of the PBT have included a joint field mission for observing the LGCDP conducted by ADB and IA. The meetings relating to this initiative used the PBT as a framework for assessing LGCDP effectiveness, an application of the PBT that IA found useful in formulating shared views

regarding peacebuilding, and in understanding which variables to monitor in assessing the success of peacebuilding initiatives.

ADB has organized workshops attended by its development partners at which information concerning the PBT and its various uses were shared. These workshops also discussed ideas and issues for mainstreaming conflict-sensitivity into government operations. These meetings were ADB's first opportunity to share the conflict-sensitive approach and the tools ADB uses for implementing it with multiple development partners simultaneously. This allowed all participating development partners to share the conflict-sensitivity approaches and tools they were using in Nepal. The workshops concluded with discussions of proposed follow-up actions, such as mapping of the approaches discussed, centralization of tools, adopting a simplified or practical version of the PBT for future use, and continuing dialogue regarding the practical way to mainstream use of the PBT into government operations.



Nepal Resident Mission

Local consultation ensures community participation and local acceptance, which ultimately creates an environment for project ownership and sustainability

## Chapter 5: Conclusions and Recommendations

Discussion of approaches for strengthening government ownership of the PBT and mainstreaming it into government operations is underway. One of the outputs of these preliminary discussions is the possibility of integrating peacebuilding sensitization training into the curriculum of the Nepal Administrative Staff College (NASC). NASC's leadership has expressed its commitment to integrate peacebuilding into NASC's standard curriculum. This is important because the UNDP has selected NASC as its key counterpart for its peacebuilding initiative in Nepal. There is thus institutional willingness, a commitment by leadership, and requisite development partner collaboration for pursuing this goal. While reform of many of NASC's aspects is currently underway, it is actively considering this opportunity for collaborating with the development community. In this regard, NASC's senior management has proposed key initiatives that include needs assessment, development of curriculum and a training manual, and training of trainers or facilitators. Implementation of these proposals will create scope for working with NASC through the NPTF, which means that the MOPR will likely also take part in this initiative during subsequent phases.

Publication of a PBT users' guide or tool kit would be a valuable resource for ADB NRM for assisting PPTA teams and project administration staff in designing, monitoring, and completing PBT matrix that relate to particular projects, thereby improving project design and implementation. For this reason, a PBT users' guide or tool kit will be prepared under the upcoming phase of ADB's technical assistance on FCAS. Since sharing the PBT through ADB's website has led to wider dissemination, English and Nepali versions of the tool will be made accessible on the ADB website.

Experience has shown that development partner coordination has been useful in achieving aid effectiveness through use of the PBT. The upcoming phase of the technical assistance referred to above will therefore use coordination of this type to accomplish a shared vision regarding use of the PBT in the peacebuilding process. Future efforts in this regard will likely include additional joint missions, sharing of experiences in peacebuilding, workshops on peacebuilding issues, joint training sessions, and sharing of results of analyses and assessments. Familiarization of ADB NRM staff with conflict sensitivity tools, such as the PBT, will continue through formal training as well as other means that include individual meetings, orientations, site visits pertaining to use of the PBT, and sessions at which pragmatic tips for using the PBT to its best advantage will be shared.

Finally, conducting peace audits of ADB programs and using their results in subsequent ADB country partnership strategies for Nepal can be planned for future direction. These peace audits are expected to result in a composite picture of where ADB NRM stands in relation to applying the principles for good international engagement in FCASs. The peace audits will likewise inform the extent to which the field office has used the PBT to increase understanding of Nepal's overall social context, and to address a number of

Publication of a PBT users' guide or tool kit would be a valuable resource for ADB NRM for assisting PPTA teams and project administration staff in designing, monitoring, and completing PBT matrix that relates to particular projects, thereby improving project design and implementation.



