



CONFLICT-SENSITIVE PROGRAMME MANAGEMENT CSPM

INTEGRATING CONFLICT SENSITIVITY AND PREVENTION
OF VIOLENCE INTO SDC PROGRAMMES

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Introduction

This document introduces the concepts and “mind-sets” behind a conflict-sensitive approach to development cooperation and humanitarian aid and examines why such an approach is necessary as SDC’s programmes are increasingly working both in and on conflict. The document gives an overview of when and how specific tools of the Conflict-Sensitive Programme Management (CSPM) approach – “CSPM Basic” and “CSPM Comprehensive” – are to be used and anchored within the SDC Programme Cycle Management (PCM).

Section 1

Anchoring CSPM in the Programme Cycle Management describes how CSPM has evolved from the Peace and Conflict Impact Assessment (PCIA), discusses the causes of conflicts and how CSPM assists in transforming conflicts.

Section 2

Programmes and conflict describes how SDC’s work is increasingly affected by conflicts and why a conflict-sensitive approach is necessary. Describing the distinction between “working in” and “working on” conflict, this section also highlights when which tool should be used.

Section 3

The prevention of violence as a thematic orientation goes into more depth concerning the characteristics of conflicts that potentially confront development programmes. It also shows where SDC already does work on the prevention of violent conflicts. A deeper understanding of conflict dynamics provided by this section is the basis for the effective application of Tip Sheets and other tools. One of the corner stones of CSPM – the three dimensions of violence prevention – is included in this section.

Section 4

The CSPM procedure consists of the procedures, requirements and benefits of CSPM, as well as some success factors of a conflict-sensitive approach to development cooperation. The Do No Harm (DNH) approach that should be applied in all SDC programmes – at least in a minimal form – is described. Building on DNH, the CSPM Basic and Comprehensive procedures are elaborated. This section concludes with a diagram explaining how the CSPM procedure is applied in practice.

Practical indications for the application of CSPM and methodic-thematic instruments in the form of Tip Sheets and a Resource Pack can be found in Part 3 and 4 of the handbook for practitioners.

The CSPM procedure has to prove itself in practice and be further developed on the basis of experience. This is a work in progress and thus we are thankful for feedback in regards to applicability, clarity, and utility.

Acknowledgments

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1. ANCHORING CSPM IN THE PROGRAMME CYCLE MANAGEMENT

Core question

1. Development cooperation and humanitarian aid should enable and promote peaceful development and as a minimal requirement avoid aggravating tension and violence. Conflict-Sensitive Programme Management is a procedure designed to anchor¹ the conflict perspective in the Swiss Agency for Development and Cooperation's (SDC) Programme Cycle Management. CSPM draws attention to a core question: Does a programme contribute to the prevention of violence and peaceful transformation of conflict or does it aggravate it?

Peace and Conflict Impact Assessment (PCIA) as a basis for CSPM

2. CSPM evolved from a SDC evaluation of the experiences with the Peace and Conflict Impact Assessment tool conducted in seven different countries. The case-specific evaluations led to the conclusion that the PCIA instrument is a useful support in the decision-making process, if applied in a participative and flexible manner. SDC possesses a number of proven management methods. This includes taking into consideration the different perspectives of women and men in the planning and execution of programmes. SDC also lays importance on evaluation and the use of analysis and monitoring instruments, such as MERV (Monitoring of Development-Relevant Changes) and FAST (Early Analysis of Tensions and Fact-Finding). In collaboration with the Division COPRET (Conflict Prevention and Transformation), odcp consult developed the CSPM procedure taking into consideration the PCIA experience, as well as the existing procedures of SDC's programme cycle.

Anchoring of conflict sensitivity

3. Anchoring conflict sensitivity in the programme cycle of SDC needs to be linked with the existing planning, (self-) evaluation and other procedures of SDC. People in charge of programmes are often good inventors of custom-tailored procedures and methods. CSPM is both the result of past input by such people as well as the further development of such inventions.

Shifts of power as central causes of conflicts

4. Concern for conflicts is nothing new to SDC programme officers. Programmes of development cooperation and humanitarian aid come into existence as a result of negotiations with actors who have differing interests and power positions. Programmes instigate social processes of change, which are inevitably connected with shifts in power structures. We need to be aware of divergent objectives, differing values and asymmetrical power structures of the various actors. In short, we are frequently faced with latent or open conflict².

Contribution to the prevention of violence...

5. Programmes can provide an important contribution to the prevention of violence and the transformation of conflicts through a participatory process. This can be the case within the framework of the support of democracy, resource management or rural development.

...and conflict transformation

6. People have different understandings of power relationships, conflict and violence. In order to understand conflict situations and their dynamics we need to consider elements such as one's own and other peoples' identity, manifesting itself in culture, history and values, gender roles and understanding of justice and peace. CSPM helps to understand these different perspectives, in order for International Cooperation to make a constructive contribution to the transformation of conflicts.

Working in or on conflict

7. SDC programmes might increasingly be carried out within the context of violent conflicts and will be required to directly deal with such situations. One speaks of working in or on conflict³. It is necessary for programmes to contribute in a more deliberate, systematic and thorough manner to the prevention of violence and the transformation of conflicts – particularly in fragile states. CSPM focuses attention on:

- the type and intensity of conflicts
- the interrelation of programme and context
- the opportunities to enhance the conflict sensitivity of programmes

1. ANCHORING CSPM IN THE PROGRAMME CYCLE MANAGEMENT

The need for CSPM depends on the type and intensity of the conflict

8. The minimum requirement of all SDC programmes is to apply the Do No Harm⁴ (DNH) approach, the backbone of CSPM. DNH ensures that violence-aggravating effects of a programme are avoided. A SDC programme addresses this minimum requirement if the main DNH issues are regularly discussed with all partners involved and reported on (see Tip Sheet on “Do No Harm”). The key question of DNH is: Does our programme support elements that divide groups of the society we are working in, or does it support elements that connect these groups?

9. If SDC, its collaborators and their partners notice that a conflict is escalating during the planning or execution phase of a project, then the CSPM Basic or Comprehensive procedure should be applied. The director of a programme should decide if the application of CSPM Basic or CSPM Comprehensive is needed, depending on the intensity of the conflict.

The interrelation of programme and context

10. **CSPM Basic** should be applied when **working in conflict**. The potential **impact** of latent and open conflicts on SDC programmes must be **observed** and **analyzed**. Negative **conflict-aggravating effects** of programmes need to be **eliminated**. A programme designed accordingly can **create room** for non-violent, peaceful resolution of political, social, economic or gender-specific conflicts. Beyond the **DNH** approach which should be applied in all development cooperation programmes, CSPM Basic seeks to **support peace furthering factors** in a society.

11. **CSPM Comprehensive** procedure should be applied when **working on conflict**. There is a danger that partners or SDC recipients become involved in the conflict. Programme officers need to **more closely observe** and **regularly analyze** the development of the conflict in order to **avoid or reduce violence-aggravating effects** and to **contribute constructively to the transformation of the conflict**. This means that SDC through its programmes directly contributes to the conflict transformation. This is achieved by building bridges of understanding, creating room for dialogue, strengthening marginalized or discriminated actors, promoting local alliances for peace or supporting the development of competencies for the transformation of a conflict. In contrast to the CSPM Basic, CSPM Com-

prehensive **initiates activities linking groups** affected by a conflict and specifically **studies** the levels (local, regional, national, and international) at which the **causes of the conflict** are located.

