

CONFLICT SENSITIVITY TOOLKIT

A Resource for Trócaire Staff



Acknowledgements

This toolkit was researched and authored by Patty Abozaglo with support from colleagues in the Governance and Human Rights team.

In addition to the many Trócaire staff in headquarters and the regions who contributed case studies, comments and advice, particular thanks also go to:

Michael Comerford, Assistant Regional Manager for HEARO, who was supportive throughout the process of developing this toolkit. His constructive comments and valuable suggestions were encouraging and useful in completing this task.

Deirdre Ní Cheallaigh, who was at the time in the Gender and HIV Team, for her enthusiasm and contribution on Gender, Peace and Conflict.

Seamus Farrell, as an external reader, for his encouragement, pertinent comments and suggestions for the toolkit.

Paul Braithwaite, who undertook a detailed final proof and edit to update the toolkit to the 2011 organisational context.

Cover Photo: Liberian women involved in the 'Mass Action for Peace' campaign in 2003. This movement played a significant role in pushing for an end to the country's civil war with the support of organisations such as Trócaire partner the Women in Peacebuilding Network.

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Introduction

“Development is not only affected by conflict – it often has an effect on conflict too”

Safer World et al, May 2008

Violent conflict is a characteristic of countries where Trócaire works. It occurs in different forms, at individual, communal, regional, national and international levels. It affects the lives of millions of people. Intense political tensions create serious fragmentation and polarisation of societies and can result in violence. All these situations affect development processes and programmes, and can be an important factor in shaping the role Trócaire plays in the countries where it operates. In addition, development programmes can have an impact on conflict situations where violence occurs; they can reduce the levels of violence and promote peace but they could also aggravate conflict and have the reverse effect to what was initially anticipated.

In 2008, the Peace-Building Discussion Paper highlighted recommendations made by field and HQ staff, which emphasised the need for incorporating a Conflict-Sensitive Approach (CSA) into Trócaire’s programmes in order to be better equipped to operate in conflict scenarios and to implement effective programmes. Several regions have highlighted the importance of having the necessary tools to carry out thorough analysis in order to make informed decisions and to ensure that Trócaire’s programmes are not exacerbating conflict, but are promoting peace.

This commitment to incorporating conflict sensitivity has been reinforced through the Governance and Human Rights Policy and Strategy, in particular outcome four which states:

- Trócaire programmes and partners promote peace and contribute to reduced levels of destructive and violent conflict in target areas

As such, Trócaire is committed to integrating a Conflict Sensitive Approach across all of its Governance and Human Rights work. Whilst it is recognised that this will have more relevance and will necessitate more resources in some countries than others, each GHR programme must nevertheless be underpinned by some degree of conflict analysis. This toolkit provides practical advice and tools for Programme Officers and others seeking to undertake conflict analysis and to use the findings to ensure programmes are designed and implemented in the most conflict sensitive manner possible.

Whilst the toolkit is primarily directed at GHR staff, conflict sensitivity is equally relevant to other thematic areas of Trócaire’s work and the approach and tools outlined herein are applicable more broadly.

What Is the Purpose of this Toolkit?

This toolkit addresses the need of Trócaire staff to have tools that facilitate their work in conflict scenarios, making sure that:

- Trócaire staff are aware of the conflict dynamics in the context where their programmes are implemented.
- Trócaire staff understand how conflict affects their programmes.
- Trócaire staff understand how their programmes affect the conflict dynamics in the country or region where they are implemented.
- Trócaire's programmes are not intensifying or creating conflict.
- Trócaire's programmes are playing a part in promoting peace.

This toolkit offers an opportunity to enhance Trócaire's work through:

- **Systematising Conflict Analysis:** This toolkit will provide Programme Officers (POs) and others with the necessary tools to assess the context where programmes are implemented, gaining a deeper understanding of the conflict dynamics in places where Trócaire operates. This analysis will be useful for identifying, together with partners, how programmes and projects may interact with these conflict dynamics both positively and negatively.
- **Ensuring Programmes and Projects are Conflict Sensitive:** The toolkit will assist POs and partners to act on the findings of their conflict analysis through adapting programme and project design to render them more conflict sensitive. This can help enhance Trócaire's relationship with partners by discussing core issues about their projects/programmes and the context where they occur.
- **Conflict-Sensitive Monitoring and Evaluation :** The toolkit will assist POs and partners to identify and use indicators in order to monitor both the conflict context and the interactions between that context and their work. Such monitoring will provide essential information about whether Trócaire's GHR programmes are effectively promoting peace and enable ongoing programme and project adaptation as necessary.

Contents of the Toolkit

This toolkit comprises four parts which include lessons learned and case studies from Trócaire's experience in recent years.

Part One: Key Conflict Concepts and Issues

This section explores the most common terms found when working in conflict scenarios. It aims to provide clarity around key concepts such as conflict and post-conflict, peacebuilding, conflict sensitivity, conflict resolution, conflict prevention and conflict transformation. It also outlines key issues that intersect with the concept of conflict and the approaches to dealing with it, such as gender and trauma.

Part Two: Conflict-Sensitive Approaches (CSA) to Development

This section describes the Conflict-Sensitive Approach, including conflict analysis, and includes practical tools to carry this out.

Part Three: Integrating Conflict Sensitivity in Trócaire Programmes

This section focuses on how CSA can be integrated into Trócaire's programmes and suggests possible entry points based on examples from the various Field Offices.

How to Use this Toolkit

As reading material: Working as a PO presents many challenges, one of which is finding reading time. This material should allow POs to introduce themselves to conflict/peace issues in a simple and user-friendly manner.

As a resource for enriching programme, national or regional context analysis: Making sure that country programmes and strategies do not overlook the conflict dynamics at national and regional levels and that this analysis is incorporated in the various stages of implementation of programmes and projects.

When working with partners: CSA offers tools to enrich partners' discussions on context analysis and also provides an opportunity to have a much more comprehensive political analysis of the context within which their projects are implemented.

PART ONE: Key Conflict Concepts and Issues



Rebhi Hosen standing in front of his olive grove in the West Bank, Occupied Palestinian Territory. Many olive trees were destroyed by Israeli settlers. The small saplings have been replanted with support from Trócaire's Global Gift campaign.

This section explores the most common concepts found when working in conflict scenarios. It aims to provide clarity on key terms and approaches to dealing with conflict including post-conflict, peacebuilding, conflict sensitivity, conflict resolution, conflict prevention and conflict transformation. It also outlines key issues that intersect with the concept of conflict and the approaches to dealing with it, such as gender and trauma. This section includes case studies and lessons learned from Trócaire's experience in recent years.

1. Understanding Conflict and Post-Conflict

For Trócaire, the word 'conflict' is usually used in reference to countries where there is politically motivated violence, internally or internationally, and where several parties (e.g. states, communities, political parties or groups) are involved in acting out their disagreement using violence. In these situations, the non-combatant population is affected either by killings, evictions, gender-based violence (GBV) or other human rights abuses. In Trócaire, the concept of **structural violence** is used to refer to violence caused by poverty, inequality and exclusion of sections of the population. Dealing with violent conflict needs to take into consideration a variety of issues: power imbalances, cultural diversity, values and beliefs.

The private sector is a key non-state actor in many conflict situations and can play both a positive and negative role. In a number of countries where Trócaire works, the actions of multinational corporations involved in the extractives industry have exacerbated conflict situations.¹ These issues will not be discussed in detail in this toolkit but it is important to take them into consideration when designing new programmes and planning, implementing and assessing development programmes/projects in countries where Trócaire operates.

1.1 Conflict

Conflict "put simply, is a difference that matters. It may happen between two people, or between or among groups over any number of ideas, needs, goals or approaches. [...] Harmony is in contrast the simultaneous existence of differences."² Conflict is normal; it is inevitable and has a meaning. Conflict has a positive side and can be perceived as an opportunity for creativity and the empowerment of those involved – it all depends on how it is handled. Conflict inspires certain behaviours and feelings and, depending on how these are expressed, it can be used positively or negatively. Conflict is like the tip of the iceberg; it is the perceptible realisation of underlying issues, as regard to needs, interests or positions³. Once they become apparent, it is possible to address them and deal with them. The problem is that if violence is the method chosen by the parties involved to exercise power and therefore resolve the conflict, it can spread and cause damage, loss, grief and human rights abuses to other members of a community or nation. It is in these latter scenarios where Trócaire mostly operates.

¹ See *Trócaire Business and Human Rights Advocacy Manual* (2010), Trócaire, Ireland.

² Lorgan, Miriam (2008), *The Art of Easing Conflict*, Original Writing Ltd, Dublin.

³ In classical conflict resolution thinking distinction is made between conflict actors' position (the solution presented by an actor irrespective of the interests and goals of others); interests (the underlying motivations of an actor); and needs (their most basic human needs and values) – using this typology, seemingly irreconcilable positions can be set aside in favour of shared interests where all parties gain something from the outcome.

Conflict can also be defined as the “result of parties disagreeing, e.g. about the distribution of material or symbolic resources and acting on the basis of these perceived incompatibilities.”⁴ Violent conflict can be described as a resort to psychological or physical force to resolve disagreement. Research points out that most conflicts today are sub-national. They are frequently caused by the inability or the unwillingness of governments to ensure that there is recognition of equity, exemplified through structural, political and economic issues that serve all communities equally, especially in cases where ethnic diversity can be a source of violence and tension.

1.2 Post-Conflict

‘Post-conflict’ is also a term used in Trócaire’s country profiles for cases where countries have gone from acute conflict/war through formal peace processes and peace agreements. Sometimes conflict ends after the intervention of outside forces. In these cases, political agreement may be quite clandestine.

Post-conflict can be defined as the period when hostilities have subsided to the level where some of the displaced people have begun to return.⁵ As such, this definition encompasses a wide range of post-conflict scenarios ranging from continued low-intensity conflict, to a fragile peace, to a settled conflict. Deep trauma of individuals and communities is one of the most serious legacies in post-war societies along with the militarisation of social life, politics and economy. This is why some research⁶ rejects the term post-conflict and refers instead to a post-agreement stage, maintaining that conflicts do not end but change from a period of violence into politics, where parties involved are able to use more peaceful means to resolve their differences.

2. Working for Both Justice and Peace

Trócaire’s mission statement commits the organisation to work not only for justice but also for peace. The recently adopted Governance & Human Rights Policy & Strategy seeks to clarify the organisation’s interpretation of these two terms and resolve some of the perceived tension between approaches that work primarily towards one or other of these goals.

“[Justice and peace] have at times, in particular contexts⁷, been considered mutually exclusive goals. However, true justice is unattainable in a situation of ongoing insecurity and violence, especially where the destructive relationship between conflicting parties is not addressed. Correspondingly, true peace is unattainable where the injustice that is at the root of conflict persists. Such a situation can be termed a ‘negative’ peace in that it simply equates to the absence of violence. In other words, it is conflict management as opposed to conflict resolution or transformation. It is therefore a long-term, sustainable and just peace (a ‘positive’ peace) which Trócaire seeks to achieve through its work. Such an understanding renders justice and peace as complementary, not alternative, goals.

⁴ Safer World, Africa Peace Forum, Centre for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert (2004) *Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding. A Resource Pack*. UK, Chapter 3, page 3. See Annex 1 for more information.

⁵ Fischer, M (2004) *Recovering from Violent conflict: Regeneration and (RE-) Integration as elements of peacebuilding*. Berghoff Research Centre. Available online at <http://tinyurl.com/yg3hmlj> (accessed 10th October 2011).

⁶ Ibid

⁷ For example where aspects of legal justice are dispensed with in favour of a political settlement to a conflict.

Trócaire recognises that in order to achieve such a just peace, conflict (in the non-violent sense) is necessary. Conflict can be positive insofar as it is an essential stage in achieving social change, whereby oppressed and marginalised people demand accountability and justice from those in power. Nevertheless, all such conflict has the potential to become destructive and violent, and it is this type of conflict that Trócaire seeks to help prevent, mitigate and where possible resolve.”⁸

3. Causes of Conflict⁹

Identifying the causes of potential and existing conflict is as important as finding out the factors which contribute to peace. Therefore, conflict causes are defined as those factors which contribute to people’s grievances such as:

- **Structural Causes:** These are pervasive factors that have become built into the policies, structures and fabric of a society and may create the pre-conditions for violent conflict such as poverty, inequality, exclusion and discrimination. Systematic human rights abuses can be both a cause and a consequence of violent conflict.
- **Proximate causes:** These refer to factors contributing to a climate conducive to violent conflict or its further escalation, sometimes apparently symptomatic of a deeper problem (e.g. crime/violence committed by gangs, drugs trade).
- **Triggers:** These could be single key acts, events, or their anticipation that will set off or escalate violent conflict. Environmental factors are increasingly relevant, with conflict emerging as a serious adverse consequence of climate change. Other examples could be the spread of HIV/AIDS and also elections, which can exacerbate conflict.

Conflict is multi-dimensional and multi-causal. For this reason, it is recommended that links and synergies are established between causes and factors in order to identify potential areas for intervention and further prioritise them.

4. Types of Conflict¹⁰

Working in conflict scenarios can mean the combination of a variety of factors. In Trócaire, conflict usually refers to violent or armed conflict, or politically motivated conflict, but not all conflict is violent.

- **Violent Militarised:** Involves the use of military interventions/military personnel (governmental, non-governmental, anti-governmental), e.g. government-rebel clashes.
- **Non-Militarised:** Conflicts that are violent but not necessarily militarised. For example, random or organised crime, confrontations between extractive companies and protestors; land grabbing, social cleansing, domestic violence and tribal or communal violence are all examples of non-militarised conflict.