Leadership training for beneficiary groups and project management committee helps strengthen community capacity in the long run

questions that directly relate to ADB’s peacebuilding efforts in Nepal. Examples of such questions include the following:

- To what extent are conflict, analysis of governance, and the principle of “doing no harm” being incorporated into ADB interventions?
- Do these interventions support legitimacy and accountability?
- Are indigenous or underprivileged groups being served?
- Are the root causes of conflict being addressed?
- What are the means used for balancing security and development objectives?
- Are programs and projects addressing local needs, or does their planning reflect government priorities?
- To what extent does the monitoring process help ADB NRM maintain flexibility?
- To what extent has ADB been able to demonstrate field presence in the development community in Nepal?
- What has been the impact of development partner coordination in achieving aid effectiveness?

# Appendix: Peacebuilding Tool for Project Design, Implementation, and Monitoring

The peacebuilding tool (PBT), formerly called the peace filter, was developed jointly with the United Kingdom's Department for International Development and the World Bank. The purpose of the PBT is to support the conflict- and post-conflict-sensitive approach adopted by ADB's country partnership strategy (CPS) for Nepal. The PBT is an analytical tool used for helping project team leaders and social experts identify potential project risks linked to social conflicts, and to develop adequate mitigation measures for addressing those risks. It should not be a substitute for, but rather help structure, the project's conflict-sensitive analysis which was already mandatory under ADB's Country Strategy and Program for Nepal, 2005–2009. The PBT is a matrix of questions that helps focus the conflict assessment to be carried out in formulating projects in conflict-affected areas. It does this by suggesting areas in which the potential for social conflict may either exist or develop. The tool also facilitates identification of opportunities for building peace and social cohesion through implementation of the project under consideration. Since not all questions contained in the PBT matrix may be relevant to the project in question (for example, the questions relating to socio-economic issues), not all of them need to be answered. However, persons using the matrix are encouraged to obtain responses to as many of the questions in the PBT matrix as possible. This is because comprehensive conflict analysis ultimately ensures that ADB projects support bringing about an end to social tensions and successful conclusion of the peace process, or at the very least, upholding the principle of “doing no harm.”

The PBT is a flexible, evolving instrument for analyzing projects and other development initiatives. The best results from its use are obtained by first completing the matrix during PPTA fact-finding, with its content then being revised during PPTA implementation. Further, in the case of development initiatives for which an existing conflict poses significant risks to achieving stated objectives, use of the PBT is meant to be complemented by a more extensive conflict-sensitive approach formulated during PPTA implementation and finalized during the design stage of project preparation. Following project approval, the PBT can be used to guide project review missions in assessing whether or not the measures for mitigating project risks earlier identified are being properly implemented. The PBT matrix is thus meant to be updated and revised as appropriate during the course of project implementation.

During PPTA fact-finding, the answers to the questions comprising the initial matrix can be used to guide the project team leader in determining whether or not the services of a social or conflict specialist are required for addressing the project risks identified. Assistance in completing the matrix and in developing the broader conflict-sensitive analysis and approach are likewise provided for under RETA 7269: Supporting ADB's Engagement in Fragile Situations, which included specific support for Nepal.

**PEACEBUILDING TOOL:  
MATRIX OF PROJECT RISKS RESULTING FROM SOCIAL CONFLICT AND PEACEBUILDING OPPORTUNITIES**

	Questions	Risks to Project Associated with Social Conflict	Possible Peacebuilding Opportunities	Recommended Adjustments to Project
Post-Conflict Environment	What have been the major impacts of insurgency in the project area?			
	What are the conflict's current trends? Are new conflicts emerging?			
	What are the structural causes (root causes) of conflict in the project area?			
	Does the project respond to the development priorities of local communities?			
	What does the community regard as its post-conflict rehabilitation and reconstruction needs?			
Formal Decision-Making and Implementation Structures	<b>Distribution of Power or Control</b>			
	How representative, transparent, and accountable are the current formal local and central decision-making structures? Provide examples.			
	How will the project affect existing formal political structures and decision-making processes?			
	What formal peace structures (e.g., local peace committees, community mediation) are currently operating? How will the project interact with these structures during implementation?			
	<b>Local Acceptance</b>			
	How does the project ensure that hiring practices are regarded as equitable?			
	How does the project structure ensure transparent decision making and actions in project implementation?			
	What steps have been taken to ensure that stakeholders accept the proposed approach to project implementation?			
	How does the project ensure that selection of direct beneficiaries (i.e., individuals, user groups, geographic areas or regions) is regarded as transparent, equitable, and inclusive?			
	How does the project ensure that selection of indirect beneficiaries (e.g., government agencies, project implementation units, the private sector, NGOs) is regarded as transparent and equitable?			