Opportunities to enhance the conflict sensitivity of programmes

12. Both CSPM procedures – Basic and Comprehensive – are closely tied to the existing steering process of SDC programmes. This four- to five-year cycle essentially contains four decision-making processes:

- ❶ **Planning**
- ❷ **Implementation**
- ❸ **Monitoring**
- ❹ **Evaluation**

(see diagram on page 20 to 21: “CSPM within the Programme Cycle Management”)

2. PROGRAMMES AND CONFLICT



Unclear conflict situations – the example of the Ambato watershed in Tungurahua, Ecuador

A watershed is defined as an area where the rainwater flows into the same outlet. The example concerns a settlement area 50 by 30 km with approximately 40'000 inhabitants, who live and work in the Andes' highlands at an altitude of 2'500 to 3'000 meters above sea level.

Water is pivotal to the people and their social organization. Since colonial times, it has been led through a system of canals from the high mountains of the Páramo to the lower-lying agricultural areas.

Water has become scarce. A large number of legal complaints have been pending for years. Violent conflicts between the villages and organizations of the water users have led to several deaths in the past. Old canals could not be repaired and new ones could not be built or not be put into service. Only in 2003, after protracted negotiations, it was finally possible to put a 23 km long canal, built in 1988, into service!

The search for objective symptoms of a situation which could lead to violence has only limited chances of success. Human beings must not, but can always act violently. He or she must not, but can always kill, individually or collectively, together or through a division of labour, in all situations, fighting or celebrating, in different states of mind, in anger, without anger, with craving, without craving, shouting or in silence, for any imaginable purpose.

(free translation from German)

Heinrich Popitz

Conflicts and processes of societal change

13. SDC should always be concerned about the different objectives and competing interests of the various actors⁵ participating in its international development cooperation programmes. We are frequently confronted with latent or open conflicts, generated and, occasionally, intensified by processes of change. Where power structures change, social conflicts (provoked e.g. by the demand for equal rights for men and women or the access to and use of scarce resources) can easily turn into violent conflicts. A razor-sharp distinction between constructive social conflicts and destructive (violent) conflicts is, in practice, often not possible. Unpredictability is a basic characteristic of conflict dynamics.

Programmes are always part of a conflict scenario

14. SDC is in favour of a pluralistic, decentralized democracy, in favour of a transparent government, against impunity from punishment and despotism, against abasement, humiliation and discrimination as concerns gender, ethnic affiliation, social origin, or religion. SDC programmes are linked to structural, social processes of change, supporting them in different thematic points in order to reduce poverty and contribute to development. As a result, the programmes are often part of the context of social conflict: they create room for negotiations on varied objectives and interests; they promote the participation of certain actors and exclude others; they support disadvantaged women and men to articulate and demand their rights (empowerment). Thus, they intervene in existing power structures.

2. PROGRAMMES AND CONFLICT



Fore- and backstage: the visible conflict around the scarce water resources is overlaid by other conflict lines. The inhabitants of the region are aware of the conflicts as a function of their interests. It is only in the course of the cooperation that the people engaged in DC (Development Cooperation) programmes gain a deeper knowledge of the overlapping conflict lines.

The intensification of agriculture as a consequence of DC: the need for water as a result of the growing agricultural productivity in the lower-lying areas has increased sharply. Those who profited the most in the past are farmers with medium-sized farms, who can defend themselves relatively well with legal actions.

The ethnic conflict line: In colonial times the indigenous villagers were chased away from the fertile valleys into the high and infertile mountain regions. They live there under the most precarious conditions, raising sheep. At the same time, they hold, in the long term, the control over the water through their upstream position: the over-utilization of the Páramo leads to less water in the canals downstream, particularly during the dry season.

Migration: the worker migration originally to large estates has turned into a world-wide emigration. Especially male workers from the indigenous villages have emigrated to the USA or Spain. Female households with children and old people are left in the region. Indigenous women do not possess water rights nor titles to real estate.

Development has unforeseeable consequences

15. Social change processes have unforeseeable consequences. Access to scarce resources may change. Development may entail the transformation of legal claims and their acceptance. New alliances and enhanced self-confidence of the actors are also potential consequences of development processes. Altogether, development processes change the political, economic, social and gender-specific power structure. As a result, they may contribute to new conflicts or the intensification of existing latent violent conflicts. To balance development focusing on the empowerment of individual groups, the conflict transformation approach calls for efforts to simultaneously support recognition among actors with various interests and needs at stake.

Fragile states as a main challenge

16. Development programmes are frequently carried out in countries with unstable economic, social and political conditions, which can easily degenerate into violent disputes. Fragile states with impunity from punishment, vigilante justice, private armed groups and war economies are causes of internal conflicts. Fragile states often remain in a situation characterized by “no war – no peace”. This requires a prudent and conflict-sensitive course of action from development programmes.

Linking-up with existing processes

17. SDC programmes use instruments for observing the environment, estimating risks and steering programmes. These instruments permit the observation and analysis of social conflict situations in order to react appropriately. Through CSPM these existing instruments are more closely and more systematically interwoven with the Programme Cycle Management (PCM).

2. PROGRAMMES AND CONFLICT



Basic social care: the further away people live from the city or valley, the more difficult is their access to health care and schools. Indigenous villages are those which profit least by the infrastructure policy of the provincial government.

Potable water for the city: the city of Ambato lies at the end of a valley. Its inhabitants and industry urgently need more potable water. The water rate hasn't been adapted for years.

Water rights: in the past years, the city of Ambato grew considerably following migration from the country-side. One quarter of the inherited water rights are in the hands of its inhabitants.

The state water authorities: piles of unopened files, contradictory laws and regulations block the administration. Bureaucracy gets on the move only for large projects and when money flows.

Police and Justice: the overloaded courts are paralyzed by favoritism, impunity from punishment and the inability to enforce the law. Even crimes remain unsolved. Certain indigenous villagers resorted to self-justice.

Photos: SDC, Ecuador

Becoming more conflict-sensitive

18. "Conflict-sensitive" means that the programme officers:

- Recognize the state of a conflict;
- Develop together with partner organizations a sharpened awareness of crisis symptoms;
- Observe together with partner organizations the tensions and conflicts in which they themselves are involved, and reflect on their role;
- React appropriately to the conflict situation; on the basis of an analysis of the causes, risk evaluation, as well as through reflections on their operative options and conflict-relevant effects, in a spirit of prevention of violence and promotion of peace.

The minimal requirement: Do No Harm

19. A minimum requirement of CSPM is to ask if the cooperation programme contributes unintentionally to an increased intensity of tension, or a prolongation of violent conflicts, and how this can possibly be avoided. For this, the Do No Harm approach is used.

The minimal requirement of Do No Harm for all development cooperation programmes is that they do not support dividers. Dividers are understood as factors intensifying tension between groups in a society.

2. PROGRAMMES AND CONFLICT

Working in or on conflict?

20. In order for the cooperation to make a constructive contribution to the prevention of violence and the containment and overcoming of violent conflicts, we have to ask ourselves two questions, especially if a conflict already exists:

A. Do the dynamics of a conflict move in a framework which we can meet with processes of **participative planning** and **equalization of interests**?

→ **CSPM Basic**

or

B. Do the dynamics of a conflict and violence develop in such a way that **special measures** are required, such as the conflict-specific sharpening of our observations, the development of special capabilities for the prevention of violence, or involvement in the transformation of conflicts?

→ **CSPM Comprehensive**

These questions are fundamental for Conflict-Sensitive Programme Management (CSPM). They are also valid regarding an individual project within a programme. The violence potential on the programme level can be judged as slight, while an individual project thereof may require special measures.

Ecuador as a case study

21. We often have to deal with unclear conflict situations, as shown in the example of Ecuador on the previous page⁶. The lines of conflict concerning access to resources, ethnic affiliation, gender, and economic interests, are interrelated in many ways. Furthermore, the conflicts are often not directly talked about by the stakeholders of a programme. Directly addressing conflicts can be delicate, dangerous and can even escalate the conflict. In order to acquire a fuller comprehension of latent and open conflicts, it is appropriate to prudently design participative processes and to cultivate well-balanced contacts with the actors.