⁸ Trócaire (2011), *Trócaire Governance & Human Rights Policy & Strategy*, Trócaire, Ireland

⁹ Safer World, Africa Peace Forum, Centre for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert (2004) *Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding. A Resource Pack*. UK, Chapter 3, page 3. See Annex 1 for more information.

¹⁰ Bush, Kenneth (2009), “*Aid for Peace*” *A Handbook for Applying Peace & Conflict Impact Assessment (PCIA) to PEACE III Projects*. International Conflict Research Institute (INCORE), University of Ulster. See Annex 1 for more information.

- **Non-Violent:** Conflict that is not overtly violent or is not yet violent but could be in the future under particular conditions, e.g. political party conflicts, political tensions between government and sections of civil society that disagree with government policies. For example, in Latin American countries such as El Salvador, Nicaragua and Bolivia, strong political disagreements between sectors of society (non-violent conflicts) have evolved into violent situations, such as civil unrest or violent military responses from security forces, affecting CSOs who have suffered from attacks, threats and intimidation.

■ Lessons Learned: Mapping Conflict from the beginning

Designing and implementing programmes/projects requires a deep understanding of the context where they are or will be implemented. Not doing so can affect programme implementation and even exacerbate conflict. Years ago, Global Gift was implemented in Colombia, one of Trócaire's priority countries. The gift was intended to support internally displaced women in an area of ongoing politically motivated violence. The partner was very happy with the project as it was foreseen it would help people to improve the quality of their lives. However, after months of implementation, the partner realised that conflict had arisen from the distribution of the gift. Those who hadn't received the gift were unhappy and beneficiaries suffered attacks and intimidation. In one particular case, where a conflict between neighbours was evident, the armed groups controlling that particular area were called to 'resolve' the conflict using violent methods. What was meant to solve problems and improve people's lives had had the opposite effect.

In this particular situation, the lesson learned was that sometimes having the best intentions, and even taking all the precautions to run a programme effectively, is not enough. The culture of violence is the one that target groups are familiar with and they continue to use this to resolve conflict in their communities. This does not change overnight, but the agency and partners can work together to reflect on this in order to prevent causing harm and maximise the opportunities to change patterns of violence.

Adopting a Conflict-Sensitive Approach can help Trócaire staff and partners to prevent and reduce levels of conflict when implementing programmes/projects. Conflict analysis is the first step in doing this. These are some questions and exercises that can help POs when conducting context analysis to initiate this exploration:

- 1) Identify conflict situations, or situations which have the potential to become conflictual, in the context where the project is or will be taking place. List these conflicts from the most significant to the least significant. Decide how relevant they are to the work that you and/or partners do.
- 2) Reflect on how the conflicts identified could affect the implementation of the programme.
- 3) Reflect on how the programme could affect the dynamic of these conflicts. Would it make the situation better or worse? Could the activities of the programme create more tensions and exacerbate conflict?
- 4) Make the relevant decisions in order to address these issues and reduce conflict levels.

See Part Two for more tips and tools for conflict analysis.

5. Negative and Positive Peace¹¹

These are two accepted concepts that highlight two very different approaches to dealing with conflict and achieving peace. Peace does not mean the total absence of any conflict; it means the absence of violence in all forms and the unfolding of conflict in a constructive way. Peace therefore exists where people are interacting non-violently and are managing their conflict positively – with respectful attention to the legitimate needs and interests of all concerned.

Negative peace is associated with the absence of violence. A ceasefire is an example of negative peace, where violence has stopped but the underlying causes of conflict have not been addressed. **Positive peace** is more productive and is related to the restoration of relationships, the creation of social systems that serve the needs of the whole population and the constructive resolution of conflict. In this case, the root causes of the conflict are addressed.

6. Gender, Peace and Conflict

Today, with some form of conflict in every region in which Trócaire works, and with 42 million people uprooted by conflict worldwide, it is widely recognised that development and security issues have become inextricably linked. Underdevelopment increases instability and conflict while war devastates the gains of development.

Armed conflict and peace processes often impact differently upon women and men. Men and boys are extremely vulnerable to forced conscription, abduction as child soldiers and the loss of traditional roles due to displacement. While women are, at times, among those who perpetrate conflict, far more often they are among those who suffer the greatest harm. Women in conflict situations are particularly vulnerable to sexual violence, especially rape, forced prostitution, and sexual slavery – practices that in turn greatly increase their vulnerability to HIV. The roles of men and women can also change considerably during armed conflict as women take up new roles to maintain livelihoods, protect their families, and take part in conflict as combatants. They can also become ex-combatants and campaign for peace.¹²

Despite their efforts towards bringing about an end to conflict, the role of women in peace-making, conflict prevention and peace activism can often go unnoticed and take place on the margins of formal peace and reconstruction processes.¹³ In recent years, it has been recognised that this not only contravenes the right of women to participate in decisions that affect their lives but that, for a sustainable peace to take hold, women must take an equal role in shaping it. Their perspectives and experiences are critical for stability, inclusive governance and sustainable development.

Post-conflict reform of political institutions provides an important opportunity to increase the political participation and representation of women in decision-making. It also provides a chance to strengthen gender justice through the formulation of laws, judicial systems and political processes that uphold women's equality. It is crucial that the opportunities presented by changing gender roles and reform processes are not lost in post-conflict peace and recovery processes.

¹¹ Dijkema Claske (2007) based on Johan Galtung's writing. Available online at <http://www.irenees.net/en/fiches/notions/fiche-notions-186.html> (accessed 10th October 2011)

¹² For more information on this topic see Trócaire's Humanitarian Protection Strategy (2009) available for staff at <http://tinyurl.com/3gggyw3> or on request from Trócaire.

¹³ Examples include Women in Peacebuilding Network Liberia (WIPNET) in Liberia and the Women's Coalition in Northern Ireland.

6.1 Four Inter-Linkages between Women's Political Participation and Peace-Building

Firstly, a lack of women's participation and roles in formal peacebuilding processes and activities is a reflection of the persistence of gender inequalities and lack of gender awareness among the formal peace agents.¹⁴

Secondly, the stark under-representation of women in politics in so many countries can be seen to contravene principles of participation, justice and inclusion – all of which are important for long-term peacebuilding.

Thirdly, through their different experiences, women can bring alternative approaches and points of view to policy-making and, furthermore, their presence makes the whole system more complete in its representation of the general population.

Fourth, it has been argued that a female approach and increased diversity in the political sphere can change the way politics is conducted for the better.¹⁵

6.2 Four Resolutions that Deal with the Issue of Women, Peace and Security

In 2000, the UN Security Council reaffirmed the essential role that women play in peacebuilding in its historic Resolution 1325 on Women, Peace and Security. UNIFEM provided insights and information to the UN member states that drafted the resolution. Its wide-ranging provisions call for women's full participation in all aspects of peacebuilding, from negotiations to post-war reconstruction.

Resolution 1820, adopted in June 2008, deals with the prevention of and response to sexual violence and its implications for the maintenance of peace and security in situations of armed conflict or post-conflict situations.

Resolution 1888, adopted on September 30th 2009, increased the commitment to Resolution 1820 and advanced its implementation. It also provided for the appointment of a Special Representative of the Secretary General on Sexual Violence in Conflict.

Resolution 1889, adopted on October 5th 2009, re-affirms and builds on Resolution 1325. Importantly, it commits the Security Council to developing global indicators to track and monitor the implementation of 1325.

¹⁴ UNDP Thematic Assessment (2004) *Women and Peace-Building Central Sulawesi and North Maluku*. Available online at: <http://tinyurl.com/3dztqdh> (accessed 10th October 2011).

¹⁵ Minna Lyytikäinen (2009), *Building Inclusive Post-Conflict Governance*. Available at: <http://tinyurl.com/3t4hbnw> (accessed 10th October 2011).

Resource: Photo Exhibition, 'Peace Women', as a Tool for Reflecting on Peace-Building and Women's Participation in Peace-Making

The role of women in peace-making, conflict prevention and peace activism can often go unnoticed and undervalued and take place on the margins of formal processes. These efforts, which are often undertaken with a considerable amount of personal risk, have often acted as catalysts and turning points in peace negotiations when they have otherwise looked ready to fail. The exhibited photos and their accompanying stories profile a number of remarkable women and women's peace movements that have made significant contributions towards peace. We encourage staff to include their own photographs of local 'peace women' in their areas¹⁶.

7. Trauma

Armed conflict and its aftermath impose an enormous burden of psychological and social suffering on affected populations. In Trócaire, there is a recognition that working in conflict environments affects people's lives and people's psyches. Trauma affects not only partners and beneficiaries but also Trócaire staff living in those environments. Therefore, trauma has an impact at both personal and societal levels. Over the years, Trócaire has supported efforts to address the psychosocial effect of conflict. Some programmes have been more successful than others. Trauma counselling (e.g. Rwanda) and, more recently, trauma healing (e.g. Rwanda, Burundi, East Timor and Sierra Leone) are two examples of how partners have worked to address this issue.

Post-traumatic stress disorder (PTSD) has serious consequences in people's bodies and people's lives. The consequences of a traumatic event can include depression, fatalism, hopelessness, grief, anxiety, overwhelming fear, paralysis, indecision, sleeplessness, emotional pain or loss of interest in life. Specialised treatment may be required in addressing these issues. It is important to recognise that, at a broader level, unhealed traumas may contribute to ongoing cycles of violence and thwart peacebuilding efforts. Therefore, working in development includes addressing and dealing with trauma. Trócaire supports various efforts to deal with trauma. One example of this is a project to raise awareness of trauma in East Timor, PRADET. This project incorporates practices of the Capacitar International programme.

Approaches such as trauma counselling have been criticised for being limited to a medical focus, and neither culturally grounded nor affordable. There are also issues around initial trauma assessments not being followed up and a lack of professionals to deal with trauma, though many will say that they are qualified in this area. Because of this, efforts have been made to find new approaches, moving beyond exclusively medical interventions to ones which are more contextualised and culturally grounded, and which foster community integration and rebuilding the social fabric damaged by the conflict situation. This search for ways of addressing the consequences of trauma that are focused on social justice and human rights, brings connectedness to communities and helps them in their mobilisation processes. The case study overleaf is an example of this new approach.

¹⁶ Photo exhibition available on request from Trócaire Governance & Human Rights Unit

■ **Lessons Learned: Dealing with Trauma in Vulnerable Communities¹⁷**

Capacitar International is an international network based in the United States of America. Since its foundation 20 years ago, Capacitar – Spanish for ‘empower’ – has reached more than 30 countries worldwide, assisting victims of trauma caused by violent conflict/post-conflict or natural disasters. Capacitar uses a variety of alternative methods to address the symptoms of post-traumatic stress disorder (PTSD). Their methods include gentle body movement, tapping techniques, deep breathing, visualisation and relaxation. Tai Chi, acupuncture, massage, dance and music are also part of the Capacitar programme.

These methods have proven to be effective in dealing with individual symptoms but also in helping to rebuild the social fabric of a community using a grassroots approach, with culturally grounded and affordable practices which are complementary or alternative to psychological approaches. Paulo Freire’s methodology has inspired Capacitar practices, making them easily transferable and accessible to people. Trócaire has supported local Capacitar International programmes in Sri Lanka, Rwanda, DRC, Sierra Leone, Uganda, Nigeria and Burundi. Additionally, Trócaire has supported Capacitar International as a Strategic Interest Partner. This initiative demonstrates the impact the programme is having at a global level. Trócaire has also used Capacitar’s practices in Rwanda to enhance the programme approach and it has been incorporated into the Governance and Human Rights Team’s programme support activities in the field, in locations such as East Timor, Burma and Cambodia. At an organisational level, Capacitar practices have been used to motivate and open a creative space for campaigns, and to foster wellbeing and a better working environment in the organisation.

The lesson learned in this particular case is that acknowledging the trauma dimension in Trócaire’s work is essential when supporting/implementing development programmes/projects. Behind these programmes/projects, there are people who have suffered from the hardship of violent conflict/post-conflict who, in many cases, have suffered loss and grief and may be suffering from post-traumatic stress disorder when working or caring for others. Simple tools, such as the Capacitar programme, that are culturally grounded and easy to transfer, can help to address this dimension with a bottom-up approach in a compassionate and respectful manner.

Trócaire staff may also be affected by the effects of trauma in countries where Trócaire operates. Various trauma tools help to assess and address these situations. These are some questions that can help staff to become aware of the effects of trauma in their work:

- 1) Are we aware that Trócaire’s stakeholders in conflict, post-conflict/emergency environments are suffering from the effect of trauma in the countries where we work? How do we know?
- 2) Are we able to recognise trauma symptoms in ourselves or others? How do we deal with them?
- 3) In our work, what can Trócaire do when working with traumatised communities? How does Trócaire care for staff working in conflict settings?
- 4) When identifying coping strategies for staff, should this be considered at a personal level? When working with traumatised communities?
- 5) How do we know that a partner or a project is effective in addressing the psycho-social effects of armed conflict?

¹⁷ See Annex 1 for useful Capacitar Resources for trauma healing.

8. Approaches to Dealing with Conflict

Understanding approaches to dealing with conflict can be very useful as these can be employed when designing and implementing development programmes. Based on lessons learned from the Irish peace process, three main approaches have been identified. Additionally, conflict prevention is considered an approach that is necessary at all stages of conflict.¹⁸



Figure: The three main approaches to dealing with conflict, based on the experience of Glencree Centre for Peace and Reconciliation¹⁹

8.1 Conflict Management

This is considered a pre-negotiation stage. In this phase, acute conflict is ongoing. Opportunities for negotiation are not envisaged yet but conditions may be ripe for a ceasefire. This approach suggests that it is time to prepare for future negotiations and to equip civil society actors on mediation and facilitation skills so they are able to sit at the negotiation table. This is also an important phase to identify windows of opportunity; to look for allies, connectors or actors who can favourably influence a peace process using a bottom-up approach.