Questions	Risks to Project Associated with Social Conflict	Possible Peacebuilding Opportunities	Recommended Adjustments to Project
<b>Social Capital</b>			
How will the project impact existing collaboration among social groups?			
<b>Traditional Institutions</b>			
Are there local or traditional structures, authorities, or institutions in place that perform decision-making or conflict management roles? How will the project interact with these entities?			
<b>Participation of Interest Groups</b>			
Does the project impact vested interest groups (i.e., traditional authorities, political parties, business interests, state actors)? If so, how?			
<b>Intergroup Relations</b>			
What are the types of social tensions currently present in the project area?			
What are the existing social tensions in the project area?			
How might the project impact these tensions?			
What are the various ways the project might affect the relationship between the various groups present in the project area?			
<b>How will the project affect differential access to, and competition over any of the following:</b>			
Education?			
Health?			
Employment?			
Natural resources?			
Productive resources?			
Land, housing, or property?			
What is the potential for unintended groups (e.g., local elites, business interests, political actors, the “conflict economy”) to capture project benefits or inputs?			

Informal Peace-building Structures

Social Issues

Socioeconomic Issues



Questions	Risks to Project Associated with Social Conflict	Possible Peacebuilding Opportunities	Recommended Adjustments to Project
<p>How does the project affect existing linkages, divisions, and/or competition?</p>			
<p>Within regions?</p>			
<p>With adjoining regions?</p>			
<p>Between rural and urban or semiurban areas?</p>			
<p>With international neighbors?</p>			
<p>Does the project support specific conflict-affected groups or geographic areas? If yes, indicate which groups and describe how the project supports these groups.</p>			
<p>Is the security of women and children an issue that should be addressed by project implementation? In which dimension (e.g., human trafficking, abduction, access to food, forced labor)?</p>			
<p>Is the project area stable in the sense that there is absence of social conflict? Is security within the project area managed appropriately? What aspects of security management within the project area support successful project implementation?</p>			
<p>Is the security environment favorable for internally displaced persons to return home if they choose to do so? Describe which aspects of the security environment favor the return of internally displaced persons.</p>			
<p>How does the project directly or indirectly impact local security (e.g., through improved access to facilities, through changes in the security environment)?</p>			
<p>How might the current security situation help or hinder project implementation (e.g., staff safety, possibility of abduction, extortion, threats to personal safety)?</p>			

## **A Peacebuilding Tool for a Conflict-Sensitive Approach to Development**

A pilot initiative in Nepal

The Asian Development Bank (ADB) works with a number of developing member countries facing fragile and conflict-affected situations—circumstances that complicate economic development, and might include domestic or international conflict, ethnic tensions, vulnerability to natural disasters, or a confluence of these factors.

ADB piloted the peacebuilding tool in Nepal as a conflict-sensitive approach, a key to effective and safe implementation of projects in the country's post-conflict context. The peacebuilding tool is an analytical tool for assisting project team leaders and social experts in understanding the local context, and in identifying potential risks to implementation of development projects that are linked to social conflicts, as well as in formulating mitigation measures for addressing these risks.

### **About the Asian Development Bank**

ADB's vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries reduce poverty and improve the quality of life of their people. Despite the region's many successes, it remains home to two-thirds of the world's poor: 1.8 billion people who live on less than \$2 a day, with 903 million struggling on less than \$1.25 a day. ADB is committed to reducing poverty through inclusive economic growth, environmentally sustainable growth, and regional integration.

Based in Manila, ADB is owned by 67 members, including 48 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.

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