

Conflict-Sensitive Program Management in the International Cooperation (CSPM)

Mainstreaming the Prevention of Violence



A joint production of COPRET and odcp consult gmbh, Switzerland, March 2005

Contents

1. Anchoring CSPM in the Program Cycle Management
2. CSPM in a nutshell
3. The prevention of violence as a thematic orientation
 - 3.1 Change of power relationships as a cause of conflicts
 - 3.2 Considering local, regional, national and international levels
 - 3.3 Internal conflicts in fragile states
 - 3.4 Conflicts run a dynamic course
 - 3.5 Fields of action for the prevention of violence
 - 3.6 Three-dimensional concept for the prevention of violence
4. The CSPM procedure
 - 4.1 CSPM requirements and "lenses": more clarity instead of more work
 - 4.2 Success factors
 - 4.3 The minimum requirement: Do No Harm
 - 4.5 Peace and conflict relevancy
 - 4.5 The steps of the CSPM procedure

1. Anchoring CSPM in the Program Cycle Management

Procedure

Cooperation and aid must enable and promote peaceful and violence-free development. Conflict-Sensitive Program Management (CSPM) is a procedure, destined to anchor¹ the conflict perspective in SDC's **program management cycle** (PCM). The CSPM procedure draws attention to a **core question**: if and to what extent does a program contribute to the **prevention of violence** and the peaceful **transformation** of social conflicts?

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

CSPM evolved from an SDC **evaluation of the experiences** with the *Peace and Conflict Impact Assessment (PCIA)* tool, that was 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.

The SDC possesses a number of proven management methods, which coincide in part with PCIA. These include, for example, the different actor perspectives of women and men in the planning and execution of programs, a pronounced evaluation culture, or 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 COPRET Division (Conflict Prevention and Transformation), *odcp consult*² developed a procedure which took into consideration the experience made with PCIA, as well as the existing procedures of the SDC's program cycle.

Anchoring of Conflict Sensitivity

Instruments and methods must be adapted to the organization and its purpose. **Anchoring conflict sensitivity** in the program cycle of the SDC needs to be linked with the existing planning and (self-) evaluation culture and procedures of the SDC. People responsible for their programs tend to say: "We are the best inventors of our own custom-tailored procedures and methods". CSPM is both the result of past input by such people as well as a basis for further development of such "inventions".

Shifts of power as central causes of conflicts

Being concerned with conflicts is nothing new for the SDC programs. Programs of development cooperation and humanitarian aid come into existence as a result of negotiations with actors having differing interests and means (i.e. "power") to enforce their interests. The programs support social **processes of change**, which are invariably connected with shifts in the power structure. We are thus continually concerned with conflicts of objectives, divergent interests, needs, values and asymmetrical power of the various actors. In short, we are frequently faced with latent and open conflict³.

¹ALS BOX! Mainstreaming any mind-set, e.g. a "conflict-sensitive" or "gender-sensitive" approach, requires specific tools to make it concrete, 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. The experience gained from the use of CSPM will be used to refine the process.

³ALS BOX! cf. Friedrich Glasl, 2002. A social conflict occurs when: 1) at least two 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

Contribution to the prevention of violence...

Through a participative process proven in practice, the programs implicitly provide an important contribution to the prevention of violence and the transformation of conflicts within the framework of thematic focal points, such as development of democracy, resource management and rural development. In other words, dealing constructively with interests of different interdependent actors is a self-evident key competence of the SDC.

...and conflict transformation

Power relationships and threatened or exercised violence pervade social relationships. This is true both in relation to the larger socio-economic and political structures and contexts people and organizations are in, as well as in relation to the specific relationships between organizations and persons. Participants have differentiated interpretations of **power relationships**, conflict and threatened or exercised violence. In order to understand conflict situations and their dynamics we need to consider our own and other peoples' attitudes and values, gender roles assumptions and conceptions of justice and peace. CSPM should help to understand these **different perspectives**, in order for International Cooperation (IC) to make a constructive contribution to the transformation of conflicts.