¹⁸ For more information on approaches to deal with conflict, see the Berghof Centre website: www.berghof-center.org

¹⁹ Source: used by Geoffrey Corry of Glencree during conflict management training held with partners in Colombia in 2004. Website: <http://www.glencree.ie>

Case Studies: Conflict Management in Trócaire's Experience

Trócaire's partners from **Colombia** were exposed to the Irish peace process through visits to the Republic of Ireland and Northern Ireland. The first Colombia partners' visit, held in 2003, identified the need for skills to deal with conflict in a peaceful manner. Conflict management training for partners took place in Colombia for two subsequent years as a way to contribute to changing patterns of violence and to create a culture of peace by using peaceful means to resolve conflict. Partners learned about inclusion, and specific skills to deal with conflict using mediation and facilitation. These initiatives helped partners to become more aware of new approaches that were useful to re-thinking their own strategies. The acute level of conflict in their own country made it very difficult to think outside of their own context. Partners used this training to incorporate conflict management skills in their own programmes, resources and training activities. In 2007, a second visit took place and brought together various actors of civil society to explore possible avenues to work together, acknowledging the role of civil society in peacebuilding. A third visit took place in 2010 and in this case a group of Colombian Church leaders went to Northern Ireland and visited some community mechanisms for reconciliation as well as meeting with politicians. Following this visit, participants fed back that it had sparked off greater interest in bottom up approaches parallel to political dialogue.

Source: Colombia Programme Impact Assessment 2006; Latin America Regional Manager, Sally O'Neill

Another interesting example is **Zimbabwe**, where Trócaire has been supporting partners working for human rights. Presidential, parliamentary and local elections in 2008 prompted acute nationwide political violence and serious human rights abuses leading up to and after the run of elections. The violence was seen as an act of retaliation by the state after claims that the election results were fixed. Trócaire's role in this context was, and continues to be, to support key civil society actors, mainly human rights organisations such as ZPP (Zimbabwe Peace Project) who monitor and document the human rights situation through 400 peace monitors nationwide. Other organisations such as ZimRights and Zimbabwe Lawyers for Human Rights have highlighted the human rights abuses while advocating for rule of law, and working to empower populations and individuals to stand up for their rights. Using legal aid, education and advocacy, Trócaire partners are demanding civil society participation in constitutional processes. They are also calling for an end to politically motivated violence and harassment of civil society; for compliance with international human rights standards and for political accountability and transparency as a way to call for peace in Zimbabwe.

Source: Input from Ian Dolan, Southern Africa Regional Manager and Mala Roche, Regional Liaison Officer

8.2 Conflict Resolution

Conflict resolution can begin where opportunities for dialogue and peace negotiation open up. At this stage, the inclusion of all actors is essential. This means that all political actors participate fully in the negotiation process. This is considered a lesson learned from the Irish peace process in Northern Ireland. It is believed that progress towards peace can only be made when all actors participate fully. This phase might also show a reduction in levels of violence. Violent acts are still a feature but not with the same intensity and pace as before.

When negotiations are in progress, there is recognition, from at least one of the parties involved, that it could be defeated by the others. This situation opens space for dialogue and should not be overlooked. This phase is usually the result of 'backstage' negotiations where parties involved start talking to each other through intermediaries trusted by them, looking for opportunities to reach agreement. Positions and interests are presented and discussed by parties as part of the negotiation process.

Case Study: Conflict Resolution and Trócaire's Role in Angola

In southern Africa, Trócaire played an important role supporting key local civil society actors to be active participants in the context of peace negotiations. In Angola, between 1991 and 2002, peace dialogue took place between the Angolan government and UNITA. Political actors wanted this to be a process where only the top military personnel and politicians would be involved. Very few social and political actors realised the importance of civil society participation for the success of peace dialogues. UNITA were not negotiating from a position of strength. All the time the pro-peace groups promoted dialogue. At that time, Trócaire's work was focused on various initiatives such as supporting traditional mechanisms to resolve conflict and peace education, including Radio Ecclesia (Catholic Church initiative).

All these efforts were key to making civil society organisations and grassroots groups aware of the importance of civil society participation for the success of any peace negotiations. Trócaire supported partners who were working towards peace in one way or another. The Pro-Peace group, among others, were calling for talks and respect for others.

Peace, when it came, happened quickly. Jonas Savimbi, rebel leader of UNITA, was killed on February 22nd 2002 and the peace agreement was signed and delivered by early April. Civil society was not heavily involved and, more than likely, a lot of pressure behind the scenes came from all quarters – national and international – to seize the crucial moment. Trócaire was also involved in supporting various CSOs who were calling for inclusive talks, consulting civil society, respecting the other, and holding discussions around truth and reconciliation – all traditional forms of negotiating peace. These efforts mounted pressure on the government not to call for a final military wipe out of UNITA.

Source: *Ian Dolan, Southern Africa Regional Manager, with input from Michael Comerford's book, The Peaceful Face of Angola: Biography of a Peace Process (1991 to 2002), John Meninert Printing, Windhoek, Namibia, 2005.*

8.3 Conflict Transformation

This is known as the post-conflict stage where political agreement has been reached but major challenges remain regarding its implementation, or it could also be that conflict stops due to intervention by outside forces. Political agreement can be quite clandestine.

Conflict transformation addresses the problems of implementation of the peace settlement. It seeks to address the root causes of the conflict by transforming the negative ways of dealing with conflict into positive, constructive ones. It aims to transform the relationships between former enemies through political healing. This can take years and usually includes a number of actions related to reconstruction of governance and security structures, social fabric and infrastructure. Some authors associate this approach with the concept of peacebuilding, which emphasises that local actors should be playing a major role in building peace. Weaknesses and fractures in social fabric present major challenges to this stage of implementation of peace agreements. These fractures need to be addressed in order to make peace sustainable.

Case Study: Conflict Transformation in Kenya

In Kenya, one of Trócaire's partners is Caritas Kitale Justice and Peace Commission. As a local Catholic organisation, their work covers a wide area of northwest Kenya in the Rift Valley where inter-ethnic conflict has been present for decades among nomadic pastoralist communities. The Caritas Kitale team use conflict transformation as an approach. They work with the communities, first building trust among people, identifying windows of opportunity for building peace (e.g. peace connectors). One example of this is the peace market in Kesegon where two ethnic groups, the Pokot and Marakwet, negotiated a conflict-free zone where they established a peace market along their common border. A Peace Committee was set up and is responsible for dealing with conflict. They have negotiated rules on how to sustain the peace pact; if conflict arises the one responsible is charged heavy fines by the committee, while his/her community is expected to ensure the fine is paid up. This committee comprises members of the two ethnic groups at all levels including chiefs, teachers, youth, community leaders and women. Caritas Kitale plays a very important role providing support and advice, and actively participating in the Peace Committee and patrolling the market. The Peace Committee have realised that peace will only be sustainable if the root causes of the conflicts are addressed and if sustainable livelihoods, land rights and access to water are provided and ensured. Trócaire, Caritas Kitale and the Peace Committee are exploring ways in which to deal with these root causes.

Source: Kenya Field Trip Report, Patty Abozaglo, June 2009.

8.4 Conflict Prevention

The concept of conflict prevention evolved in the last decade based on the notion of the dynamics of violent conflict. There are three stages. The first stage is **'early prevention'** which stresses the need to curtail evolving situations of violent conflict. The second phase, **'last-minute prevention'** aims at stopping horizontal and vertical escalation of already existing violent conflict. Finally, the third stage, **'post-conflict'** aims to prevent the outbreak of further violence after ceasefires and peace agreements. Conflict prevention goes across all stages of conflict and is present in all approaches to dealing with violent conflict from its early stages.

Case Study: Conflict Prevention in East Timor

Belun is one of Trócaire's partners in East Timor. Belun's mandate is to serve communities, develop the organisational capacity of the partners, reduce tensions and prevent conflict. Belun was established in 2004 to bolster civil society in East Timor and reduce underlying tensions that may lead to violent conflict. 'Belun' means 'friend' or 'partner' in the national language, Tetum. Belun is a programme of Columbia University's Center for International Conflict Resolution (CICR).

CICR conducted a conflict assessment in East Timor during the months of March and April 2004. The objective of this study was to gain a better understanding of the underlying causes and dynamics of conflict in the country. Belun also aimed at learning about current and possible future approaches that international and local NGOs and community groups, as well as state institutions, are taking to manage and respond to conflict factors. The research findings have been used to generate recommendations and strategies for CICR to improve its ability to support NGOs and community groups across East Timor to reduce tensions in their communities and contribute to the prevention of future violent or destructive conflict through the Strengthening the NGO Sector (SNS) project.

Belun has also developed an Early Warning Response mechanism where networks in more than 40 key points at district and sub-district level monitor and feed back on incidents of violence and tension and produce situational reports and links to existing community tensions. Reports identify various levels of violence and levels of change in specific areas and at national level. These reports show trends of violence and allow identification of opportunities for peace. This system also identifies emerging problems. This information is centralised in a database and is disseminated in the communities and to policy-makers and relevant stakeholders. Thematic reports are also produced on critical conflict-causing issues such as housing and religion. Communities are encouraged to set up response committees to participate actively in this initiative. Belun uses this information to produce policy briefs which are disseminated in Tetum and English.

Source: *www.belun.tl.org and East Timor Field Trip Report, Patty Abozaglo, November 2009.*

8.5 Conflict-Sensitive Approach (CSA) to Development

CSA means that a development organisation understands the issues that divide societies, and the power relations underpinning these divisions, so that they can target their work to promote peace and not exacerbate tensions. CSA is not just a set of tools or questions to be answered. It is important to remember that working or supporting peacebuilding, human rights or governance programmes does not necessarily mean being conflict-sensitive.

Conflict sensitivity calls for a development organisation to:

- Understand the context in which they operate.
- Understand the interaction between themselves, their activities and this context.
- Act upon their understanding of this interaction so as to avoid negative impacts and maximise positive ones.

This approach will be explained further in Part Two of this toolkit.

Case Study: Conflict Sensitivity in Trócaire's Humanitarian Response in Somalia

Trócaire has been working in Somalia since 1992. The programme was established when there was widespread civil conflict after the fall of President Siad Barre. Since 1992, Trócaire has utilised a Conflict-Sensitive Approach in its humanitarian response. This has required having a strong understanding of the local conflict dynamics. Trócaire continues to operate in a context of ongoing conflicts, including inter- and intra-clan conflicts as well as the conflicts between the transitional federal government and various armed opposition groups, including groups with fundamentalist Islamic ideologies. Trócaire has found that to be able to maintain its presence in Somalia and deliver effective programmes, it is important to maintain a **strictly neutral and non-partisan approach**. For example, on the provision of health and education services, Trócaire needs to be very careful to ensure that services and resource distribution provide for all areas in an equal manner. **Parity needs to be ensured at all times to avoid accusations of bias**. Contracting staff or rental of cars or property also has the potential to generate conflicts between sub-clans and needs to be managed in a conflict-sensitive and neutral manner. At times certain staff from one sub-clan could not be deployed in the areas of another sub-clan due to inter-clan conflicts.

On the community side, sub-clans and other groups have vested interests in guaranteeing that the programme will run effectively and will be respected. Individuals participating in the programme are part of the community. They play an important role as their income benefits their families and, also, the community. This means programme dynamics affect their individual and community lives and vice versa.

For the above reasons, **strong criteria** for decision-making have been developed and shared widely with the communities. Roles and responsibilities of both Trócaire and the communities are clearly outlined in signed MOUs. These actions help to prevent conflict or to avoid situations that would exacerbate conflict.

For example, if any member of staff receives threats or if resources are stolen, the programme is suspended: activities are stopped, salaries are not paid. This is a strong incentive for communities to avoid conflict and to keep the programme going.

Over the years, Trócaire has learned that **decisions made regarding programme implementation have implications in a context of ongoing conflict**. Situations such as the use of vehicles, hiring or firing staff, unequal distribution of resources or making decisions without the knowledge of the conflict dynamics are potential sources of conflict. In this context, **understanding the conflict situation** of the groups involved and how/which interventions could make it worse has been a core aspect of Trócaire's work. However, working with or beside other agencies also requires a level of agreement about using CSA. Collaboration and agreement with other agencies that are co-operating in the same scenarios are essential to get it right. **Advocacy work also requires conflict-sensitive thinking** in order to understand the conflict triggers and conflict drivers. Public denouncements or high-profile lobbying or campaigns can create perceptions of bias, cause tensions and exacerbate conflict. Low-key initiatives and behind-the-scenes confidential work can be more appropriate in order to maintain trust and ensure desired impact.

By Rosemary Heenan, Regional Manager HEARO and former Manager of GEDO Programme in Somalia.

PART TWO: Conflict-Sensitive Approaches (CSA) to Development



Members of Corporacion Vamos Mujer march for peace as part of the Ruta Pacifica de las Mujeres in Colombia. This women's movement, which is supported by Trócaire, campaigns against violence of all forms, and particularly violence inflicted on women during the long conflict in the country.

This section highlights Trócaire’s work in violent conflict/post-conflict scenarios. It describes what the Conflict-Sensitive Approach is and includes practical tools for carrying out conflict analysis.

1. CSA in Trocaire’s Work

CSA is not completely new to Trócaire. It has been discussed in two earlier papers; one in 2004,²⁰ and more recently in 2008²¹. The first paper highlighted the importance and relevance of this approach in countries where Trócaire worked at that time. In 2008, the Peace-Building Discussion Paper stressed the need for staff to have tools to make sure that CSA is incorporated at programme and project level. This section of the toolkit aims to address this need.