Is there a need for CSPM – and when?

22. If one looks at the Programme Cycle Management from a thematic viewpoint CSPM entails PCM procedure focused on violence prevention, Do No Harm, and peacebuilding. The schematic step-by-step approach to a conflict-sensitive PCM is presented in section 4.5 of this document. Throughout the decision making process, one should ask if CSPM Basic or Comprehensive is needed. This depends on the level of the conflict escalation, the tensions in the context of the programme, and the strategic orientation (working in or/and on conflict).

3. THE PREVENTION OF VIOLENCE AS A THEMATIC ORIENTATION

A group of persons, small in numbers but thoroughly organized, can rule an indefinite number of people for an unforeseeable length of time.

(free translation from German)

Hannah Arendt

The human body is without protection and can be injured at any time. All power and violence is linked to the physical vulnerability of man.

(free translation from German)

Jan Philipp Reemtsma

3.1 Change of power relationships as a cause of conflicts

23. Processes of change require energy. They irritate some and please others. They trigger enthusiasm or insecurity and resistance. They can weaken or break apart societies or promote and strengthen internal cooperation. Processes of change can be used for dialogue and lead to increased participation; conversely they can advantage certain groups of actors and exclude others. Women and men are affected differently by structural social violence. The unequal power relationships between women and men and their unequal participation in decisions can be part of the structural causes of violent conflicts and fanned by political, economic, ethnic and social contradictions.

24. Wherever power relationships are shifted or power structures begin to totter, tensions will develop which can build up to open, violent conflicts. It is helpful to differentiate between direct and structural violence⁷. Direct violence refers to physical violence by humans exercised directly against other humans. Structural violence refers to socio-economic and political conditions that cause human suffering through poverty, migration, discrimination etc. Direct violence can erupt e.g. when dialogue is interrupted and individual actors see better alternatives to negotiations and dialogue to enforce their interests. "Violence doesn't speak," it is exercised⁸.

25. Structural and direct violence can mutually reinforce each other. This means that long-term influence on, or even the elimination of structural conflicts, cannot be separated from the interests of the different groups of actors and from the existing power relationships. Influence on the structural causes of poverty, on the unequal distribution of resources and on the lack of law and order e.g. will directly shake the existing power relationships. Social changes are

therefore always controversial and potential sources of conflicts.

26. SDC programmes should contribute to the violence-free transformation of conflicts in the course of political, socio-economic, ecological, and gender-specific processes of change. In latent or open violent conflict situations, SDC programmes should not contribute to an increase in the dynamics of violence, but promote and facilitate the peaceful settlement of conflicts and create frameworks for local governance and rights based approaches.

27. A specific development dilemma should consciously be addressed in this context⁹. Development cooperation should not transform structural violence in such a way that direct violence erupts (e.g. by focusing on empowerment, justice and advocacy without supporting recognition and efforts to support consensual solutions). On the other hand, development cooperation should not prevent direct violence while avoiding to deal with structural violence (e.g. by focusing on recognition and peace without empowerment of weaker actors and rectification of unjust structures). The challenge for development cooperation practitioners is clear: to transform and prevent both structural and direct violence.

28. Within such a context, the persons responsible for the programmes cannot proceed on the basis of apparently "objective" problem situations. During the planning and implementation phases, they must take into account the various "subjective" perspectives and interests of the actors involved. This way programmes can be adapted to dynamics of change, can create room for dialogue and negotiation, and open access to new knowledge, in order to promote equitable and just development. A differentiated look at changing interest situations, a long-term commitment and pragmatic eye for what is possible, as well as making use of the experiences gained in dialogue with the actors, on the basis of effective and conflict-sensitive cooperation is important.

29. In summary, even without explicit peacebuilding objectives, the programmes of SDC will influence the structural causes of open or latent violent conflicts. It is therefore essential that they do this consciously, to avoid unintended effects and optimize the intended results. Examples are democratic community development, or development programmes supporting actors in standing up for their rights and interests.

3. THE PREVENTION OF VIOLENCE AS A THEMATIC ORIENTATION

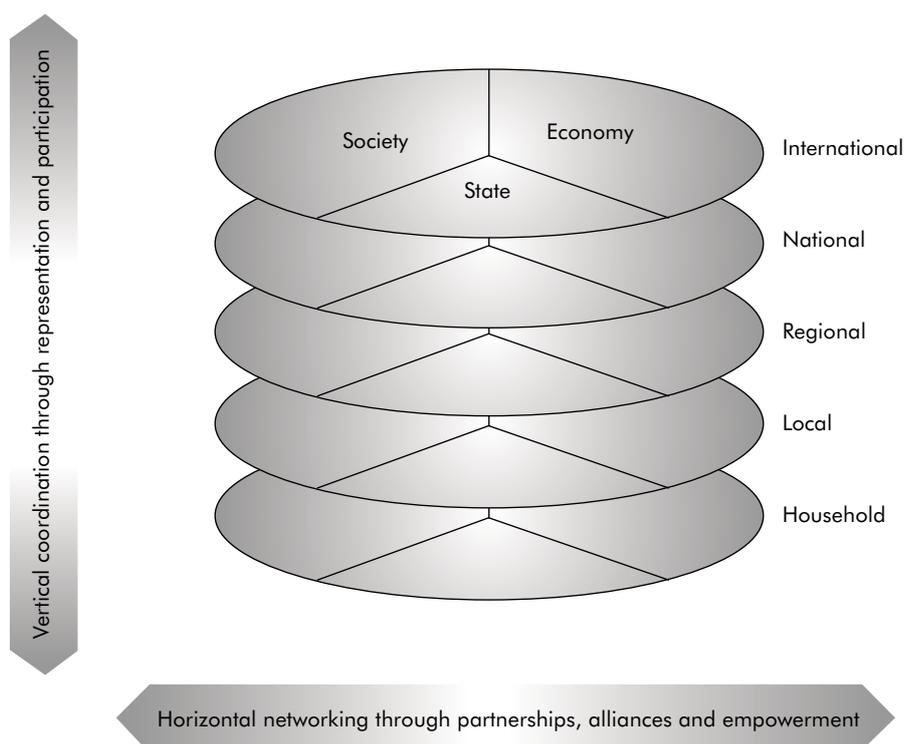
3.2 Considering local, regional, national, and international levels

30. A decisive factor for the effective prevention of violence and work for peace is an integrated view of the international, national, regional, local and household levels. As in the diagram below, this can be compared to an elevator, which rides up and down, connecting the different levels. The horizontal and vertical coordination between the levels and the different groups of actors is fundamental for the effective prevention of violence.¹⁰

It is in the household e.g. where power, violence and exclusion, as well as forms of equality and comprehension can be learned and practiced. Yet, domestic violence is often a direct result of structural violence at a higher level, e.g. lack of employment opportunities, limited political representation, asymmetrical power relations and structures. This multi-level approach also takes the global economic and political dimensions into consideration. Comparative studies have shown that measures for the lasting prevention of violence must be applied simultaneously on differ-

ent levels, because the personal and social roots of violence are often incomprehensible if only one level is analyzed.

31. SDC development programmes can provide a positive and constructive contribution to the comprehension, of violent conflicts, through the identification of the interrelations of (potential) violent conflicts on all levels. A conflict is always about relationships, and can therefore always be considered as a "system"¹¹. Whenever analyzing conflicts, we must consider the system boundaries we have set and the level we are focusing on, and reflect on how they relate to the environment the system is embedded in. How does the level a specific programme is focusing on relate to the other levels? If one wants to actively transform a conflict, one needs to focus on the level where the problem is located. Especially in the **CSPM Comprehensive** approach, which has the declared **aim to transform conflicts**, it is vital to work at the level where the roots of the conflict are located; otherwise one is **dealing** with the symptoms of the conflict rather than **with its causes**.