Working in or on conflict

Particularly **internal violent conflicts** have increased markedly since the 90s in fragile socio-economic and political situations. The threshold to use violence in dealing with conflicts has sunken in many regions. It is therefore realistic to assume that the SDC programs will increasingly be carried out within the context of acute conflicts and that SDC will increasingly be required to directly deal with such conflicts. Internationally one speaks of **working in or on conflict**⁴. In view of this background, it will be necessary for programs 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 three **main questions**, these are related to:

- the type and intensity of conflicts
- the interrelation of program and context
- the opportunities to enhance the conflict-sensitivity of programs and projects

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

incompatible interaction is seen as stemming from the other party. Interaction is understood as interaction of thought and/or feeling and/or will *and* action (action can be speech, perceptions alone are insufficient).

⁴ ALS BOX! cf. Jonathan Goodhand, 2001. This characterization differentiates three basic approaches in respect to conflict: (i) working **around the conflict**: the program 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 program; the program attempts to minimize active conflict-related risks and avoid negative conflict-aggravating influences; (iii) working **on conflict**: The program or parts thereof are affected by the conflict; it must actively offer a direct contribution to the transformation of the conflict. Comparative international research confirms clearly that, as a rule, International Cooperation works **in** or **on** conflict.

The **minimum requirement** of all SDC programs is to apply the **Do No Harm** (DNH⁵) approach, which is the backbone of CSPM: this approach makes sure that (involuntary) violence-aggravating effects are avoided and that tensions that could develop into violent conflicts are at least not aggravated by a program. An SDC program responds to this minimum requirement if its responsible persons regularly discuss and briefly report on the main DNH questions with the participating partner organizations (see Tip Sheet "Do No Harm"). The key question of DNH is: does our program support what is dividing groups in the society we are working in, or is it supporting aspects that connect these groups?

If the SDC collaborators and the partner organizations notice during the planning or execution phase that the conflict is escalating, then the **basic** or **comprehensive** CSPM procedure should be applied. In other words, it is the participants of a program themselves who decide if they need CSPM basic or comprehensive, depending on the level of intensity of tension between the groups they are working with.

The interrelation of program and context:

CSPM basic: This corresponds to **working in conflict**. The program or individual projects are involved in conflict situations. The latent, not yet manifest or open conflicts must be observed as they potentially affect the program. People responsible for an SDC program need to reduce conflict-relevant risks and to avoid negative conflict-aggravating effects. Possibly, the program itself or effects of a program have brought to light or have accentuated such conflicts – thus the responsibility to explicitly deal with them in a constructive way. A program thus designed can create room for the non-violent, peaceful resolution of political, social, economic or gender-specific conflicts. Beyond the Do No Harm approach (not supporting tensions in a society) that should be applied in all development cooperation programs, CSPM basic seeks to support elements linking groups in a society.

CSPM comprehensive: This corresponds to **working on conflict**. The program or individual projects are realized in an environment of latent or open violent conflicts. There is a danger that partners or SDC recipients may become involved in the conflicts. In such a situation, the responsible persons need to more closely observe and regularly analyze the development of the conflict dynamics in order to avoid, or reduce, violence-aggravating effects and to contribute constructively to the transformation of the conflict. This means that the SDC, through its programs, directly contributes to the transformation of the conflict. They do this, for example, by building bridges, creating room for dialogue, strengthening marginalized or discriminated actors, promoting local alliances for peace and supporting the development of competences for the transformation of the conflict. In contrast to CSPM basic, CSPM comprehensive actively initiates elements linking groups affected by the conflict and specifically considers the level (local, national, international) where the causes of the conflict are located.

Opportunities to enhance the conflict-sensitivity of programs & projects

Both CSPM procedures – basic and comprehensive – are closely tied to the existing steering process of the SDC programs. This four- to five-year cycle essentially contains **four decision-making processes**: (i) a brief **program strategy**, the basis for a directional decision on the management level, (ii) **planning** in respect to strategic sectorial key points, based on evaluations and international assessment methods (such as "Poverty Reduction Strategy Papers" PRSP), (iii) the execution and the

⁵ Mary B. Anderson, 1999: Do No Harm. How Aid Can Support Peace - or War. London

steering mechanisms related thereto (Monitoring, MERV), as well as (iv) the **evaluation**, which in turn is the basis for a new orientation or a new planning process. In this program cycle, the participants can utilize individual instruments of CSPM, thus letting them act with the support of a realistic evaluation of the conflict situation.

Structure of the CSPM document

The present document has the aim of 1) introducing the concepts and “mind-sets” behind a conflict-sensitive approach to development cooperation, and 2) giving an overview of when and how specific tools of the CSPM approach (e.g. Do No Harm, CSPM basic, CSPM comprehensive) can be used.