1.1 Mapping Conflict

As of 2011 Trócaire is working in 27 countries in Asia, Africa and Latin America supporting programmes worth a total value of €28.8million. Most countries in which Trócaire operates have significant levels of violent conflict or are considered post-conflict scenarios where major human rights abuses, division and trauma are key features.

The following table shows the complexity of the various conflict settings where Trócaire works. Some countries could have been located in more than one category, as their situation shifts from one category to the other.

Category	Countries	Total
Post-conflict countries	Uganda, Cambodia, Guatemala, Kenya, Angola, Mozambique, Rwanda, Sierra Leone, Zimbabwe ²² , Timor-Leste, Liberia, Burundi, Honduras	13
Ongoing armed conflict/acute violence, political violence	Colombia, Burma, Pakistan, Sudan, South Sudan, Somalia, DRC, Israel/OPT	8
Strong social/political tensions with violent confrontation between state and non-state actors or among non-state actors	Nicaragua, El Salvador, Haiti, Bolivia, Ethiopia, India, Kenya, Honduras	6
Total number of countries		27

²⁰ *Conflict Sensitivity and Peacebuilding in Development* (2004), discussion paper, Trócaire, Ireland.

²¹ *Peacebuilding Opportunities for Trócaire* (2008), discussion paper, Trócaire, Ireland.

²² For some, Zimbabwe is considered a post-conflict country in a difficult transition period. For others, it remains in a period of active conflict.

2. Understanding the Conflict-Sensitive Approach

Conflict-Sensitive Approaches (CSA) are about understanding how conflict affects the context where development programmes are implemented and how the programme, in turn, affects the context. This section presents tools for staff to make sure that Trócaire programmes are not exacerbating conflict and that they are promoting peace. CSA involves using specific tools to conduct conflict-aware context analysis (i.e. conflict analysis) and to monitor and evaluate development programmes, taking into consideration the conflict dynamics that a particular context presents during the whole project/programme cycle.

CSA can be used in all stages of the project cycle starting from the planning stage, where baseline surveys are undertaken, up to the evaluation phase. CSA emphasises the importance of carrying out thorough conflict analysis of the area where programmes or projects are implemented. It should provide useful information on how conflict evolves and how it affects the implementation of the programme.

2.1 Conflict Analysis

Conflict analysis is the systematic study of the profile, causes, actors, and dynamics of conflict. It helps development, humanitarian and peacebuilding organisations to gain a better understanding of the context in which they work and their role in that context.

Conflict analysis can be carried out at various levels (e.g. local, regional, national, etc.) and seeks to establish the linkages between these levels. But, while linking the level of conflict analysis (e.g. community, district, regional or national) with the level of intervention (e.g. project, sector, policy), it is also important to establish systematic linkages with other inter-related levels of conflict dynamics. These linkages are important, as all of these different levels impact upon each other.

Conflict analysis is a process involving various steps and actors. It should involve the agency, government authorities and institutions, local and international researchers and thematic experts, other development/humanitarian agencies operating in a particular country or region, and partner organisations and communities. Gender considerations should be integrated throughout by ensuring that both men and women are involved in the process and that the different ways in which they are involved in and affected by conflict are taken into account.

Local ownership of the process increases the chances of achieving positive results.²³ It is recommended to arrange conflict analysis workshops in consultation with a broad range of local actors having different perspectives on the problems at hand. However, it is important to recognise that actors directly involved in or affected by a conflict may be overly sensitive, politically or even emotionally, to many aspects of the conflict analysis. Field staff of development agencies should play a central role in the analysis, since they are obviously valuable sources of much of the information needed. Due to limited time and resources, extensive analysis including all the desirable steps might be impossible. In such a case, a limited desk study without extensive participation and consultation may be the only option. Using participatory methodologies is always recommended where possible and appropriate.

²³ SIDA Division for Peace and Security Cooperation (2006), *Manual for Conflict Analysis*, available at: <http://tinyurl.com/6avtkad> (accessed on 10th October 2011).

Ideally, specific practical tools should be used for each of the different aspects of conflict analysis followed by an in-depth analysis of the information gathered and an examination of the connections between each of them.

2.2 Guiding Principles for Conflict-Sensitive Work

Participation Respect	Inclusion Partnership	Transparency Walk the Talk
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2.3 Key Questions for Conflict Analysis²⁴

These are some questions that can help when conducting a conflict analysis and mapping the context of conflict where a development programme will be implemented. This set of questions could be useful when analysing the context with partners, or when preparing strategic plans or programme proposals.

Profile	What is the political, economic and socio cultural context? What are emergent political, economic and social issues? What conflict prone or affected areas can be situated within the context? What are the geographic dimensions? Regional and/or international? Is there a history of conflict?
Conflict causes	What are the structural causes of conflict? What issues can be considered as proximate or dynamic causes of conflict? What triggers could contribute to the outbreak/further escalation of conflict? What strategies for dealing with conflict contribute to violence?
Actors	Who are the main actors (institutions, groups or individuals who perpetuate or mitigate the conflict)? What are their interests, goals, positions, capacities and relationships? What capacities for peace can be identified? Who can make a difference? What actors can be identified as 'spoilers' (those who benefit from ongoing violence or who resist movement towards peace)? Why? Are they inadvertent or intentional spoilers? Does the list of actors include both men and women and consider their different roles in local conflict?
Dynamics and future trends for building peace	What are current conflict trends? Negative reinforcing cycles; role of the diaspora; drivers of conflict from outside the conflict theatre? What are the windows of opportunity? What scenarios can be developed from the analysis of the conflict profile, causes and actors? How might different scenarios play out given likely future developments (short- and long-term)? What new factors contribute to prolonging conflict dynamics? What factors can contribute to peace? What factors are bringing people together? What needs to change in order to have/bring peace? Here, it is recommended to identify the specific data related to the indicators to see, in detail, what we need to know in order to measure change. ²⁵

²⁴ Source: OECD DAC (2008), *Guidance on Evaluating Conflict Prevention and Peacebuilding Activities, Working draft for application period*, page 29. Available at: <http://tinyurl.com/25co9v> (accessed 10th October 2011). Includes Gender Questions.

²⁵ For example in the Karamoja Rift Valley situation, there would be a need to collect evidence on the number of incidents regarding raiding, cattle rustling, etc. that occurred before the programme started.

2.4 Scenario Analysis²⁶

Taking the above mapping as a starting point, one should assess possible future scenarios that may contribute to changing the conflict dynamics. Such a scenario analysis makes it easier to plan for **various contingencies** and establish a more **flexible approach**. It is often difficult to foresee violent conflicts and changes in conflict patterns. Since a strategic conflict analysis constitutes a basis for long-term planning, it is important that the analysis also be forward-looking through the inclusion of a thorough scenario analysis. Instead of trying to *predict* the future, we ought to think through beforehand what to do under a range of circumstances.

Useful Questions for Scenario Analysis

- What are the possible scenarios that can occur in a given context? What are the possible consequences or events that can arise in each of the scenarios identified? (e.g. a shift towards peace in a situation of rising tensions is very different from one in a situation of full-blown war.)
- What events must take place for this scenario to be realised? Events should be outlined using clearly identifiable factors, including changes in the status quo when it comes to structural issues and actors' behaviour and attitudes.
- What can INGOs and NGOs do to have a positive influence over the course of events if a given scenario is realised? In connection with this, it is important to identify historical opportunities and risks so that a pro-active stance can be adopted and suitable interventions planned and prepared beforehand.
- Try to identify realistic future scenarios, looking at potential changes in the level and type of violence.

2.5 Strategies and Options²⁷

After carrying out conflict analysis and scenario analysis, one should then assess the possible impact of future Trócaire engagements and identify opportunities and risks connected with the development agency's work in a given country or region. Clear recommendations need to be produced regarding how to work at the operational level with conflict-sensitive development co-operation and various programmes to promote peace and security. Thorough understanding of the processes and activities that the development agency is currently supporting is recommended, as well as identifying the areas in which it can have a comparative advantage. Take into consideration other donor activities, ongoing diplomatic efforts and trade sanctions. This should also influence the direction of development cooperation, including Trócaire's programmes and partners.

3. Useful Tools for Conflict Analysis

There are a wide range of tools which can be used to analyse the various aspects of conflict. If possible, a variety of tools should be used to carry out in-depth conflict analysis. Being aware of the time constraints that Trócaire staff face, the three tools proposed in this section have proved to be useful to carry out conflict analysis and inform Trócaire's planning, monitoring and assessment stages. These tools could be used when undertaking baseline surveys, partner meetings, field visits, programme reviews, etc. All the tools presented in this section were tested by the Peace-Building PO in various field visits carried out in Kenya, Uganda, East Timor and Burma during 2008 and 2009.

²⁶ Source: SIDA (2006), *Manual for Conflict Analysis*, Op cit.

²⁷ Source: SIDA (2006), *Manual for Conflict Analysis*, Op cit. Page 13.

Case Study: Participatory Conflict Analysis with Partners in DRC

Trócaire launched the new three year phase of its Governance and Gender programme in DRC on 1st August 2010. During programme planning, the integration of conflict sensitivity was deemed crucial due to DRC's recent (and in some areas ongoing) history of violent conflict and the high level of popular division and social tension existing in the particular target areas around issues such as ethnicity, land, natural resources and political power. In light of this the first step towards integrating conflict sensitivity was taken through the conducting of a participatory conflict analysis with partners during the programme planning workshop in April 2010.

The methodology used was based on elements of various approaches suggested in the Peacebuilding Discussion Paper and in particular using a resource pack downloaded from www.conflictsensitivity.org. It was decided that the conflict analysis would be most useful if it was focused on the local, rather than the national level. As such partners were divided into two groups – those from Bas-Congo and those from Ituri, with national level partners free to join whichever group they wished. The output of the session was a visual conflict analysis for each of the two target Provinces of the DRC programme covering each of the four main conceptual elements: conflict profile, causes, actors and dynamics.

This initial session was followed up at a subsequent partner workshop in September 2011. This second session was used firstly to update the 2010 conflict analysis based on contextual changes in the programme target areas in the intervening period. Secondly, a more detailed exercise was undertaken to identify the interactions between the conflict dynamics and the programme. Both positive and negative interactions were identified and in both directions (i.e. the programme having an effect on conflict dynamics and vice versa). Next, each of the negative interactions was listed and partners identified possible mitigation strategies and programme adaptations through which these negative interactions could be minimised, or ideally eliminated. The final stage, which is yet to be completed, will be to develop indicators for by Trócaire and the partners to monitor whether or not each of the negative interactions were actually taking place.

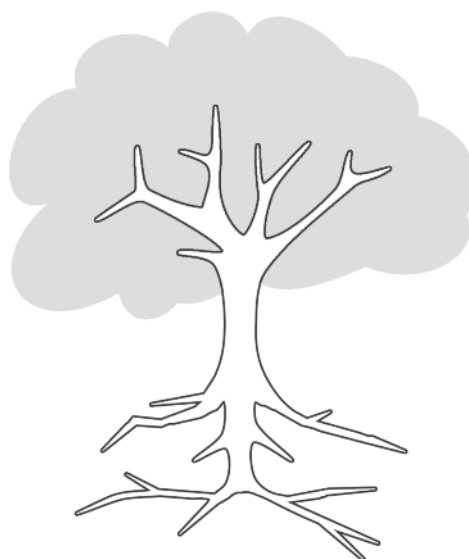
For a more detailed description of this process, including the individual tools used, see Annex 2.

Source: Paul Braithwaite, DRC Governance and Gender PO

3.1 The Conflict Tree

The Conflict Tree illustrates the causes and effects of a conflict. It helps to identify underlying issues and, if desired, discussions can be held on the hierarchy or level of priority they have. In this sense, using the Conflict Tree can help to identify work priorities and facilitate decision-making on specific aspects of the context that will be prioritised.

A tree symbolises the core problem of the conflict (trunk), its underlying causes (roots) and the effects of it (branches). The Conflict Tree is a useful tool that helps groups to reach an agreement on the core problem to be addressed, showing the links between the underlying causes and the effects.



3.1.1 Using the Conflict Tree

Starting from the branches: What is currently happening? What is the situation? Focus on demonstrations of conflict(s) in the community. Are the effects of conflict on men and women different? How?

The Trunk: What are the problems?

The Roots: What are the causes of the problems already mentioned? These can be organised following a sequence of cause/effect among themselves.