3. THE PREVENTION OF VIOLENCE AS A THEMATIC ORIENTATION

3.3 Internal conflicts in fragile states

32. Global conflict assessments estimate that we will have to live with serious violent conflicts for the foreseeable future. Marked socio-economic differences, discrimination in access to resources and rights, lack of perspective of large numbers of people in poor countries, and increasing violence and brutality against women, all indicate that the conflict potential will increase in the future. According to a study by the World Bank¹², the risk of more frequent violent conflicts and civil wars is especially high in the poorest “marginalized” countries, characterized by weakening economies, low per capita income that is unequally distributed, and a high dependency on primary exports. If these countries have already once experienced civil war, then the probability that they will again experience war is very high. The same study points out that the successful developing and transition countries will tend to experience a decreasing risk of civil war in the coming decades. In many regions “cold” conflict phases will alternate with “hot” conflict phases, so that we have to work on the assumption of “fragile situations”.

33. Conflict assessments in different countries have illustrated that the majority of actors in International Cooperation work around violent conflicts and limit their involvement to the avoidance of negative, conflict-intensifying effects. We will have to get used to acting in conflict situations and contributing to a transformation of conflicts. The frontiers between programmes with **transverse (implicit)** or **sectoral (explicit)** components of violence-prevention and conflict transformation become fluid.

34. In view of this background, long-term International Cooperation must assume a prominent role in two areas: one, the promotion of structural stability and democratization, and two, the creation of personnel and institutional capacities for the prevention of violence and the peaceful transformation of conflicts.

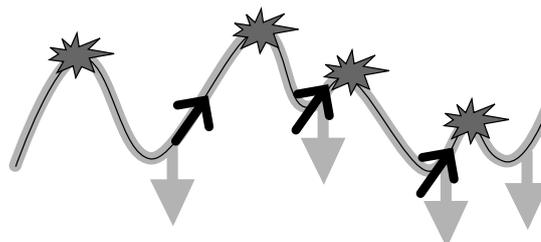
3.4 Conflicts run a dynamic course

35. Conflicts are unavoidable and a necessary phenomena for social change in all societies. They are the expression of tensions and incompatibilities between interdependent groups of actors, in respect to their needs, interests and values. In general, it is not – or at least not always – the contradictions that are the problem, but the way in which the conflicts are carried out.

36. The violence-preventive possibilities of International Cooperation are strongly determined by the conflict phase. Participatory and dialogue-intensive programmes offer an optimal starting position for the early recognition of potential conflicts. The possibilities of influencing conflicts are the greatest in the early stages of a conflict. At that point in time, the programme is able to contribute decisively to the reduction of the structural causes of the conflict and create room for a structured dialogue among the participants.

37. During the process of escalation, tangible objectives and their rational arguments move into the background; polarization, images, and dynamics of “moral disengagement”¹³ take over. Conflicts contain an underlying dimension that consists of the manifest and hidden motives and causes of the conflict. Conflicts are subjective; they are based on the interpretation of a situation by the various actors involved and how these actors perceive and enforce their interests.

Dealing with the dynamics of a conflict



-  Schematic course of a conflict
-  Preventive measures
-  Early recognition (symptoms of change)
-  Outbreak of violence

3. THE PREVENTION OF VIOLENCE AS A THEMATIC ORIENTATION

3.5 Fields of action for the prevention of violence

38. Conflict-sensitive SDC programmes aim to prevent, or to help overcome violence and to support constructive ways of dealing with differences. In “peace terminology”, the objective is to strive for a state in which all forms of violence (direct, structural and cultural), as actions against women, men and children are excluded, so that people can secure their access to resources and services, and enjoy their livelihood and rights.

39. Development and humanitarian programmes accomplish effective preventive work in various key areas, such as:

- Reduction of the structural causes of conflicts: The programmes contribute in the long term to the reduction of socio-economic, ecological, political, gender-specific and cultural tensions, specifically through new forms of democratic participation and the social integration of women and men in the processes of change in the social system. The promotion of structural stability contributes to the possibility for people to organize their social relationships in the private and public sphere in an environment free of violence.
- Capacity development for the peaceful transformation of conflicts: This is comprised of four dimensions of capacity development: training, organizational development, network development and institutional development. It also includes the support of peace constituencies involved in peace-building activities, the practice of transformation of conflicts, the forming of local alliances for peace, the creation of possibilities for dialogue, trust and confidence building measures, and creating framework conditions for just peace – including dealing with the past and transitional justice.
- Security and reconstruction: Wherever conflicts are carried out violently, security measures by the police, the judiciary, the military and paramilitary organizations, which can stoke or constructively dampen the conflict, come to the forefront. International Cooperation can support and promote activities of civil society in support of peace, Security Sector Reform (SSR), as well as Disarmament, Demobilization and Reintegration programmes (DDR). In recent years the awareness of the on-going privatization of both violence and security grew.

The thematic Tip Sheets in Part 3 of the handbook provide additional information and procedural guidance concerning these thematic topics.

3.6 Three-dimensional concept for the prevention of violence

40. Prevention of violence means that weak threats do not become imminent and imminent threats do not become destructive¹⁴. One can always act preventively: before, during and after the use of violence.

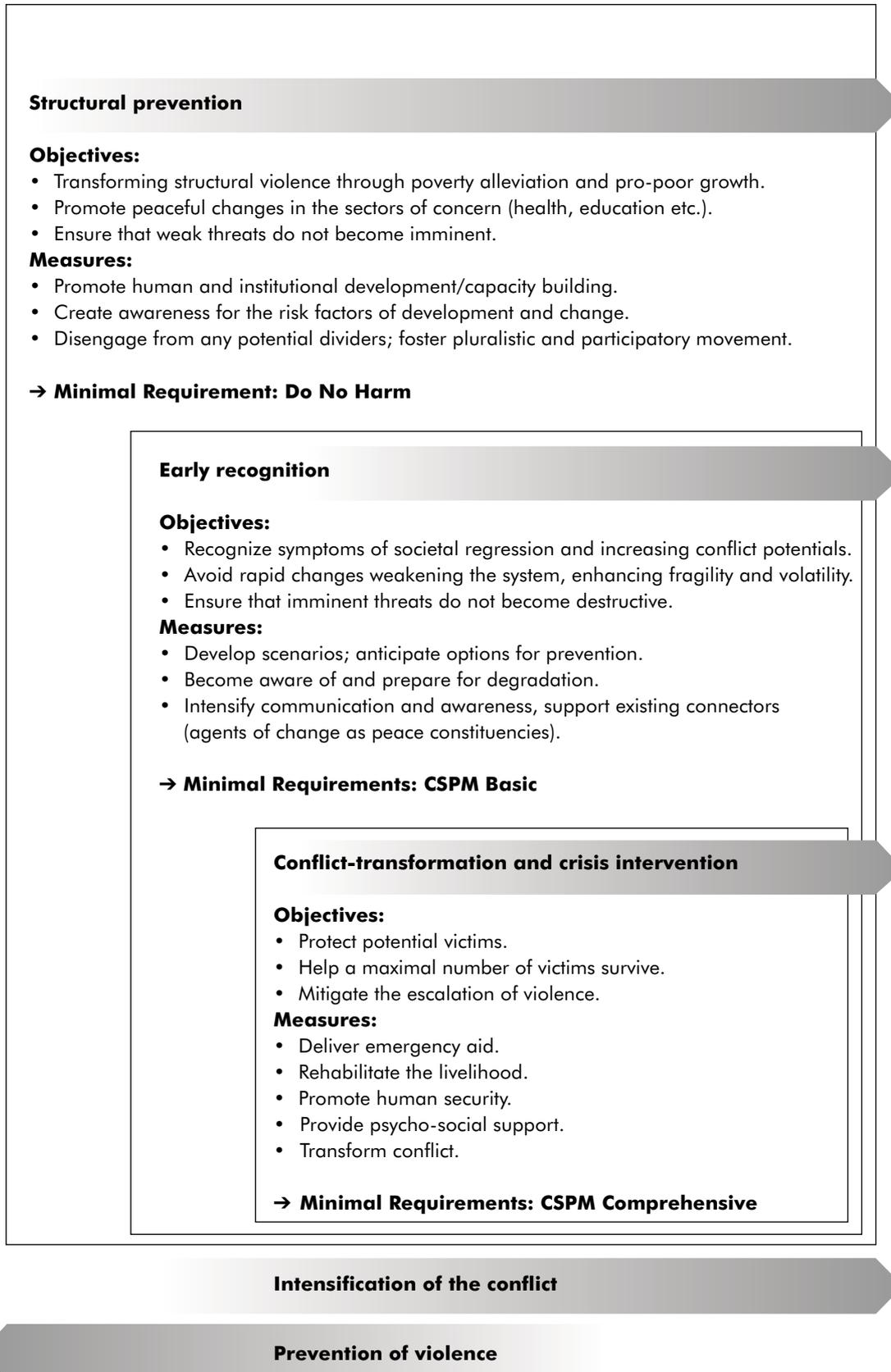
41. A comprehensive concept of violence prevention integrates three dimensions of or steps to preventive action:

- Structural prevention of violence includes all medium and long-term development activities, which effectively contribute to reducing structural violence and address societal tensions and cleavages.
- When recognising indicators of an emerging crisis, we speak of early recognition.
- Especially at a high level of escalation, there is a need for appropriate instruments for conflict transformation and crisis intervention.

The following diagram shows what objectives and measures are needed in the three-dimensional preventive concept. The simultaneity of measures to be implemented for the prevention, early recognition and conflict transformation are important.

3. THE PREVENTION OF VIOLENCE AS A THEMATIC ORIENTATION

Three-dimensional concept for the prevention of violence



4. THE CSPM PROCEDURE

Nothing appears more surprising to those who consider human affairs with a philosophical eye, than the easiness with which the many are governed by the few; and the implicit submission, with which men resign their own sentiments and passions to those of their rulers.

David Hume

4.1 CSPM requirements and “lenses”: more clarity instead of more work

42. The CSPM procedure fulfills the following:

- It is oriented toward the prevention of violence and promotes with foresight the capability for the constructive transformation of (potential) violent conflicts.
- It can be applied to Development Cooperation as well as Humanitarian Aid (we use the term International Cooperation to cover both).
- It is gender-sensitive, in that it takes into account the differentiated needs and interests of women and men, their relationships, and promotes gender-appropriate measures for the prevention of violence and for the constructive transformation of conflicts.
- It is not only relevant in situations of violent conflicts, but also in those of fragile peace.
- It is integrated in the Programme Cycle Management (PCM).

43. The CSPM procedure is based on four cornerstones:

- Minimum additional expenditure of time: CSPM does not lead to additional efforts in the day-to-day work. Efforts of CSPM Basic are needed only during key decision-making phases. CSPM Comprehensive demands more investment.
- Practice-oriented: The procedures and instruments are suitable for a participative application within the PCM.
- No conflict is like another. Thus the procedures and instruments can be independently adapted to the particular situation.
- The CSPM instruments are simple and facilitate communication concerning conflict sensitivity.

4.2 Success factors

44. There are many factors that make a conflict-sensitive approach to development successful. The main ones are summarized below.

Information and participation

45. Conflict-sensitive programmes are dependent on reliable and comprehensive conflict-specific information. The quality of the information, in turn, depends on whether or not one succeeds in understanding the perceptions of the different actors. Analyses by experts are not sufficient. The views of the actors are indispensable in order to understand a crisis. When it comes to conflict analysis, the only real experts are those who are involved directly or indirectly in a conflict, or who live in areas of conflict. It is indispensable to listen to local actors, so that their interests, perspectives and opinions can be taken into account in the decision making process on possible measures to be taken.

Structured participation

46. Participation by local actors strengthens the relationship and confidence between all parties, removes resistance and insecurity, and creates room for dialogue. Participation has to be structured in such a manner that the participants can express themselves without fear of sanctions. Long-term cooperation offers excellent prerequisites for this, as it also allows for slow processes, which are needed in order to develop trust and confidence.

47. Asymmetries of power exist between actors. Some women and men might be socially, economically and politically disadvantaged because they are dependent, discriminated against or manipulated. This applies particularly to persons from poor and minority population groups, as they are usually the main victims of violent conflicts. Discrimination and stigmatization are reinforced by socio-economic and ethnic factors. Empowerment in a participative process helps develop capacities to overcome paralysis. Empowerment needs to be focused on needs.

48. Empowerment and recognition are strengthened when the participants:

- are allowed to describe their situation and formulate their interests and needs,
- are allowed to organize and modify their living conditions together with others,
- can actively gain access to knowledge, services and resources, and use them to their own advantage,
- make decisions based on their own assessment of the situation.

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Empowerment – a goal of development – is a conscious intervention in existing power relationships in view of promoting social equity and democratic participation. Yet, only empowerment combined with the recognition of the interests of the different participating actors constitute a conflict sensitive approach to development.

Separation of perspectives

49. “Facts” and “observations” (this is what one could record on tape or video) should always be separated from the interpretation of these facts. Each group of involved actors sees another aspect of the conflict and evaluates it in the light of their own interests. All the participants in a conflict have their own truth; their explanations build a structure from which they develop their strategies. The explanations on the causes of a conflict and the reasons for participating therein are actor-specific. Conflict-sensitive Programme Management therefore requires a separation of perspectives by actor groups (young/old, female/male, influential/powerless, for/against an issue, etc.) in order to understand their motives, agendas and strategies (See Tip Sheet on Conflict Analysis). Ideally, actors are supported in learning to understand each other’s perspectives. The best basis for a consensual solution is made after people “walked in the other persons’ shoes for a while”.

Self-critical interaction in a conflictive environment

50. Speaking of conflicts in the wrong way or at the wrong moment can escalate a conflict; inversely, keeping silent about conflicts can also escalate a conflict⁵. Generally people are willing to talk if they feel safe. Hesitation, uncertainty and consultation on the part of donors can under some circumstances also be interpreted as weakness. Conflict situations change the perception and the conduct of participants: tensions and concerns related to the conflict overshadow everything. Distrust increases, perceptions become more constricted and narrow-minded. Everything is viewed from the viewpoint of the conflict, prejudices hinder understanding. Forms of destructive interaction increase. Actors no longer communicate with each other. Actors observe each other to find an advantage over their “opponent”. Tendencies to dehumanize ones opponent increase. In such an environment, it is extremely important that International Cooperation incorporates a (self-) reflective mechanism in order to examine decisions and strategies, as one tends to become immersed into the conflict dynamic and biased. A person responsible for a programme needs to feel empathy and understanding for all actors to truly work in a con-

flict-sensitive way. Hearings and round tables with the actors can be appropriate measures, if a certain degree of power symmetry exists between the parties. If power symmetry does not exist at all, different forms of empowerment for the weaker actor are first needed, before bringing the different parties to the same table.