Following these aims, the document is structured as follows:

Chapter two shows how SDC’s work is increasingly affected by conflicts and why a conflict-sensitive approach is needed. Furthermore, key questions to know when which tool should be used are highlighted.

Chapter three goes into more depth concerning the characteristics of conflicts development programs are potentially confronted with. It also shows where SDC already does work relevant to the prevention of violent conflicts. A deeper understanding of conflict dynamics provided by this section is needed to create the basis for the effective application of short tip sheets and similar tools.

One of the corner stones of CSPM – the **three dimensions of violence prevention** – is being found in this chapter, too.

Chapter four consists of the procedural part, the requirements and benefits of CSPM, as well as some “success factors” of a conflict-sensitive approach to development cooperation. The Do No Harm approach is described, that should be applied in all SDC programs at least in a minimal form. Building on this, the CSPM basic and CSPM comprehensive are elaborated. The 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 can be found in **Part III** of the “**resource package**». The procedure will have to prove itself in practice, be further developed and then – on the basis of the experience gained – be anchored in the PCM (as outlined in this first Chapter).

The COPRET team wants to thank *Arthur Zimmermann* and his *odcp-Team* for the excellent cooperation concerning the joint elaboration of the mainstreaming instrument. We are equally grateful to *Patricia Barandun* from the *CFD, Feminist Peace Organization* for her integration of a gender “lens” in the CSPM. Finally, we acknowledge *Simon Mason’s* critical reading of the document and his valid inputs concerning the structure as well as the English translation.

2. CSPM in a nutshell



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, in common or through a division of labor, 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 (freely translated from the German)
Heinrich Popitz, *Phänomene der Macht*. Tübingen 1992

1 Conflicts and processes of societal change

Unclear conflict situations – on the example of the Ambato watershed in Tun- urahua, 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.

Pivotal and cardinal point of the people and their social organization is water, which has been carried, since colonial times, 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 years. Old canals could not be repaired and new ones could not be built or not be put into service. In 2003, after protracted negotiations, it was finally possible to put a 23 km long canal, built in 1988, into service!

The International Cooperation (=development and humanitarian aid) is continually concerned in its programs with the varying objectives and competing interests of different participating actors⁶. It is thus continually confronted with latent or open conflicts, generated and, occasionally, heightened by processes of change. Where **power structures** are changed, social conflicts, such as equal rights for women and men 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.

2 Programs are always part of a conflict scenario

The SDC programs are linked to structural social processes of change, supporting them in varying thematic main points in order to reduce poverty and to contribute to development as determined by the participants themselves. As a result, the programs are always part of social **conflict scenarios**: 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. By providing selective access to resources, SDC programs support an equitable redistribution and an economic development in favor of socially disadvantaged groups. SDC is also in favor of a pluralistic, decentralized democracy, in favor of transparent government, against impunity from punishment and despotism, against abasement, humiliation and discrimination as concerns gender, ethnic affiliation, social origin, or religion.

3 Development has unforeseeable consequences

Social change processes have **unforeseeable consequences**. The access to scarce resources, for example, may change. Development may also entail the transformation of legal claims and their acceptance. New alliances and enhanced self-confidence of the actors are further potential consequences of development processes.

⁶ Actors: the word "actors" stands here for individual people (men and women) and for collective private and public groups, related through common needs, interests and/or values, which 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.



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 DC (Development Cooperation) programs 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 increased agricultural productivity in the lower-lying areas has increased sharply. Those who profit the most are more or less prosperous farmers with medium-sized farms, who can defend themselves relatively well with legal actions.

The ethnic conflict line: In colonial times the indigenous villages were chased away from the fertile valleys into the high and infertile mountains. 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 economy through their upstream position: the over-utilization of the Pàrano leads to less water in the canals downstream, particularly during the dry season.

Migration: the worker migration to large estates has turned into a world-wide emigration. Especially male workers from the indigenous villages have emigrated to the USA or Spain. What is left in the area are female households with children and old people. For cultural reasons, indigenous women do not possess water rights nor titles to real estate.

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 the development focusing on the **empowerment** of individual groups, the conflict transformation approach calls for efforts to simultaneously support **recognition among actors** of the various interests and needs at stake.