Case Study: Using the Conflict Tree in the Rift Valley in Northeast Kenya and in Northwest Uganda – Karamoja Region

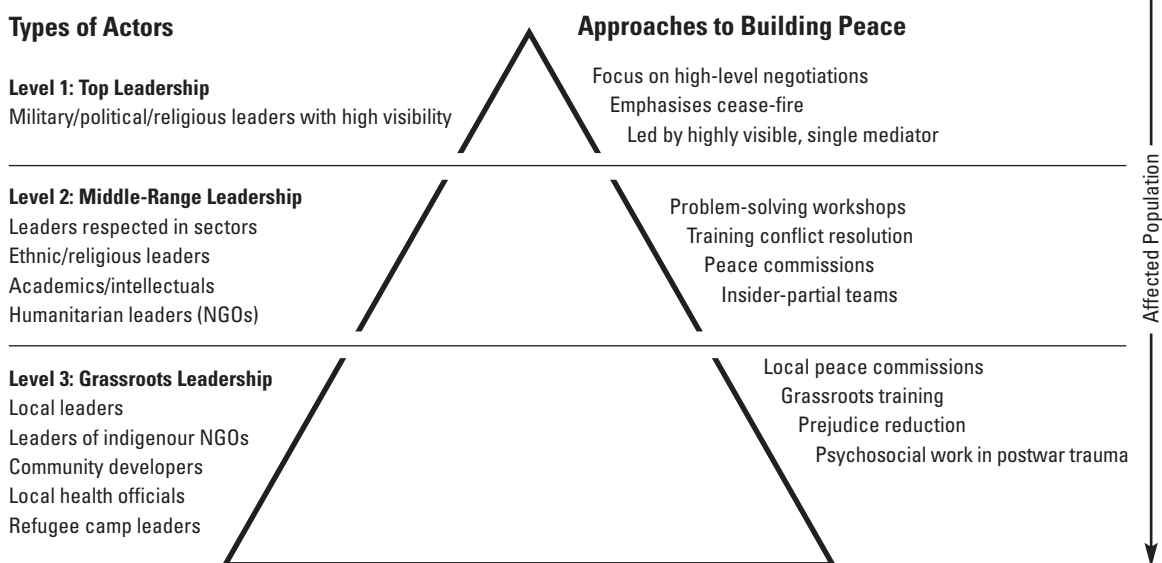
The Conflict Tree was used in Kenya and Uganda as a tool for the Peace-Building PO to learn about the conflict in these two parts of the world.

In Uganda, at Losilang, beneficiaries referred to signs/symptoms of conflict (branches) such as rape, GBV, loss, grief, death, human rights abuses, fear, trauma, violence, and theft. When referring to the problem (trunk), raiding and arms trades were emphasised. Coming to the 'roots' of the problem, the factors mentioned were the loss of authority of elders, unemployment, no strategies for livelihoods, little or no income, and lack of water.

In Kenya, at the Peace Market in Kesegon, no signs of conflict (leaves and branches) were reported, which indicates a low level of tension. Regarding the problems (trunk), stealing, armed people, abusive language and drunkenness were all mentioned. All these have been managed by the Peace Committees as part of the work of Catholic organisation, Caritas Kitale. Finally, when looking at the 'roots' of the conflict, absence of sustainable livelihoods, lack of education, poverty and disagreement were all mentioned. All these issues are still pending resolution and are considered essential for sustainable peace. At Saramach, Turkwell, the community referred to signs of conflict such as death, loss/grief, arbitrary detentions, and fear. Problems were raiding, killings, insecurity, and tensions between tribes. Finally, issues associated with the causes (roots) were lack of education opportunities, insufficient pasture for cattle, and scarcity of water.

This tool was useful to collectively reflect with Trócaire staff, partners and beneficiaries on the root causes of conflict, the associated problems and the impact these have in their communities. It also helped to generate dialogue and participation, and to analyse the root causes of conflict and possible solutions needed to address them. Having done this exercise with three different communities, it helped the Peace-Building PO to identify the commonalities and differences between the communities. It also assisted in the process of detecting the strategies implemented by the communities to address these problems.

3.2 The Lederach Pyramid²⁸



Derived from, John Paul Lederach, *Building Peace: Sustainable Reconciliation in Divided Societies* (Washington, D.C.: United States Institute of Peace Press, 1997), 39.

This is a tool to analyse power relations in a particular community or society where conflict is a feature of the context where Trócaire works. It helps to visualise the various actors and their roles and also assists in identifying who are the 'connectors' and who can play a role influencing at higher and/or lower level. Again, gender considerations should be borne in mind – men and women can often play very different roles in conflict situations. When asking target groups or partners about the relevant sections of the pyramid, they engage very quickly and this enables them to reflect on their own situation. It can be also be used to strategise peacebuilding work and see what could be the role of, for example, the Peace Committees or NGOs in Kenya or Uganda, etc.

In using the pyramid as a tool for conflict analysis, the following questions could be asked:

- 1) **Top of the pyramid:** Who are the decision makers in the community/society? Who are the elite? Who holds power?
- 2) **Bottom of the pyramid:** Who are the actors at the grassroots level?
- 3) **Middle of the pyramid:** Who are those in the middle that play a role in building peace? What is their role? Can they influence upwards/downwards?
- 4) If we cut the pyramid vertically, from top to bottom, what divisions are there? Which are the opposed views/groups? What are the issues that need to be addressed or the differences that lie underneath the conflict?
- 5) Which actors should be involved in order to build peace?
- 6) Where do you see yourselves in the pyramid? What role would you have? Do you hold any influencing power? To whom can you talk? To whom can you not talk?

See Annex 1 for a full description of this framework.

²⁸ For a more detailed explanation of the pyramid see: <http://tinyurl.com/6l2vy8z> (accessed 3rd October 2011).

Case Study: Using the Pyramid at Exposure Visit in Uganda and Kenya

This tool was useful to understand the power relations within a community in the Rift Valley, northwest Kenya, and in the Karamoja region of northeast Uganda. It helped to reflect on the various actors/agents that have a role in making change and the strategies needed to make change happen. This tool involved asking a number of questions to participants and they, by themselves, identified the actors and roles respectively.

In Uganda, at Losilang

Horizontally:

- Top: Government, police/security forces, elders, Church authorities, political leaders.
- Middle: Parishes, Peace Committees, Caritas, human rights activists, NGOs.
- Bottom: Youth, women, raiders, the communities.

Vertically:

- Two ethnic groups in conflict: the Jie and the Dodot.

Comment: In this case, using the pyramid helped to open up the discussion on issues surrounding best strategies to deal with raiding and cattle rustling. It helped participants to understand their context and become aware of the influential role they can play not only within their own community, but also with the other clan they are in conflict with. The Peace Committees were thought to be a way to facilitate dialogue among the two communities and stop the violence.

In Kenya, at the Peace Market in Kesegon

Horizontally:

- Top: Elders, chiefs, district authorities.
- Middle: Peace Committees, the diocese.
- Bottom: Women, youth and schools.

Vertically:

- Two ethnic groups: the Pokot and the Marakwet. Both sides at all levels were very much involved in the Peace Committees.

Comment: In this meeting, participants were a mix of Pokot and Marakwet. Four languages were spoken at the meeting and all were in agreement that the Peace Committees had played a key role in creating the peace markets. However, it was felt that to maintain peace it is necessary to address the root causes of the conflict. The Peace Committee structure has enabled them to strengthen the social fabric of the communities and it is now time to think together on how to overcome poverty and work towards better livelihoods for all.

At Saramach, Turkwell

Horizontally:

- Top: chiefs, elders, church authorities, police.
- Middle: Weak Peace Committees were found.
- Bottom: Women, men, and youth.

Vertically:

- The Pokot and Turkana in conflict.

Comment: Using the pyramid framework helped Trócaire staff, leaders and members of the community to openly discuss relevant issues in their own context. Saramach is an extremely poor community. Basic infrastructure, such as the church and school, have been completely destroyed. The church was also operating as a school with three classes inside. A group of male participants had been freed after being arbitrarily detained. Trócaire's Kenya PO noticed that leadership was very weak. Comparing this community with the others visited, the community structures did not have the strength nor the knowledge nor power to claim their rights. This was an opportunity for the PO to encourage leaders to take responsibility and ownership of their problems and find the best ways to defend and protect their own rights and dignity.

3.3 Using Photographs to Initiate Conflict Analysis



Photo: *Street Riots Hit G20 Summit. London, UK, Wednesday April 1st 2009²⁹.*

Photographs can be useful tools to initiate a conversation about what is happening in an indirect manner. They allow participants to take a step back from the issue if it is too close to the reality they live in. Photographs help people to talk about what they feel or see, without interfering with their personal situation. Photographs can be a useful tool when a PO is meeting a group for the first time or if the group is getting together for the first time.

Questions that Can Help in a Group Discussion

Select a photograph of your choice. Make sure it refers to the context where the programme is located and is culturally appropriate.

Taking the photograph above as an example, and assuming that what we see in the picture is a violent act, then you could ask participants the following questions:

- 1) What do you see?
- 2) Where do you think this happened?
- 3) What do you think has happened here?
- 4) What are people doing? Are they all involved (including both men and women)? How?
- 5) What roles are people playing in the picture? What are they doing?
- 6) Assuming this is a violent act and not an accident, why do you think this happened?
Could this have been prevented?

Photographs and questions can be useful to initiate conflict analysis. Responses can be written down on a flip chart and can be used to explain how conflict analysis works.

²⁹ Source: http://en.wikipedia.org/wiki/File:G20_crowd_and_riot_police.jpg (accessed 10th October 2011)

4. Conclusion

These tools proved to be useful and easy to use when visiting and/or meeting partners. The idea was not to add more activities to what is already being carried out; instead, the intention was that these tools would help Programme Officers to introduce a Conflict-Sensitive Approach to the work they are doing and add value to it.

All of these tools helped participants to gain a greater understanding of the context within which Trócaire works. Furthermore, they can now contribute to increasing awareness on how the conflict dynamics affect the programme/project, and how the programme implementation can have an impact on exacerbating or reducing levels of conflict.

PART THREE: Integrating Conflict Sensitivity in Trocaire's Programmes



Beatrice Abee speaks at a meeting to discuss the issue of land conflict facing the community in Pageya Parish, Koro Sub County, northern Uganda. These meetings are supported by Trócaire partner Gulu NGO Forum.

This section focuses on how CSA can be integrated into Trócaire’s programmes. It suggests possible entry points based on examples from the various Field Offices.

Conflict sensitivity means that a development organisation understands the issues that divide societies and the power relations underpinning these divisions so that they can target their work to promote peace.

Conflict sensitivity calls for the ability of development organisations to:

- Understand the context in which they operate.
- Understand the interaction between themselves, their activities and this context.
- Act upon their understanding of this interaction so as to avoid negative impacts and maximise positive ones.

Conflict sensitivity is an approach that runs through the whole project cycle: planning implementing, monitoring and evaluating.

There are several ways to introduce conflict sensitivity into Trócaire’s work. At programme level and at project level, conflict sensitivity can be incorporated into the various stages of programme design, approval, planning, implementation and evaluation. Let us see how this can be done, enhancing programme dynamics, making programmes more effective and, hopefully, minimising additional workload.

1. Conflict-Sensitive Context Analysis

Context or situation analysis is an important part of Trócaire’s planning process. It helps to identify critical issues, problems and challenges that a particular region, country or locality presents before outlining the strategy to address these. Context analysis sets the scene of a programme/project and justifies its implementation. Trócaire’s regional strategies, country plans, project and programme summaries and even project proposals contain context analysis. Context analysis does not necessarily include conflict analysis. In fact, context analysis can be conflict-blind, and conflict-blind context analysis can lead to the design of strategies, programmes and projects that are not conflict sensitive.

In order for the context analysis within a Country or Regional Strategy, PPD or Project Summary to be conflict sensitive, some form of conflict analysis must be carried out in advance. For an explanation of and a range of practical tools for conflict analysis, please refer to Part Two. The nature and extent of the conflict analysis to be carried out in a particular region, country or locality will vary depending on a number of factors, including:

- the perceived general prevalence of conflict³⁰ in the region, country or locality
- the human and financial resources available
- the relative prioritisation of CSA vis-à-vis other cross-cutting issues such as gender, HIV & AIDS and the environment
- local political sensitivities which may restrict the degree of openness and/or the methods through which particular conflict issues can be discussed

³⁰ Perceptions can of course be inaccurate – before a judgement is made on the overall prevalence of conflict in the area in question, initial perceptions should be cross-checked using sources with in depth knowledge and experience of the local context.

In some cases a full conflict analysis, involving a broad range of stakeholders and a series of participatory tools may be possible or indeed deemed essential – in such cases external facilitation support from an organisation or persons with conflict expertise is highly recommended. At the other extreme, where conflict sensitivity is not accorded a high priority, a desk analysis with reference to some key secondary sources of information may be sufficient. In many cases, an approach that is somewhere between these two extremes is most likely – for example, a participatory conflict analysis with partners, undertaken during a broader programme planning workshop where the PO plays a strong role with some external support if necessary.

The main findings of the conflict analysis should then be reflected in the appropriate context and problem analysis sections of the strategy paper, PPD or Project Summary. Ideally, specific attention should be given to each of the main facets of conflict analysis outlined in Part Two of this toolkit i.e. the conflict profile, causes, actors and dynamics. Furthermore it is crucial that following the conflict analysis, potential interactions (both positive and negative) between the conflict context described and the proposed strategy, programme or project are identified. In cases where potential negative interactions have been identified mitigation strategies and adaptations to programme/project design should be identified in order to prevent negative impact. These adaptations should be reflected in the relevant logical framework or results matrix.

Key Questions for Managers

Those involved in the approval process for strategies, programmes and projects may find the following questions useful in order to discern whether the proposed work is conflict sensitive:

- Has some form of conflict analysis been carried out prior to the completion of the approval template? If not, should a conflict analysis be carried out prior to, or perhaps immediately after, approval?
- In your view, were the nature and the extent of the conflict analysis carried out sufficient in light of the prevalence of conflict in the local context? If not, what additional information should be gathered?
- Does the conflict information presented cover each of the main facets of conflict analysis i.e. conflict profile, causes, actors and dynamics? If not, could there be significant gaps in the analysis that render the strategy, programme or project insensitive to conflict?
- Have interactions (both positive and negative) between the proposed strategy, programme or project and the local conflict dynamics been identified? If not should this be re-examined prior to approval?
- If any potential negative interactions have been identified, have adequate mitigation strategies and adaptations to intervention design been factored in? Have these been reflected in the relevant logical framework or results matrix? If not and the potential for negative impact is significant, this should be addressed prior to approval.
- Have indicators been developed in order to monitor whether the negative interactions between the intervention and the conflict context are actually taking place?