Simple things first: pragmatic realism and an accurate eye

51. Even though external actors generally dispose of a considerable potential to influence the situation and perhaps even to mediate, their effectiveness becomes limited in situations where they are confronted by powerful conflict dynamics and a long history of wrong and inequality. Conflict-specific strategies should be both realistic and modest. Consultation and coordination with other programmes play an important role. The consistent integration of a simple procedure in the sense of Do No Harm is more effective than detailed conflict and effect assessments, which fall by the roadside or are insufficiently put into practice because they are too complicated.

Differentiate between the people and their behavior

52. A conflict-sensitive “mind-set” differentiates between people and their behaviour. The same people can be involved in destructive as well as constructive behaviour. A conflict-sensitive approach therefore means strengthening the constructive behaviour and disengaging from or boycotting of the destructive behaviour – an approach perhaps best demonstrated by Mahatma Gandhi. The aim is to “win” the person over, rather than to get rid of him or her. In contrast, a conflict escalating approach is to think in terms of “good” and “bad” people. A minimum requirement is that people accept each other’s right to exist.

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Focus on cooperation and not on conflict

53. If you focus on the conflict, the conflict gets bigger. If you focus on cooperation, the cooperation gets bigger. A positive, future and resource oriented approach is central to bringing about constructive transformation. Visions of how we would like the future to be, help us to liberate inner energy and give us guidance. This does not mean a naive “everything is going to be all right” approach. It is important to realistically assess what can be done. If one is aware of the various levels (local, regional, national and global), then one can work on the basis that there are always options to “enlarge the pie” and that this should be done before “sharing the pie”.

4.3 The minimum requirement: Do No Harm

54. International Cooperation can have an unintentional negative effect on a conflict, for example, through an influx of resources leading to a one-sided reinforcement of a party to the conflict. Local markets can be deformed by aid deliveries. International aid can liberate local means for the conduct of a war and can legitimate persons who follow war-like objectives. Even crisis and social conflicts can escalate through external interventions.

55. The primary objective of International Cooperation as concerns the furtherance of peace, should therefore consist in integrating concepts of war and peace as essential dimensions in the management cycle and to tie them to the gender perspective (which means, that equal rights and chances for women and men are an indispensable prerequisite for lasting peace).

56. The most important rule for International Cooperation in crisis and conflict situations, that also needs to be applied when seeking prevention and transformation of conflicts, is the Do No Harm approach by Mary B. Anderson based on numerous participative workshops involving people with field experience. This basic principle is the backbone of the CSPM procedure.

57. The analysis supports the risk estimation of development projects. It can be applied throughout the entire management cycle. In essence, the Do No Harm approach is a question of formulating and then examining impact hypotheses¹⁶.

58. The procedure is based on the idea, that in each conflict factors exist which separate people from each other (dividers), as well as factors that connect peo-

ple with each other (connectors). Such dividing or connecting factors include:

- systems and institutions (e.g. infrastructure, markets, electricity system)
- attitudes and actions (e.g. adoptions of war orphans from the other side)
- shared or different values and interests (e.g. common religion)
- common or different experiences (e.g. colonial history, war suffering)
- symbols and occasions (e.g. art, music, literature).

Depending on the specific situation, a factor can be a divider or a connector. Religion, for example, can connect people in one conflict, and divide them in another one. A SDC programme should support connectors and weaken dividers.

59. Included in the dividers are all those actors who deliberately use factors and means in order to maintain the existing polarization of the parties to the conflict. Amongst them are, for example, corruption, impunity from punishment, unequal access to resources, services and employment, language barriers, the manipulation of ethnic differences, the militarization of society, the loss of faith in state institutions, the declining authority of mediators (clergy, teachers, elders), or groups of persons which push with singular insistence for delimitation and exclusion.

60. Included in the connectors are all those actors who deliberately use factors and means in order to connect people and contribute to a feeling of belonging and of sharing responsibility (inclusiveness). In internal conflicts, these could be a common language, connecting infrastructure (telephone, roads and public transport), common memories, exogenous marriages, common religious or national festivals, or particularly integrative groups of people, who build bridges over the frontiers of conflicts.

4.4 Peace and conflict relevancy

61. In estimating risks and defining peace or conflict relevancy of programmes, it is necessary to examine the concept, planning, organization and activities for potential negative effects on the conflict, as well as for potential positive effects on the peace environment:

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Lead questions of the Do No Harm approach (to be answered by all SDC Programmes)

- a) Assessment of the system one is working in: What are the (potentially) relevant dividing and connecting factors in the area one is involved in?
- b) Assessment of the links between the system and the programme: What effects will the programme have on these dividing and connecting factors? And in turn, how will potential dividers and connectors affect the programme?
- c) Assessment of how the programme is supporting connectors: Does the programme support connectors and thereby create new alliances for peace and room for dialogue – and if yes, in which way?
- d) Assessment of how the programme is enhancing dividers: Does the programme enhance any (potential) dividers, and thereby lead to an intensification of (potential) tension between groups – and if yes, in which way?

- e) Adapting the programme: If the programme supports dividers, how can it be adapted or re-programmed in order to avoid doing so?

62. The SDC programmes fulfill the minimum requirement of Do No Harm, if the persons responsible for a programme discuss these lead questions with their partners, report thereon, and adapt their programmes if they are supporting dividers. Tensions and potential conflicts exist in all societies; this is the reason why the lead questions of the Do No Harm approach have to be answered by all programmes. The minimum conflict-sensitive approach is that a programme does not support potential dividers. When these tensions and potential conflicts become manifest, then another step is needed: the active support of connectors.

Examples of possible positive and negative effects of IC programmes in crisis and conflict situations

Possible positive effects

- Measures for the long-term reduction of the causes of conflicts.
- Equalization of regional disparities.
- Creation of employment possibilities for young women and men.
- Settlement of conflicts over resources.
- Development of the democratic participation of all citizens.
- Socio-cultural integration of minorities.
- Legally correct action of the administration.
- Political participation of women and men on all levels.
- Promotion of the equality of the sexes.
- Fight against corruption and transparent rendering of accounts.
- Reduction of all forms of violence against women and men.
- Diversification of the economy, to avoid dependency on primary exports.

Possible negative effects

- Stabilization of an authoritarian government that causes injustice.
- Preferential treatment of individual regions.
- One-sided support of opposition groups.
- Release of domestic means for military expenditures.
- Increase of violence toward women, men and children.
- Lacking transparency and information.
- Support of violence provoking media.
- Accentuation of cultural and religious differences.
- Lacking incorporation of minorities.
- Retrogression in respect to the equality of the sexes (e.g. fewer women in the administration compared to before the conflict).
- Increase of poverty, especially in female single-parent households.

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63. The difference between Do No Harm and CSPM Basic and CSPM Comprehensive is best demonstrated by the minimum requirements of each approach:

- The minimum requirement of the Do No Harm approach is to literally “do no harm”, i.e. to not support dividers throughout all sectors and activities.
- The minimum requirement of the CSPM Basic approach is to not support dividers but also to support existing connectors as part of a “normal programme” working in a context with symptoms of societal tensions on increase.
- The CSPM Comprehensive approach goes beyond these minimal requirements, and seeks to actively promote or advocate connectors in the framework of crisis intervention and conflict transformation.