4 Fragile states as a main challenge

Development programs are frequently being carried out in countries with unstable economic, social and political conditions, which can easily degenerate into violent disputes. A fragile state order, impunity from punishment, lynch justice, private armed groups and the development of war economies contribute to the marked increase of internal conflicts over the past years. They often remain just under a “war threshold”. In an international context, one talks of a “**no war — no peace**” situation in **fragile states**. This requires a prudent and conflict-sensitive course of action from the persons responsible for the programs.

5 Linking-up with existing processes

The SDC programs already dispose of perfected instruments for observing the environment, the estimation of risks and the steering of programs (MERV, FAST, monitoring instruments, controlling and an evaluation culture). These instruments permit the observation of social conflict situations in order to react appropriately. Through CSPM these existing instruments are completed and more closely and more systematically interwoven with the **program management cycle (PCM)**.

6 Becoming more conflict sensitive

“**Conflict-sensitive**” means that the persons responsible for the programs

- *recognize* the degree of the **state of conflict** on the basis of the close connection between social and potentially or openly violent conflicts;
- *develop*, together with the participating partner organizations, a **sharpened conscience** of crisis symptoms;
- *observe*, together with their partner organizations, the tensions and conflicts in which they themselves are involved, **reflect** on their **role**;
- *react* appropriately to the conflictive situation; *on the basis of* an analysis of the causes, a 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.

7 The minimal requirement: Do No Harm



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

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

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

The state water authorities: piles of untreated 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 villages have had recourse to self-justice, which they rationalize with indigenous tradition.

In the sense of a **minimum requirement of CSPM**, one first asks if the cooperation program contributes unintentionally to a heightening, an increased intensity of tension, or a prolongation of destructive conflicts, and how this could possibly be avoided. For this, the **Do No Harm approach** is used.

The minimal requirement of Do No Harm of all development cooperation programs is that they do not support dividers. Dividers are understood here as factors intensifying tension between groups in a society in a way that could lead to violent conflict.

8 Working in or on conflict?

In order for the cooperation to make a constructive contribution to the prevention of violence, the containment and overcoming of violent conflicts, we have to ask ourselves two further questions, beyond the minimal Do No Harm requirement, especially if a conflict already exists:

A *Do the dynamics of conflict move in a framework which we can consider and treat with processes of participative planning and equalization of interests, as we know them? → CSPM Basic*

or

B *Do the dynamics of conflict and violence develop in such a direction as to require special measures from us, 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, resp. in an intervention in crises? → CSPM Comprehensive*

These questions are the pivotal and cardinal points of **Conflict-Sensitive Program Management (CSPM)**. They are also valid in the same form for an individual project within a program. The procedure can therefore also be applied in an analogous manner on the project level. This can lead to a situation in which the violence potential on the level of a program is judged as slight, but in which an individual project thereof may require special measures.

9 Ecuador as a case study

As a rule, we have to deal with **unclear conflict situations**, as perfectly shown by the example of **Ecuador** in the left-hand column⁷. The lines of conflict concerning access to resources, ethnic affiliation,

more than ten years' 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. While the costs of the conflict transformation have been estimated at USD 140'000, the cost of the conflict itself, without counting the victims of violence and the social costs of the conflict, amounts to approximately USD 7'600'000.

gender, and economic interests, are superimposed in many ways. Furthermore, the conflicts are often not directly talked about by the participants. 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.

10 Is there a need for CSPM – and when?

If one looks at the program management cycle from a thematic viewpoint CSPM supports a PCM procedure focused on violence prevention, Do No Harm, and peace building. The schematic step-by-step approach to a conflict sensitive PCM is presented in section 4.5. of this document. Throughout the decision process, one asks if there is need for CSMP **basic** or **comprehensive**, depending on the level of conflict escalation, the tensions in the context of the program, 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 the German)
Hannah Arendt*

*The human body is without protection and can be injured at any time. All power and violence rests finally on the physical vulnerability of man. (free translation from the German)
Jan Philipp Reemtsma*

3.1 Change of power relationships as a cause of conflicts

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

Wherever power relationships are shifted or power structures begin to totter, conflictive tensions will develop which can build up to open violent conflicts. It is helpful to differentiate between direct and structural violence⁸. **Direct violence** refers to physical violence by humans exercised directly against other humans. **Structural violence** refers to socio-economic and political conditions that (intentionally) cause human suffering through poverty, migration, discrimination etc. Violence can

⁸ Johan Galtung, Tord Hoivik, 1971: Structural and Direct Violence: A Note on Operationalization. In: Journal of Peace Research, Vol. 14:1, pp 73-76.

erupt if dialogue is interrupted and when individual actors see better alternatives besides negotiations and dialogue to enforce their interests, also against the opposition of others. "Violence doesn't speak", it is exercised⁹.