Case Study: Conflict Analysis and Risk mitigation in the Nicaragua Programme

In Nicaragua, the implementation of governmental socio-economic policies in tandem with political polarization and the governing party's control of state institutions are shrinking spaces for autonomous civil society organisations and citizens to participate in political processes. This context presents significant threats to partner organizations. For this reason, Trócaire organised a security workshop where partners had the opportunity to share their views on the current context, and to understand the challenges that the political situation presents for them and their work. Partners agreed that regular meetings will be held to keep up-to-date with the evolving situation, reflect on the context and how it affects them and their work. They also agreed to define or update their institutional security plans in order to reduce their operational risk. This is seen as a good opportunity to protect partners at risk and to enhance Trócaire's programme approach. In this way partners will be able to stay together, maintain/build trust, and be connected. Monitoring and documenting the situation and partners' decisions and discussions will be essential in order to assess the situation, keep up the good work, and make necessary adjustments to the changing circumstances. Workshop sessions and meetings will help to understand the context and could present an ideal opportunity to reflect on the levels/types of conflict present in the project/programme and how Trócaire can respond to these. It has been suggested that a Conflict-Sensitive Approach be used in this process.

2. Conflict-Sensitive Baselines

Conflict-sensitive baselines involve incorporating thorough conflict analysis of the area where the intervention is to be implemented. This should enable development practitioners/agencies to have a comprehensive picture of the situation at the beginning of the programme/project cycle. It should provide useful information on the type and nature of conflict in a specific area, on how conflict evolves and how it affects the implementation of the programme.

Remember that a baseline is about recording the situations or conditions that exist before the project/programme begins. In order to measure any change, the initial situation needs to be known.

Baseline data is the specific information required at the beginning of a programme/project that directly relates to the performance questions and indicators that have been developed for the programme. Baseline data is the starting point for programme indicators. A baseline is a useful reference point for future M&E and is the foundation for the evaluation. In this sense, the baseline should target the same areas that will be evaluated afterwards.

Guiding principles mentioned in Part Two (participation, inclusion, transparency, respect, partnership and 'walk the talk') should be taken into account. The tools suggested in Part Two can also be effectively utilised when carrying out a conflict-sensitive baseline.

Participatory methodologies are recommended. A baseline survey is an opportunity to collectively reflect on the possible impact of a project/programme. This reflection can include the various stakeholders and can enable them to gain a sense of ownership of the intervention to be implemented. Over the course of 2010 and 2011 the GHR team has been developing a series of generic participatory tools for use in baselines and M&E more generally³¹. These tools are highly flexible and adaptable and can be used to collect both qualitative and quantitative information on a range of GHR issues, including conflict. Of the baselines conducted to date using these tools a number (e.g. DRC, Uganda and Rwanda) have included conflict as an issue. This has been integrated into the CBO Capacity and Partner Capacity Tools and as a topic to be discussed during focus group discussions at community level using a range of visual and participatory techniques.

One additional and crucial point to consider is that data collection exercises themselves can have a negative impact on local conflict dynamics if not adequately thought through. For example, a household questionnaire which gathers information on local knowledge and perceptions around governance issues could exacerbate conflict if the rationale and purpose of the exercise is not adequately explained to respondents, if the questions are insensitively formulated, or if carried out in a particularly volatile or repressive environment. The pre-existence of a conflict analysis carried out at an earlier stage of the programme/project planning process and the use of participatory data collection methodologies are key ways of mitigating such risks.

Useful Conflict-Sensitive Pointers and Questions to Ensure Baselines Capture Conflict Dynamics

- 1) What types of conflicts are encountered?
- 2) What are the causes of the conflicts identified?
- 3) How are these conflicts expressed? How are they affecting the target group? How are they affecting men and women differently?
- 4) Who was involved in the conflicts? How many people were affected by them (injured, killed, etc.)?
- 5) How were conflicts dealt with (i.e. the mechanisms used to deal with conflict)?
- 6) How many conflict events were dealt with? What were the approaches used to deal with them?

3. Conflict-Sensitive Indicators

Once a conflict analysis has been conducted and the implications for the intervention have been identified and integrated into its design, it is necessary to develop indicators in order to be able to monitor the success or non-success of the intervention's conflict sensitive approach. Indicators that are well formulated and against which data is regularly collected will both facilitate the capturing of positive impacts which promote peace, and provide early warning of potential negative impacts which may necessitate further mitigation strategies and adaptations to intervention design.

³¹ Detailed information and documentation is available from the GHR team on request.

In CSA discourse, two key types of conflict sensitivity indicators are commonly used:

- **Contextual Indicators:** those which enable practitioners to monitor changes in the conflict context in which they operate. Such indicators would normally track changes in relation to key elements of the conflict analysis, especially conflict dynamics, and would be used to keep the conflict analysis up to date.
- **Interaction Indicators:** those which enable practitioners to monitor the identified interactions between their intervention and the conflict context. As such these indicators focus on variables that can reveal whether an intervention is promoting peace or exacerbating conflict in the target area.

Each intervention should aim to identify indicators in each of the above categories in order to adequately monitor the integration of CSA. Nevertheless, in any given conflict analysis it is likely that a very large number of conflict dynamics have been identified. Similarly there may be a plethora of interactions (both positive and negative, and in either direction) between the intervention and the conflict context. It would be neither worthwhile nor practical to monitor all of these and as such the different variables should be prioritized according to their importance for the intervention. Only a small number of the most important variables should be used as indicators. It may be prudent to focus on monitoring the negative conflict dynamics and the negative interactions between the intervention and the conflict context – this is because the first priority of CSA in Trócaire programmes, especially in the early stages, should be to avoid exacerbating conflict.

3.1 Tools for Elaborating Conflict Indicators: The Peace and Conflict Impact Assessment (PCIA) Tool³²

PCIA is a useful tool which can assist in the identification of interactions between an intervention and its surrounding context and in the formulation of interaction indicators. It does not necessitate the pre-identification of conflict dynamics, but rather enables analysis of both positive interactions ('peace impacts') and negative interactions ('conflict impacts') between a given intervention and a series of key, generic dimensions of conflict which are applicable everywhere. The tool takes the form of the table below and would usually be completed in a participatory group setting. Users identify potential positive (peace) and negative (conflict) impacts of their intervention on each of the generic dimensions of conflict. For each impact users must indicate whether the level of impact is likely to be low, medium or high. Each individual impact can then be converted into measurable indicators for incorporation into the intervention's logical framework or results matrix. The table below has been completed with some examples of possible impacts in order to assist staff in using this tool. To be useful, the tool should be adjusted to suit different needs in different environments.

³² Bush, Kenneth (2009), Peace & Conflict Impact Assessment Tool. See Annex 1 for more information.

IMPACT AREAS	CONFLICT IMPACTS	IMPACT LEVEL:		PEACE IMPACTS	IMPACT AREAS
<i>How might an initiative affect surrounding conflicts in the following impact areas?</i>				<i>How might an initiative affect the opportunities for peace/conflict management in the following impact areas?</i>	
Conflict management capacities	<i>e.g. No Alternative dispute skills supported.</i>			<i>e.g. Mediation and facilitation skills enhanced.</i>	Conflict management capacities
Militarised violence and human security	<i>e.g. Tensions exacerbated by military presence fostered by stakeholders.</i>			<i>e.g. Peace settlement enhanced by military presence.</i>	Militarised violence and human security
Political structures and processes	<i>e.g. Participation of civil society overlooked at high-level peace negotiations.</i>			<i>e.g. Participation of civil society acknowledged/supported in the context of peace negotiations.</i>	Political structures and processes
Economic structures and processes	<i>e.g. Livelihoods needs not addressed by programme.</i>			<i>e.g. Livelihoods needs addressed by programme.</i>	Economic structures and processes
Social impacts/ empowerment	<i>e.g. Women's participation not addressed. Programme favours only some actors of the conflict.</i>			<i>e.g. Women's participation fostered. Inclusion: all actors participating in all programme activities/stages.</i>	Social impacts/ empowerment

Conflict Mitigation/Management Strategies

- What can you do to avoid/reduce/plan for negative conflict impacts created or worsened by the initiative?
- Rank these risks.

Opportunity Optimisation

- How can you optimise peace opportunities of the initiative?
- What changes are needed before starting or continuing?
- Is more information needed? Where can you get it?

4. Staff and Partner Capacity Building

Trócaire's programme approach offers opportunities to get partners together to exchange views, learn and discuss specific issues of importance for programme strengthening. There are a number of examples in Asia, HEARO and CAWA where these opportunities have been used to introduce elements of a Conflict-Sensitive Approach peacebuilding in very complex contexts such as East Timor, Burma, Cambodia, DRC, Kenya and Uganda. The following are some examples of how this has been done.

4.1 Peace-Building and Approaches to Dealing with Conflict in East Timor

In 2008 and 2009, two partner meetings addressed peacebuilding and conflict-sensitive issues in East Timor. These meetings were seen as opportunities to bring partners together and build their capacity. This capacity building also extended to Trócaire staff, who benefited from the sessions and felt that the input provided by the Peace-Building Officer was also useful in clarifying the direction of the programme. The complexity of the context combined with the challenges of reconstruction and transitional justice were discussed at these meetings. The partner meetings also allowed space for further discussions on Trócaire's role in a post-conflict society.

4.2 Organising CSA Training for Partners in Kenya and Uganda

In Kenya and Uganda, POs have taken on board the need to learn about the Conflict-Sensitive Approach with partners and to apply these to their programming in a more systematic manner. In Uganda a training workshop for GHR partners on CSA has already been undertaken and a similar workshop in Kenya, which will involve partners from various programmes, will take place in November 2011. The Terms of Reference for the Uganda training are included in Annex 1.

When organising CSA training for partners, it is important to view it as a first step in a long-term process of integrating conflict sensitivity. Follow-up is crucial to ensure a successful outcome. It is also very important to ensure that a gender dimension is incorporated into the training – this can sometimes be overlooked, however conflict can affect men and women in very different ways and programmes seeking to adopt a conflict sensitive approach need to bear this in mind.

4.3 Developing Peace Indicators in Burma

In Burma, partners working on peace issues were experiencing significant problems in demonstrating the impact of their work. Formulating the right indicators was one of the challenges they faced. Addressing this aspect of their work would help them to show impact/changes towards achieving their objectives. During a field visit in 2009, the Trócaire Peace-Building PO facilitated a session with partners based in Yangon to reflect on the formulation of peace indicators. The PCIA tool presented earlier was used and was found to be effective. The Global Peace Index³³ and its 23 sub-components were also used as a reference.

³³ The Global Peace Index is a project of the Institute for Economics and Peace. It is compiled annually for 153 countries. The GPI for 2011 is accessible at: <http://www.visionofhumanity.org/gpi-data/#/2011/scor>

4.4 Developing Capacities to Deal with Trauma in Cambodia

As mentioned in Part One, trauma is a central issue when working in violent conflict scenarios. One of Trócaire's partners, Action Asia in Cambodia, has been keen to incorporate this topic as part of their training programmes. During a field visit in 2009, the Trócaire Peace-Building PO facilitated a four-hour workshop with 20 peace workers from various parts of Asia, Australia and the US. Two members of Trócaire staff also took part and benefited from it. This workshop provided tools to deal with trauma-related conditions using Capacitar techniques and reflected on the need for a trauma-sensitive approach when working on development and peacebuilding. For more information on Capacitar techniques see Annex 1.

4.5 Learning by Doing: Conflict Analysis Included at Programme Planning Workshop with Partners in DRC

An alternative to organizing a dedicated partner training on CSA, especially where time and resources are limited, is to integrate a session on CSA into an overall programme planning or review workshop. This is the approach used in DRC - in May 2010, the DRC Governance & Gender PO facilitated a five-hour session on conflict analysis during the planning workshop for the new phase of the programme. The PO had recently attended training on conflict sensitivity given by International Alert and was able to devise a tailored methodology using some of the IA tools that would be feasible in the short-time available. The session was useful not only in introducing partners to key concepts around conflict sensitivity and conflict analysis but was also highly practical in that a basic conflict analysis for the programme was actually produced which was then factored into programme design. A couple of simple conflict indicators (both contextual and interaction) were also identified and included in the programme logframe. Feedback from partners on the process was very positive, with one partner from the conflict-torn region of Ituri describing the exercise as 'therapeutic' in that it enabled them to openly discuss issues which are normally highly sensitive. This initial conflict analysis was followed up at the subsequent partner workshop in September 2011 during which the analysis was updated and further work was done on identifying interactions between the programme and the conflict dynamics, devising programme adaptations to minimize negative impact and further elaboration of indicators. For more details on the conflict analysis conducted in DRC see Annex 2.

5. Phasing Out: Reflecting on Lessons Learned

The final stages of programme implementation can also be an opportunity to reflect on the Conflict-Sensitive Approach, lessons learned and best practice. Experience has shown that these reflections can be useful for partners for their own learning and for wider dissemination among other stakeholders at national level and internationally. They are also useful for Trócaire as a way to maintain institutional memory by documenting experiences and learning in a particular country or region.

Conflict Sensitivity in the Tsunami Programme, Aceh, Indonesia

To some extent the Aceh programme has always been considered a conflict-sensitive programme. Even before Trócaire arrived to provide humanitarian assistance after the tsunami in 2004, Trócaire was considered a conflict-sensitive organisation as it was working on issues related to the conflict going on in Aceh at that time. Upon arrival in Aceh following the tsunami, Trócaire was aware that, beyond the devastation brought on by this natural disaster, there were serious conflict issues that Acehnese society would have to deal with, in particular around land rights. Trócaire quickly realised that aid could create and exacerbate conflicts, which could become destructive.