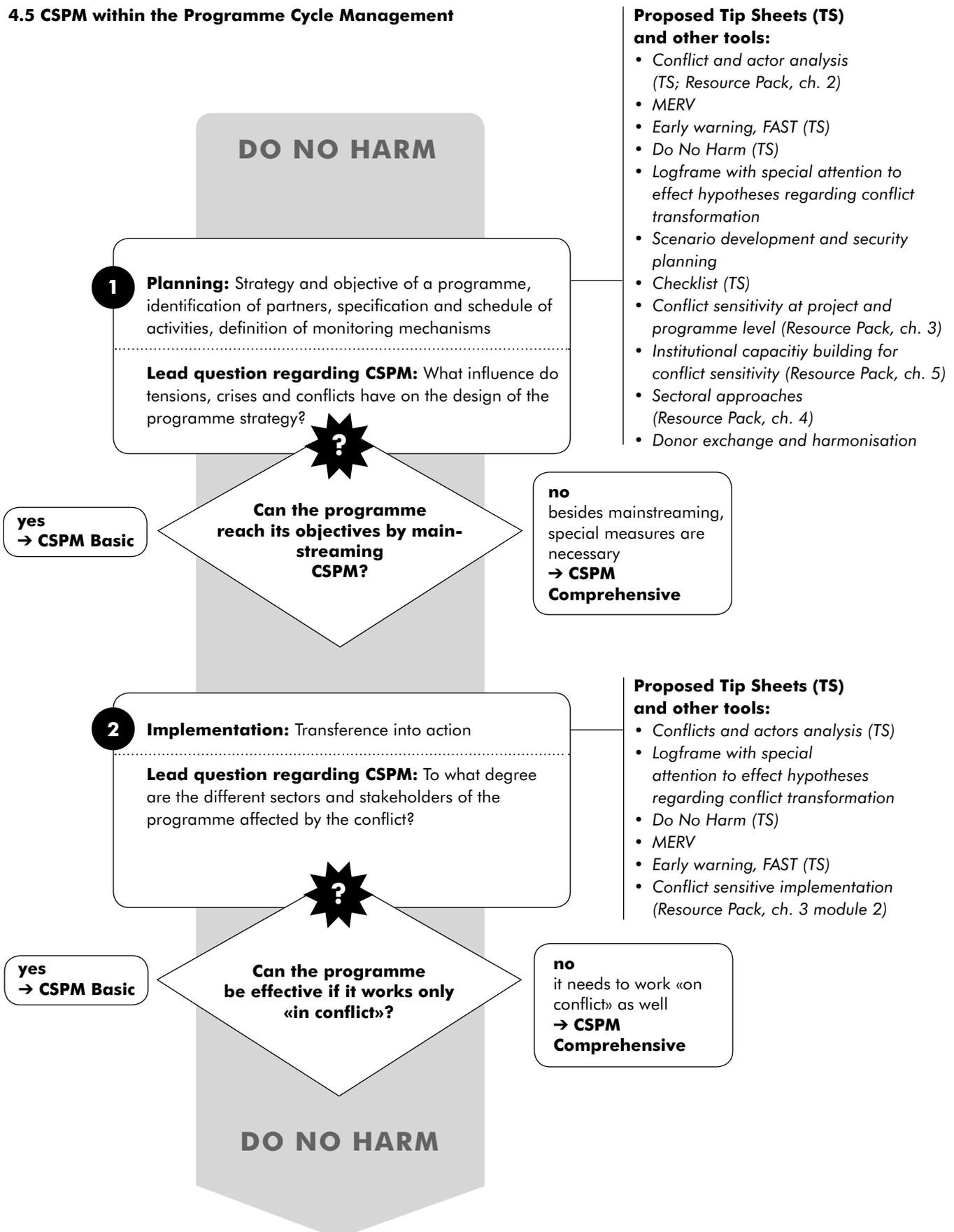
64. If SDC’s collaborators and partner organizations notice that the normal tensions found in all societies are developing into conflicts, then the CSPM procedure (Basic or Comprehensive), as described below, needs to be applied. In each case, it is the participants themselves who decide which path they need to follow and how:

CSPM Basic: The programme or individual projects are involved in conflict situations; this corresponds to working in conflict (see chapter one). The open or hidden conflict must therefore be observed as it concerns the programme; the programme attempts to reduce active conflict-relevant risks and to avoid negative conflict-aggravating effects. The programme indirectly supports existing connectors for example by encouraging the non-violent, peaceful resolution of political, social, economic or gender-specific conflicts which could possibly appear or become aggravated through the influence of the programme. The CSPM Basic approach does not seek to actively transform a conflict through new initiatives (= transversal aspects of violence prevention).

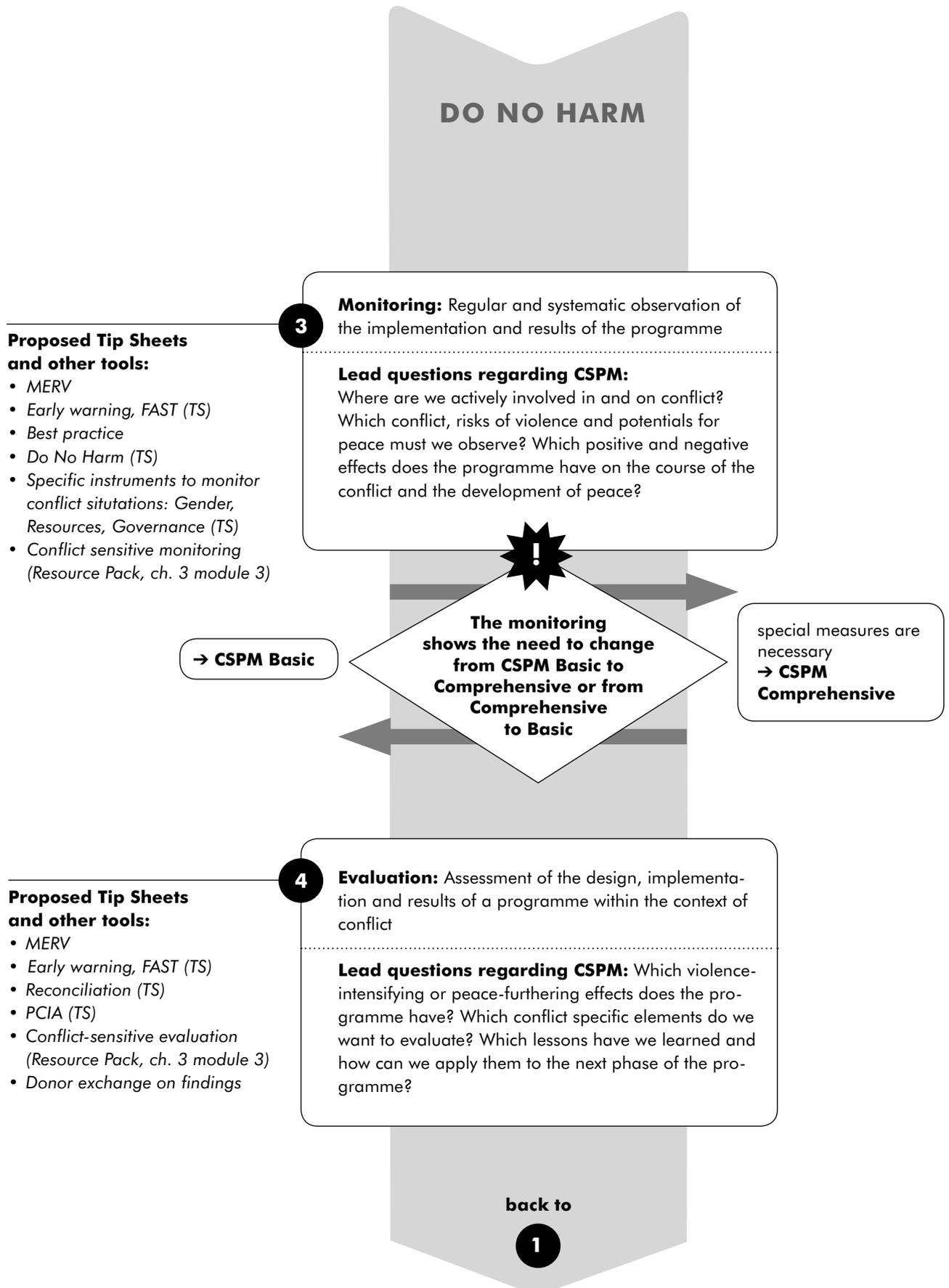
CSPM Comprehensive: Programmes or individual projects are working in an environment of latent or open conflicts and seek to transform a conflict, this corresponds to working on conflict. The danger exists that participants may become involved in the conflicts. In such a situation, the participants must observe and regularly analyze the development of the conflict dynamics in order to avoid or reduce violence-aggravating effects and to contribute constructively and actively to the transformation of the conflict. This means that the programme contributes directly to the transformation of the conflict. For example, it creates room for dialogue, reinforces alliances for peace and supports the development of competencies for the transformation of the conflict. As a rule, this requires that the programme creates an independent programme component for the prevention of violence and the transformation of conflicts. It must directly influence the course of the conflict and support the other programme components. In contrast to CSPM Basic it has to pay greater attention to the relevant level (international, national, regional, local) at which the conflict is located (= sectoral aspects of violence prevention and conflict transformation).