Structural and personal/direct violence can mutually support 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 unfair distribution of resources and on the lack of law and order will directly shake the existing power relationships. Social changes are therefore always controversial and rich sources of conflicts.

The SDC programs are intended to contribute to the **violence-free** transformation of conflicts in the course of political, socio-economic, ecological and gender-specific processes of change. Thereby they aim to mitigate structural violence. In latent or open violent conflict situations, the development programs and projects should not contribute (unwillingly) to an increasing gravity of the dynamics of violence, but rather indicate and promote ways for the peaceful settlement of conflicts and create frameworks for **local governance** as well as **rights based** approaches.

A specific **development dilemma** should be addressed with consciousness in this context¹⁰. On the one hand, development cooperation should not work to mitigate structural violence in such a way that direct violence erupts (e.g. focus on empowerment, justice and advocacy without supporting recognition and efforts to support consensual solutions). On the other hand, development cooperation should also not work to prevent direct violence and thereby avoid dealing with structural violence (e.g. focus on recognition and peace without empowerment of weaker actors and rectification of unjust structures).

Within such a context, the persons responsible for the programs cannot proceed on the basis of apparently "objective" problem situations. During the planning and execution phases, they must take into account the **differentiated perspectives and interests** of the actors involved. In this way, the programs can adapt to dynamics of change on the part of the actors, can create room for dialogue and negotiation, and open access to new knowledge, in order to promote equitable and just development. A look at differentiated and changing interest situations, a long-term commitment and a pragmatic eye for that which is possible, as well as making use of the experiences gained in dialogue with the actors, all form the basis for an effective and conflict-sensitive cooperation with developing and transformation countries.

In summary, even without explicit peace building objectives, the programs of the 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 ones. Examples are when frameworks for democratic community development are supported, or when development programs support actors in standing up for their rights and interests. It is therefore clear that development policy is always also prevention of structural violence and sometimes also active transformation of conflicts. At the very least, the SDC programs and projects should not contribute (unintentionally) to the critical

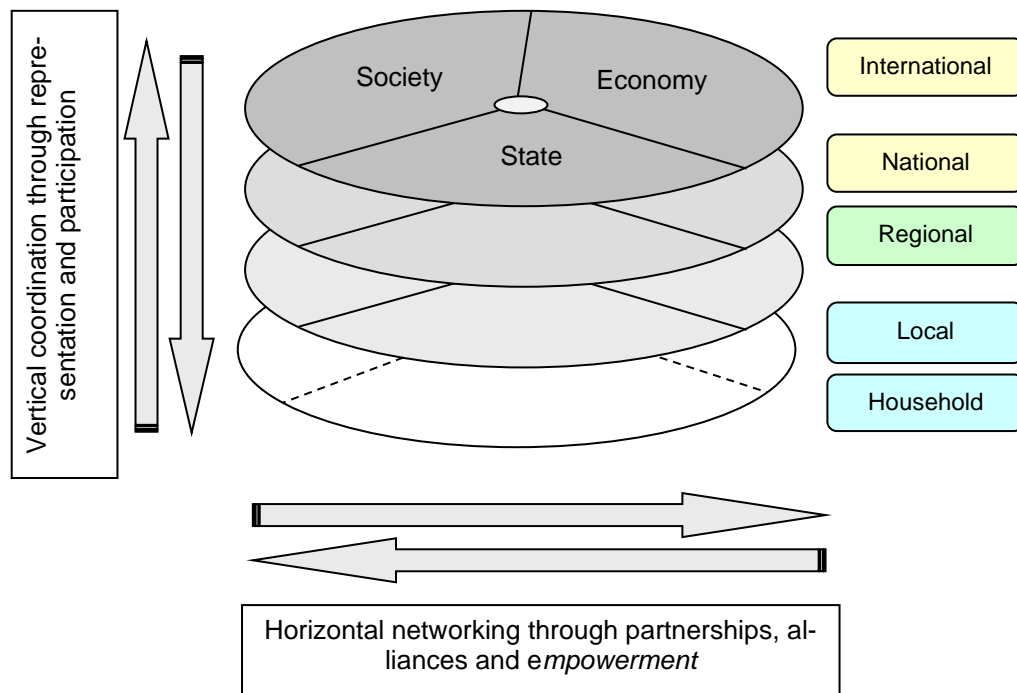
⁹ According to: Jan Philipp Reemtsma: Die Gewalt spricht nicht. In: Hamburger Institut für Sozialforschung. Mittelweg 36, April/May 2000