Trócaire's Conflict-Sensitive Approach is evident in the deep analysis undertaken of the situation in Aceh, which informed the regional and country strategic plans of the organisation. Trócaire allowed space for acknowledging and working on conflict-sensitive issues all along, and has actively supported work assisting both tsunami-affected communities and conflict-affected communities to restore their livelihoods. Also, supporting peacebuilding organisations such as Jesuit Refugee Service (JRS) was complementary to the CSA.

Seven years later, Trócaire has now phased out of Aceh with a number of initiatives marking the occasion in order to document learning and encourage sharing among partners. A brief guide introducing CSA into partners' work and organisational programming has been compiled, supported by partner training and a DVD. It clearly identifies potential areas that can exacerbate conflict. A research plan is also in production with participation from 11 Trócaire partners based in and outside of Aceh. A report guide has been compiled, giving direction to the research process³⁴.

³⁴ Documents available on request from Trócaire Governance & Human Rights Unit

ANNEX 1: Additional External Tools and Resources

1. Resource Pack on the Conflict-Sensitive Approach

This is the product of a two-year process by a consortium of 37 mainly UK-based organisations. The goal was to identify, synthesise, complement and enable conflict-sensitive practice in the fields of development, humanitarian assistance and peacebuilding. This was undertaken primarily in Kenya, Uganda and Sri Lanka, but also at the global policy level. The focus of the initiative was donors, governments, INGOs and local civil society organisations. This is a highly recommended resource for POs seeking practical approaches to integrating CSA.

- Available at: <http://www.conflictsensitivity.org/publications/conflict-sensitive-approaches-development-humanitarian-assistance-and-peacebuilding-res>

2. Examples of Conflict Analysis from Afghanistan

Carried out in 2009, with support from Trócaire, by partner Cooperation for Peace and Unity (CPAU).

- Available at: <http://www.cpau.org.af/?page=allnews&lang=en>

3. Publication

Simon Fisher, Dekha Ibrahim Abdi, Jawed Ludin, Richard Smith, Steve Williams, and Sue Williams, *Working with Conflict: Skills & Strategies for Action* (2000), Zed Books in association with Responding to Conflict, UK.

This source book is for people working in areas affected by conflict and violence. Easy to use, well laid out and including helpful visual materials, it provides a range of practical tools – processes, ideas, visual aids and techniques – for tackling conflict. These tools have been developed over a number of years by Responding to Conflict (RTC), in collaboration with practitioners from around the world.

The book embodies and reflects the rich diversity of over 300 practitioners from some 70 countries who, in RTC Working with Conflict courses, have pooled their varied experiences and methods of practice, which have then been adapted to suit a wide range of situations. Examples and cases are drawn from around the world, including Cambodia, Afghanistan, South Africa, Kenya, Northern Ireland and Colombia. The book highlights the options available to individuals and organisations, equips them with a basis on which they can plan what responses are possible; and strengthens their capacity to engage in useful interventions. For all practitioners who are working in conflict-prone and unstable parts of the world in the fields of development, relief work, human rights, community relations, peace and reconciliation, this book should prove an invaluable support.

See more at: <http://www.respond.org/pages/publications.html>

- Available to buy online at www.amazon.co.uk

4. Peace and Conflict Impact Assessment (PCIA) Handbook

This detailed handbook accompanies the PCIA tool presented in Part Three of this toolkit. It is intended for use by recipients of EU Peace III funds in Northern Ireland, however it is also highly applicable to international development work. The PCIA methodology and tools are not presented as the final versions but rather as part of an evolving approach with input from a range of actors. The handbook has been produced by the International Conflict Research Institute (INCORE) at the University of Ulster.

- Available at: http://www.incore.ulst.ac.uk/pdfs/Handbook-Aid_for_Peace-2009_Dec.pdf

5. Trauma, Peace and Conflict: Useful Tools and Research

Capacitar Emergency Toolkit

Capacitar Emergency Toolkit is an easy resource to use. It includes simple breathing exercises, simplified Tai Chi and other techniques that are part of comprehensive PhD research carried out by Pat Cane, Capacitar International Director. These techniques can be used to animate partner meetings. They have proven to be effective in boosting people's energy, addressing the effect of trauma, and creating a relaxing and conducive environment for effective work.

- This resource is available online in various languages at: http://www.capacitar.org/emergency_kits.html

INCORE Peacebuilding and Development Initiative Conference papers available on their website:

- 1) Trauma, Peacebuilding and Development: An Overview, Mary Alice C. Clancy and Brandon Hamber.
 - 2) Trauma, Disputed Knowledge, and Storying Resilience, Stevan M. Weine and Sae-Rom Chae.
 - 3) Trauma, Peacebuilding and Development: An Africa Region Perspective, Mike Wessells.
 - 4) Implementing Collective Approaches to Massive Trauma/Loss in Western Contexts: Implications for Recovery, Peacebuilding and Development by Jack Saul and Saliha Bava.
 - 5) Trauma, Peacebuilding and Development: Cross-Regional Challenges – South Asia, Shobna Sonpar.
- Articles available online at: <http://www.incore.ulst.ac.uk/research/projects/trauma/>

ANNEX 2: DRC Governance & Gender Programme Conflict Analysis

1. Introduction

Trócaire launched the new three year phase of its Governance and Gender programme in DRC on 1st August 2010, following on from a pilot phase of the programme which took place during 2009 and early 2010. The programme has nine partners, organized into three geographic groups. As such there are three partners working in the western Province of Bas-Congo, three partners working in the North-Eastern District of Ituri and three partners working at national level in Kinshasa. The main elements of the programme are as follows:

- Local participatory governance work through citizen committees
- Civic education campaign on democracy, elections, civic and political rights and DRC's decentralisation process
- Women's political empowerment – national campaign for a quota system; training of candidates for local elections
- Capacity building of local authorities in relation to democracy, citizen participation, decentralisation, etc.

During programme planning, the integration of conflict sensitivity was deemed crucial due to DRC's recent (and in some areas ongoing) history of violent conflict and the high level of popular division and social tension existing in the particular target areas related to issues such as ethnicity, land, natural resources and political power. In light of this the first step towards integrating conflict sensitivity was taken through the conducting of a participatory conflict analysis with partners during the programme planning workshop in April 2010. This conflict analysis was then updated and further developed into practical adaptations to programme design in a subsequent partner workshop in September 2011.

2. The Conflict Analysis

The methodology used was based on elements of various approaches suggested in the Peacebuilding Discussion Paper and in particular using the resource pack from www.conflictsensitivity.org mentioned in Annex 1. Nevertheless the methodology had to be highly adapted to suit the circumstances of a partnership context and, especially, severe time limitations. As such, a small number of participatory activities were designed to fit in with each of the four key stages of conflict analysis that are defined in the literature. The following gives a brief description of each activity in relation to each of the stages of the conflict analysis:

NB. It was decided that the conflict analysis would be most useful if it was focused on the local, rather than the national level. As such partners were divided into two groups – those from Bas-Congo and those from Ituri, with national level partners free to join whichever group they wished.

Stage 1 - Profile (a characterization of the situation in which a programme/project will intervene)

• **Mapping of Target Area:**

Using a pre-prepared outline map of their target area the partners were asked to add the following pieces of information using a key of symbols: the location of key population groups; zones of high tension; key economic infrastructure (e.g. mines, port, etc.); military camps; sites of historical outbreaks of violent conflict; presence of militias; and the presence of displaced people or returnees. The type of information to be marked on the map was discussed and agreed in advance.

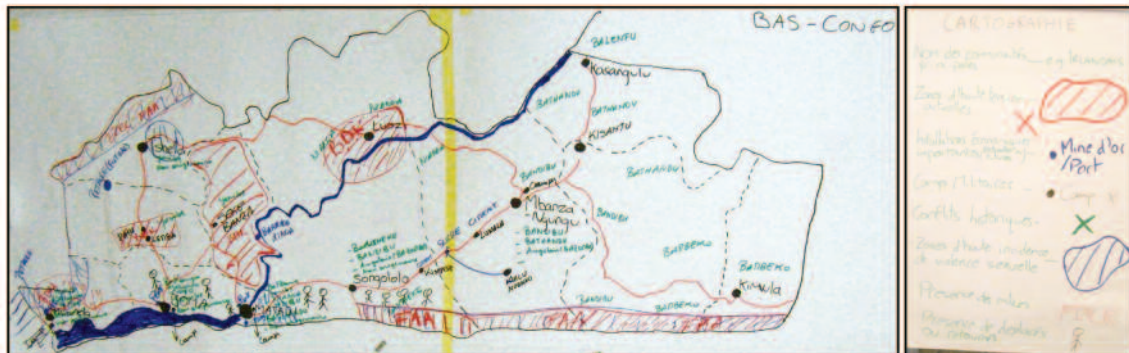


Image: Conflict map of Bas-Congo; key to symbols is on right-hand side

• **Graph of Historical Levels of Violent Conflict**

Participants were asked to plot the dates and intensity of the major outbreaks of violent conflict in their area going back over a 50 year period.

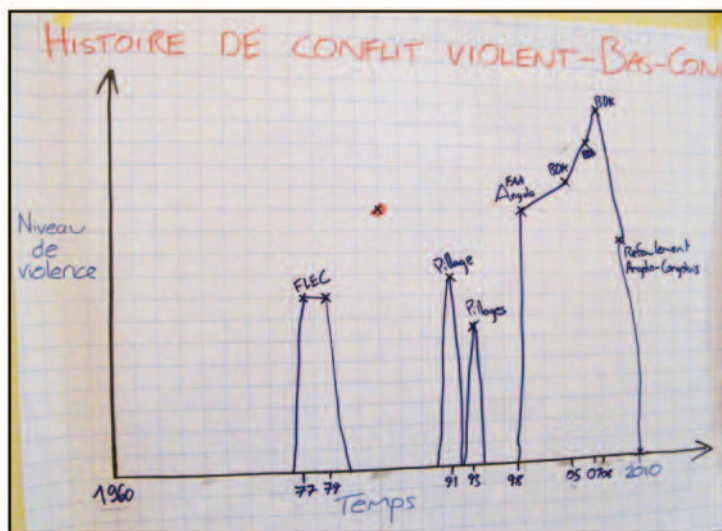


Image: Major historical incidences of violent conflict in Bas-Congo

• **Timeline**

Participants marked key historical events (political, economic, etc.) in their local area over the past 50 years on a timeline.

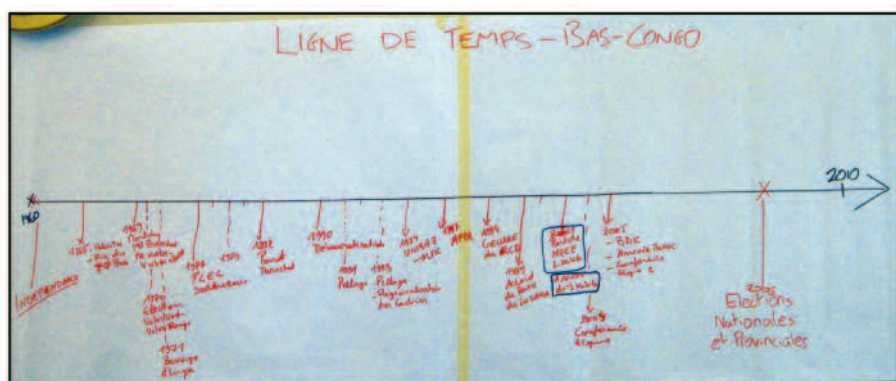


Image: 50 year timeline for Bas-Congo

Stage 2 - Causes (the current, historic and potential future causes of conflict)

• **Brainstorming of Structural Causes, Proximate Causes and Triggers of Conflict**

Participants debated and listed the causes of conflict in their local area according to each of these categories, defined as follows: Structural - concerning policies, structures and social fabric i.e. long-term injustice; Proximate - factors contributing to a rise in tension; Triggers - single events that provoke an outbreak of violent conflict.

Stage 3 - Actors (the individuals, groups and institutions that play an important role (positive or negative) or are affected by conflict and the relationships between them)

• **Actors Analysis**

Participants wrote the names of key institutions, groups and individuals that have an important influence on, or are affected by, conflict in their locality on cards. The size of card varied according to their perceived degree of influence – major, medium or minor. Participants then stuck the cards to a large sheet and mapped the links between the actors using different colours and types of lines to represent different kinds of relationships e.g. conflictual, alliance, formal link, influence, broken relationship, etc.

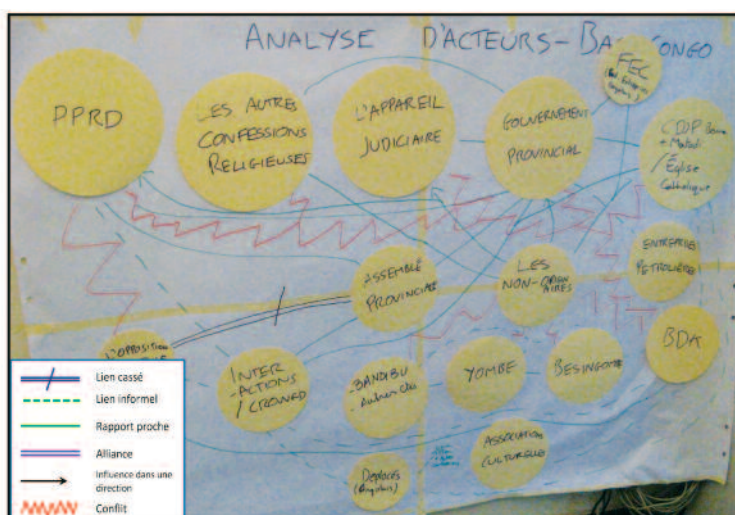


Image: Actors analysis for Bas-Congo (inset shows key to different types of relationships between actors)

Stage 4 - Dynamics (the interactions between the profile, causes and actors, i.e. current and potential future patterns and scenarios)

- **Positive and Negative Dynamics**

Bearing in mind the outcomes of the previous steps, participants were asked to make lists of current positive and negative dynamics in relation to conflict in their area, i.e. current trends toward either an improvement or a deterioration in the level of conflict. They were also asked to predict the likely dynamics over the coming three years i.e. the period of programme implementation.