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4.5 CSPM within the Programme Cycle Management



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ABBREVIATIONS

cfD	Christlicher Friedensdienst
COPRET	Conflict Prevention and Transformation
CPDC	Conflict, Peace Development Co-operation
CSPM	Conflict-Sensitive Programme Management
DAC	Development Assistance Committee
DNH	Do No Harm
DDR	Disarmament, Demobilization and Reintegration Programme
FAST	Early Analysis of Tensions and Fact-Finding
IC	International Cooperation
MERV	Monitoring of Development-Relevant Changes
odcp	organization development, culture and politics
OECD	Organisation for Economic Co-operation and Development
PCIA	Peace and Conflict Impact Assessment
PCM	Programme Cycle Management
PRSP	Poverty Reduction Strategy Paper
SDC	Swiss Agency for Development and Cooperation
SSR	Security Sector Reform

- ¹ Mainstreaming any approach, e.g. conflict-sensitive or gender-sensitive requires specific tools to make it concrete and to anchor it in daily practice. The CSPM is such a tool, to anchor the general approach of conflict-sensitive development in day-to-day development practice. Mainstreaming needs to be participatory to be successful.
- ² Cf. Friedrich Glasl, *Konfliktmanagement. Ein Handbuch für Führungskräfte, Beraterinnen und Berater*, 2002. A social conflict occurs when: 1) parties interact in such a way that at least one of the parties experiences incompatibility in their interaction, and 2) the damage resulting from their incompatible interaction is seen as stemming from the other party. Interaction is understood as relations of thought and/or feeling and/or will and action (an action can be e.g. speech; perceptions alone are insufficient).
- ³ Cf. Jonathan Goodhand, *Conflict Impact Assessments*, 2002. This characterization differentiates three basic approaches in respect to conflict: (i) working around the conflict: the programme recognizes the conflict as an obstacle and circumvents it as an external negative factor; (ii) working in conflict: the conflict must be observed in respect to its influence on the programme; the programme attempts to minimize active conflict-related risks and avoid negative conflict-aggravating influences; (iii) working on conflict: The programme or parts thereof are affected by the conflict; it must actively offer a direct contribution to the transformation of the conflict. Most international research states that international cooperation works either in or on conflict.
- ⁴ Mary B. Anderson, *Do No Harm. How Aid Can Support Peace – or War*, 1999.
- ⁵ The word «actors» stands for individual people and collective private and public groups, related to each other through common needs, interests and/or values, and who articulate their interests in a more or less organized form. They can use varied means: dialogue, negotiations, alliances with other actors, threat and/or the use of force.
- ⁶ The example is based on more than ten years of experience of cooperation with different organizations in the watershed of Amabato in Ecuador. Sources: COSUDE Ecuador, as well as: María Eugenia Abad, Alfredo Cruz, Norma Salinas, 2002: *Análisis del conflicto de los canales Mocha Quero Pelileo y Mocha Quero Ladrillos*. Ambato.
- ⁷ Johan Galtung, Tord Hoivik, 1971: *Structural and Direct Violence: A Note on Operationalization*. In: *Journal of Peace Research*, Vol. 14:1, pp 73–76.
- ⁸ According to: Jan Philipp Reemtsma: *Die Gewalt spricht nicht*. In: *Hamburger Institut für Sozialforschung. Mittelweg 36*, April/May 2000.
- ⁹ The concept of sustainable peace consisting of a balance of peace and justice, advocacy and consensual approaches, is described in John Paul Lederach, 1995. *Preparing for Peace: Conflict Transformation Across Cultures*. Syracuse University Press. The key conflict transformation principles of empowerment and recognition are described in Robert A. Bush, Robert A. Baruch and Joseph P. Folger, 1994. *The Promise of Mediation: Responding to Conflict Through Empowerment and Recognition*, The Jossey-Bass Conflict Resolution Series. Jossey-Bass, San Francisco.
- ¹⁰ According to: John Paul Lederach, 1997: *Building Peace. Sustainable development in divided societies*. Washington D.C. cf: SDC: *Peacebuilding – Guidelines*, COPRET Division, 2003.
- ¹¹ A system is a set of elements interrelating in a structured way. The elements are perceived as a whole with a purpose. A system's behavior cannot be predicted by analysis of its individual elements. The properties of a system emerge from the interaction of its elements and are distinct from their properties as separate pieces. The behavior of the system results from the interaction of the elements, and the interaction between the system and its environment (System + Environment = A Larger System). The definition of the elements and the setting of system boundaries are subjective actions. Source: Industrial Ecology and Systems Thinking, Indigo Development, Sustainable Development Division of Sustainable Systems, Inc (SSI), www.indigodev.com/Systems.html.
- ¹² Paul Collier, L. Elliott, H. Hegre, A. Hoeffler, M. Reynal-Querol and N. Sambanis, 2003. *Breaking the Conflict Trap – Civil War and Development Policy*, World Bank /Oxford University Press, <http://econ.worldbank.org/prr/CivilWarPRR/>.
- ¹³ Moral disengagement is the process we go through during escalation to make it acceptable to ourselves to inflict suffering on others. An example of moral disengagement is the process of dehumanization, where an opponent is viewed as less than a human being. Albert Bandura, 1999. *Moral disengagement in the perpetration of inhumanities*. *Personality and Social Psychology Review*, 3, pp 193–209.
- ¹⁴ See the Report of the High-level Panel on Threats, Challenges, and Change, December 2004: *A more secure world: our shared responsibility*. SDC has developed a position paper addressing the demands of the HLP.
- ¹⁵ Friedrich Glasl differentiates between «hot» (=extravert, loud, argumentative) and «cold» (=introvert, defensive, blocking each other) conflicts. The difference is important, as a cold conflict may create the illusion of being less escalated than a hot conflict, even if it is not.
- ¹⁶ Impact hypotheses are statements concerning a future (desirable) effect, which have a causal connection with one's own actions. Example: in training programmes, developed capacity for the prevention of conflicts has as a desired effect that the different groups of actors reach mutually accepted solutions within a reasonable time frame.

COMMENTS ON TIP SHEETS

In order to make best use of the CSPM procedure the next section of the handbook consists of a series of Tip Sheets.

Part one contains a set of methodological and process-oriented Tip Sheets produced by COPRET based on SDC experience, and "Issues Briefs" produced by members of the OECD (DAC) network on Conflict, Peace and Development Co-operation (CPDC).

Part two contains a wide range of thematic Tip Sheets also produced by COPRET and the OECD (DAC).