¹⁰ 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.

development of the dynamics of violence, but rather show and promote ways and means for the peaceful handling of conflicts.

3.2 Considering local, regional, national, and international levels

Decisive for an effective prevention of violence and work for peace is the integrated view of the international, national, regional, local and household levels. It 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.¹¹



For the prevention of interpersonal violence on the micro level, the level of the **family household** and personal relationships (such as between the sexes) embedded therein is very important. It is in the household that power, violence, exclusion, but also forms of equalization and comprehension are learned and practiced. Yet domestic violence is often a direct result of **structural violence at a higher level**, e.g. lacking work opportunities, limited political representation, asymmetrical power relations and structures. This multi-level approach also takes the global economic and political dimensions into consideration, for example by calling for sustainable resource use in affluent societies, e.g. in Switzerland. Comparative studies have shown that measures for the lasting prevention of violence must be applied simultaneously on different levels, because the personal and social roots of the dynamic of violence are often **incomprehensible** if only one level is analyzed.

The SDC development programs can only then provide a positive and constructive contribution to the comprehension, prevention and transformation of violent conflicts, if they contribute to the identification of the interrelations of (potential) violent conflicts on all levels. This approach contributes best to their long-term peaceful solution. A conflict is always about relationships, and can therefore

¹¹ According to: John Paul Lederach, 1997: Building Peace. Sustainable development in divided societies. Washington D.C. cf: SDC: Peace Building – SDC Guidelines, COPRET Division, 2003

always be considered as a "system"¹². Whenever analyzing conflicts, we must consider the system boundaries we have set and the level we are focusing on, and reflect how they relate to the environment the system is embedded in. How does the level a specific program is focusing on relate to the other levels potentially connected? If one wants to actively transform a conflict, one needs to focus on dealing with the problem at the level where it 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.

3.3 Internal conflicts in fragile states

Global conflict assessments estimate that we will have to live with serious violent conflicts in the foreseeable future. The marked socio-economic differences, the discrimination of access to resources and rights, the hopelessness and helplessness of a large part of the young women and men in poor countries, and the increasing violence and brutality against women, all show that the **conflict potential** will increase in the future, rather than decrease. According to a study by the World Bank¹³, the risk of more frequent violent conflicts and civil wars is especially high in the poorest "marginalized" countries, with about 1 billion people worldwide, characterized by decreasing economies, low per capita income that is unequally distributed, and that have 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, with about 4 billion people, 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**".

As a rule, development programs and humanitarian aid are carried out in a conflictive environment. As the SDC, we are part of this context and unavoidably involved in conflicts. The International Cooperation is not only itself influenced by the conflicts, it also **influences**, willingly or unwillingly, their evolution. It can have a positive and peace-furthering, as well as a negative, violence-intensifying effect.

The interweavement of International Cooperation and the conflictive environment makes new demands on the **steering** of development projects. One has to ask oneself what effects the development project will have on the participants and the conflictive environment. In order to answer this key question of **conflict relevance**, a systematic consideration of the **conflict situations** is recommended.

Comparative conflict assessments in different countries have proven that the majority of the actors in International Cooperation have tried to work around violent conflicts and to limit their involvement to the avoidance of negative, conflict-intensifying effects. In practice, we will have to get used to act

¹² AS A BOX! 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), update June 2003 <http://www.indigodev.com/Systems.html> (17.06.2003).

¹³ 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/prtr/CivilWarPRR/>.

in conflict situations and to contribute to a transformation of the conflict. As a rule, the SDC, with its programs, works **in**, as well as **on conflict**¹⁴. Because of that, the frontiers between programs and projects with transverse (implicit) or sectorial (explicit) components of violence-prevention and conflict transformation become fluid.