3. Interactions Analysis

The above conflict analysis was used to generate a discussion on the possible interactions between the programme and the conflict dynamics. This was aimed at identifying areas in which the programme design needed to be adapted. For this exercise, Forcefield Analysis was used and partners were asked to identify interactions and for each one state whether it would produce a positive or a negative impact and also whether the direction of influence was context>programme or programme>context. Interactions can be related to a specific activity or programme element or to the whole programme generally.

Key: **Red** = negative influence; **Green** = positive influence; arrow indicates direction of influence; coloured boxes describe the nature of the interaction

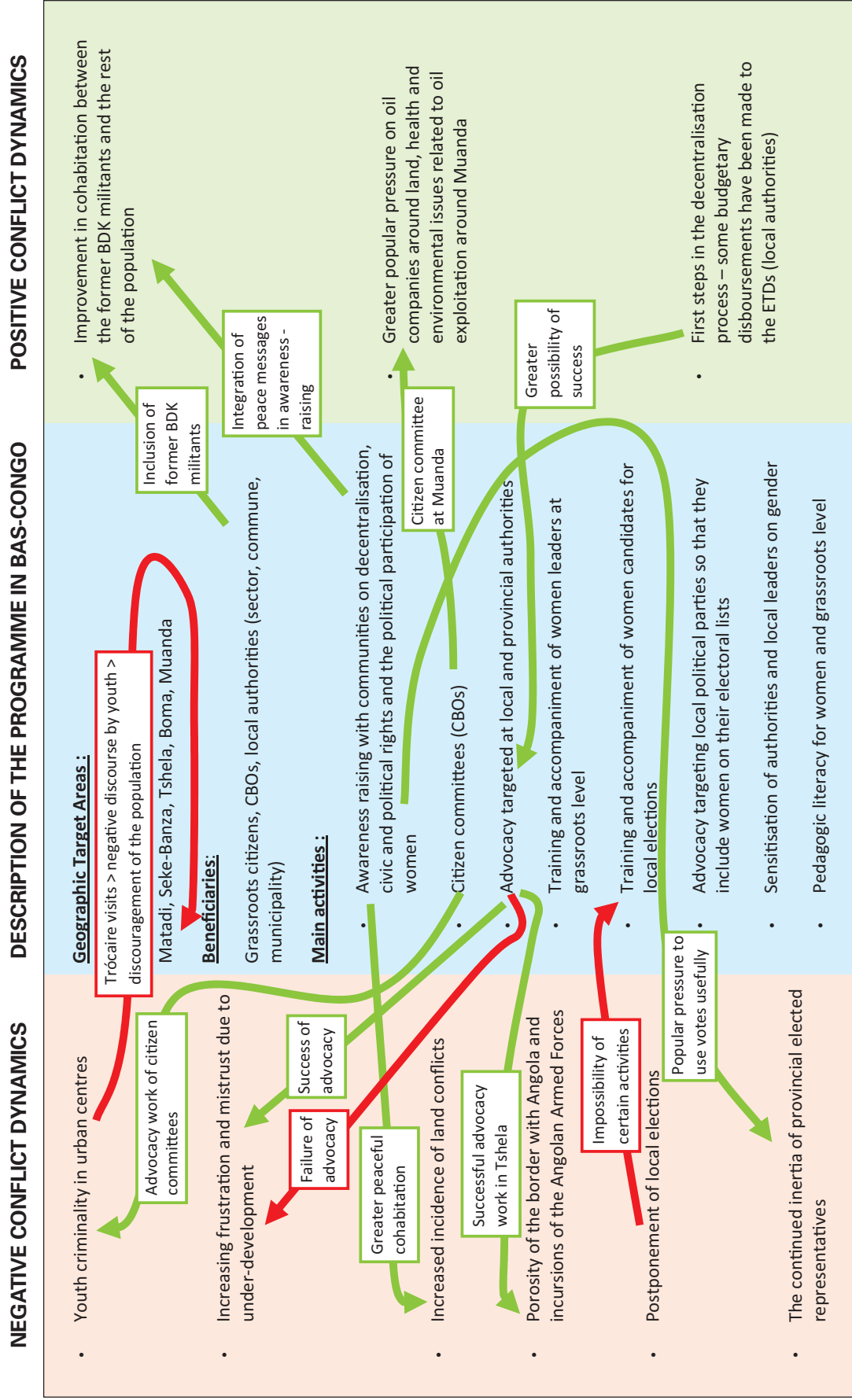


Table: Completed Interactions Analysis for Bas-Congo Province

4. Programme Adaptations

The next step was to try and make adaptations to programme design in order to minimise and ideally eliminate the negative interactions (i.e. the red arrows). The following programme adaptations were suggested by partners for Bas-Congo Province.

Negative Interaction (red arrow)	Adaptation
Trócaire visits causing some negative discourse in the community by youth which discourages the population from participating in project activities	No suggestions for the moment – partners will monitor the impact of Trócaire visits on community discourse
Unsuccessful advocacy reinforces the sense of frustration and mistrust on the part of the population vis-a-vis the government	<p>Closer accompaniment of citizen committees in relation to their advocacy work :</p> <ul style="list-style-type: none"> • Ensure advocacy asks are within the powers and competencies of the authorities in question • Build the capacity of citizen committees in advocacy techniques (partners also need capacity support from Trócaire in this area)
Impossibility of certain activities due to the postponement of the local elections	<ul style="list-style-type: none"> • Whilst waiting for decentralisation to be enacted, partners can put greater emphasis on targeting elected representatives at provincial level

5. Indicators (not yet complete)

At the first conflict analysis session in April 2010 a couple of **context indicators** were identified that could help Trócaire and partners pick up on any significant changes (positive or negative) in conflict dynamics in the target areas. These are as follows:

- Number of land conflicts before local courts in the target ETDs of Bas-Congo Province (*partners to collect data from the courts every 6 months*)
- Number and intensity of conflicts in the target ETDs (*data to be based on regular reports from existing local peace groups*)

The final step will be to identify indicators by which Trócaire and partners can monitor whether or not the negative interactions are taking place or not (i.e. **interaction indicators** – see Part Three of toolkit). This will enable ongoing adaptation of the programme as necessary in order to ensure it is conflict sensitive. There was not sufficient time to complete this exercise at the September 2011 workshop so this will be completed later. As an example one indicator has been so far developed for Ituri, the below table will be completed at a later date

Interaction	Indicator	Means of Verification
Ethnic imbalance in the beneficiary group could reinforce local divisions and cause suspicion	Degree to which the composition of the beneficiary group mirrors the local population in terms of community background	Lists of participants in project activities (using information given on village of origin) to be used to confidentially estimate the composition of their beneficiary group
Trócaire visits causing some negative discourse in the community by youth which discourages the population from participating in project activities	TBC	TBC
Unsuccessful advocacy reinforces the sense of frustration and mistrust on the part of the population vis-a-vis the government	TBC	TBC
Impossibility of certain activities due to the postponement of the local elections	TBC	TBC

ANNEX 3: Organising Conflict Sensitivity Training for Partners in Uganda

■ Terms of Reference Capacity-Building in the Conflict-Sensitive Approach to Development & Peace-Building in Uganda

Introduction

Trócaire Uganda's first Governance and Human Rights programme, entitled 'Advocacy for Socio-Economic Justice', started in March 2007 and ended in June 2010. The programme was in line with Trócaire's Country Strategic Plan (2008-2012) and the overall Trócaire Global Strategic Framework (2006-2019). Currently, the process of developing a new (two-generation) programme is underway. We envisage a country where the government of Uganda increasingly implements pro-poor policies and programmes, and creates a peaceful environment that is conducive to the resettlement, reintegration, rehabilitation and development of the post-conflict affected communities of north and northeast Uganda. Building on the experience and lessons learned from the outgoing PPD, the new PPD will seek to consolidate gains through continued focus on addressing structural and deep root causes of poverty and social injustice. Particular attention will be paid to Trócaire's value addition and adapting the programme to the existing context by grounding the new programme more in principles for integrated approaches for programming – in particular, a Conflict-Sensitive Approach to development and peacebuilding.

Uganda is just emerging from a two-decade brutal civil conflict by the Lords Resistance Army that left entire communities in northern and northeastern Uganda devastated and impoverished, while the peace and security situation in northeastern regions of Uganda is still very precarious due to cattle rustling, banditry and theft by the Karamojong warriors. Cognizant of the link between peace and development, and that poverty, conflict and underdevelopment are mutually reinforcing, our work will continue to be informed and guided by the rights-based approach. Peace is a prerequisite for tackling poverty and social injustice in the post-conflict regions, and improving the lives of these poor and vulnerable communities. In this regard, Trócaire will seek to integrate development processes with peacebuilding approaches through commitment to providing support to initiatives that have a bearing on facilitating and promoting peacebuilding.

Advocacy and policy influence will continue to be the key thrust of this programme in addressing identified structural causes of all forms of social and economic injustices, including conflict that hinders positive change in the lives of the poor and vulnerable people in the post-conflict affected regions of north and northeast Uganda in particular, and Uganda in general. Within the programme, we seek to employ focused civil society development strategies aimed at increasing the space for dialogue, association and action at local and national levels. As such, one of the most urgent priorities for Trócaire is to enhance the capacity of civil society (CS) through the partner organisations to increasingly demand the implementation of pro-poor policies/programmes and the proper use of public resources that ensure improvement in the quality of life, peace and security of the poor.

Has there been any experience of harm done? Do we know if Trócaire's programme has exacerbated conflict at any level? Or are we sure that our programmes are not aggravating or creating more conflict?

Trócaire has identified the integration of a Conflict-Sensitive Approach as critical to the delivery of our programme objectives. It will be adopted as a key strategy to promoting participatory and accountable governance as well as lasting peace. Partner organisations and, hence, the beneficiary community in the north and northeast, will be empowered to become pro-active, non-violent actors in their own development.

Purpose

It is against that background that Trócaire seeks to build the capacity of Trócaire and partner organisations' Conflict-Sensitive Approach to programming of our development and peacebuilding work. We want to make sure that our programme and project activities do not aggravate or lead to conflict, but seize opportunities in the context to bring about positive impacts in the lives of the poor people. We want to be pro-actively attuned to our operating context during the whole programme/project's cycle, i.e. from design and implementation to monitoring and evaluation. We want to ensure that our interventions are adequately informed by a rigorous analysis of the context on an ongoing basis, to know how the context and the programme activities impact on each other so that we can minimise negative impacts while maximising positive impacts.

Therefore, the overall purpose of capacity-building for conflict sensitivity is to increase the effectiveness and efficiency of our programming, by acquiring hands-on knowledge, skills and tools that will enable Trócaire and partners to gain a deeper understanding of the context in which we operate; understand the relationship between our interventions both at project and programme levels and in an operational context (i.e. how they affect each other); and, based on that knowledge, pro-actively design appropriate interventions that minimise negative impacts and maximise positive impacts in our Governance and Human Rights work.

Expected Outcomes

Trócaire and partner organisations understand the Conflict-Sensitive Approach to development, approaches to dealing with conflict in a peaceful manner (including peacebuilding), and the importance of adopting them in our programming.

Trócaire and partner organisations have skills and tools to analyse the context where we operate from a conflict perspective.

Conflict sensitivity indicators at programme/project level are elaborated and incorporated into logframes that are used to measure change/impact.

Linkages demonstrated between increased conflict sensitivity and more effective programming, both at programme and project levels.

Proposed Methodology

Stage One – Training with Partners and Staff: Understanding Conflict-Sensitive Approach

It is proposed that a functional, participatory and result-oriented training strategy be employed. This should include an initial phase for establishing our actual need so that the capacity-building intervention is tailored to suit.

It is anticipated that this will involve an initial phase of consultation with Trócaire and key partner organisations representatives.

Some preparatory work will be considered by Trócaire staff and partners to bring case studies to the training sessions and make it more real for all participants. These examples could involve:

- 1) Mapping conflict at an organisational level.
- 2) Identifying possible conflict/peace scenarios.
- 3) Previous experiences of dealing with conflict by partners and approaches used; reflection on how effective that experience was.

Stage Two – Towards Conflict-Sensitive Programming in the Uganda GHR Programme

Subsequently, a comprehensive chain of capacity-building activities, such as training workshops and partner-organisation-specific follow-up actions will be supported by Trócaire. This stage will also involve putting the tools in practice and adapting them to Trócaire's needs. The GHR team in Maynooth will support this stage and work with Trócaire staff and partners in launching/validating the Trócaire CS Toolkit to explore what CS programming means for Trócaire, and what we would like to see after all of the training is completed.

There will then be further follow-up at partner organisations and programme level.

Time Frame and Expected Outputs

TOR formulated, shared and agreed by week 20 (second week of May).³⁵

TOR shared and agreed with training firm. Technical proposal, including budget, submitted by facilitator by end of week 21.

It was proposed that the capacity-building activities commence in week 26 (late June).

Programme and individual partner organisation action plans for implementation of a Conflict-Sensitive Approach in programming.

Report(s) produced and submitted by facilitator documenting the process and the key outputs and outcomes of each phase/stage.

³⁵ It was preferred that this activity was carried out before the commencement of the new PPD, i.e. by July 2010.

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