In view of this background, long-term International Cooperation must assume a prominent role in two areas: the promotion of structural stability and democratization, and 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

Conflicts are unavoidable and necessary phenomena of cohabitation for social change in all societies. They are the expression of tensions and incompatibilities between interdependent groups of actors, in respect to their requirements, interests and value conceptions. In general, it is not – or at least not always – the contradictions that are the problem, but the **way and manner** in which the conflicts resulting from them are carried out.

The violence-preventive possibilities of International Cooperation are strongly determined by the particular **conflict phase, respectively the conflict dynamics**. Participatory and dialogue-intensive programs and projects offer an optimal starting position for the early recognition of potential conflicts. Because of the IC's long-term orientation, the possibilities of influencing conflicts are the greatest in the **early stages** of a conflict. At that point in time, the program 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.

The earlier the tensions and different interests are recognized, the better one can deal with the resulting conflicts. During the process of escalation, tangible objectives and their rational arguments move into the background, polarization, images, and dynamics of “moral disengagement”¹⁵ take over hand. Conflicts contain an underlying dimension which consists of the manifest and hidden motives and causes of the conflict. Conflicts are therefore never objective: they are based on the interpretation of a situation and the actors' options of aspired measures to be taken or measures to be avoided. Concrete **actors**, with their different interests, are therefore in the foreground, as is the question of how they perceive and enforce their interests.

3.5 Fields of action for the prevention of violence

Conflict sensitive SDC programs aim to prevent, or to help overcome, violence as the means of transforming conflicts and to support constructive ways of dealing with differences. If one were to use peace instead of violence terminology, the objective would be to strive for a state of peace in which all forms of violence (direct, structural and cultural), as options of action against women, men and children are excluded, so that women and men can secure their access to resources, rights, and services in a safe livelihood.

¹⁴ cf. the remarks in Chapter 1.

¹⁵ 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.

Development and humanitarian programs accomplish effective preventive work in various key areas, such as:

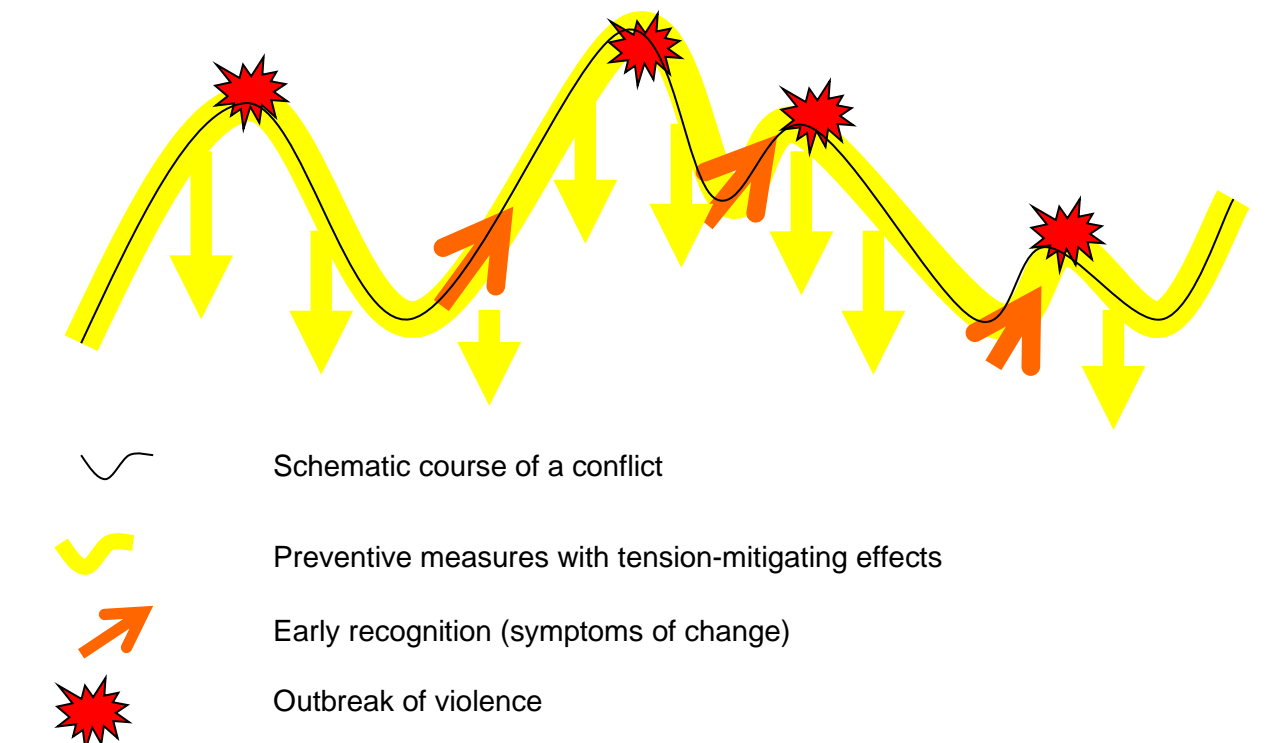
- **Reduction of the structural causes of conflicts (“freedom from want”):** The programs contribute in the long term to the reduction of socio-economic, ecological, political, gender-specific and cultural tensions, in particularly through new forms of democratic participation and the social integration 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 a environment free of violence.
- **Capacity development for the peaceful transformation of conflicts (“freedom from coercion”):** This is comprised of the four dimensions of capacity development: training, organizational development, network development and institutional development related to the subjects and procedures of conflict analysis and treatment. It also includes the specific support of peace constituencies which are involved in peace building activities, the practice of violence-free 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 (“freedom from fear”):** 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. In this phase, the International Cooperation can support and promote activities in the civilian aspects of peace support operations (PSO), security sector reform (SSR), as well as Disarmament, Demobilization, and Reintegration programs (DDR). In the recent years the awareness of the on-going privatization of both violence and security, fostered concepts to provide human security in fragile or hostile environments, to improve security systems governance, and to promote the demilitarization of the humanitarian and development context.

The thematic **Tip Sheets** in Part III (b) of the *resource package* provide additional information and procedural guidance concerning specific thematic topics and lines of action.

3.6 Three-dimensional concept for the prevention of violence

Prevention of violence means that threats that are distant do not become imminent and those that are imminent do not actually become destructive.¹⁶ One can always act preventively: before, during and after the use of violence. (See the following diagram)

Diagram: Dealing with the dynamics of a conflict



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

1. **Structural prevention** of violence includes all medium and long-term development activities, which effectively contribute to reducing structural violence and to handling societal tensions and cleavages constructively.
2. Should indicators point to **symptoms** of an emerging crisis, we speak of **early recognition**.
3. Once one arrives at a high level of escalation, there is a need for appropriate instruments for conflict transformation and **crisis intervention**.

The following diagram shows with what **objectives and measures** it is possible to realize this three-dimensional preventive concept. It is also intended to illustrate the **simultaneity** of measures to be implemented for the prevention, early recognition, and conflict transformation. (Diagram: Three-dimensional concept for the prevention of violence)

¹⁶ See the Report of the High-level Panel on Threats, Challenges, and Change, December 2004: A more secure world: our shared responsibility. The SDC has developed a position paper addressing the demands of the HLP.

Three-dimensional concept for the prevention of violence**Structural prevention****Objectives:**

- Mitigate structural violence through poverty alleviation and pro-poor growth.
- Promote peaceful changes in the sectors of concern (health, education etc.).
- Ensure that distant threats do not become imminent.

Measures:

- Promote human and institutional development / capacity building.
- Create awareness for the risk factors of development and change.
- Disengage from any potential dividers; foster pluralistic and participatory societies.

⇒ **Minimal Requirement: Do No Harm**

Early recognition**Objectives:**

- Recognize symptoms of societal regression and increasing conflict potentials.
- Avoid that rapid changes weaken the system or enhance fragility and volatility.
- Ensure that imminent threats do not become destructive.

Measures:

- Develop scenarios; anticipate options for prevention.
- Become aware of and prepare for a coming degradation.
- Intensify communication and awareness, support existing connectors (agents of change as peace constituencies).

⇒ **Minimal Requirements: CSPM basic**

Conflict-transformation and crisis intervention**Objectives:**

- Avoid victimization of people
- Help survive a maximal number of victims or potential victims.
- Mitigate the escalation of violence

Measures:

- Deliver emergency aid
- Rehabilitate the livelihood
- Promote human security
- Provide psycho-social support
- Transform conflicts

⇒ **Minimal Requirements: CSPM comprehensive**

Intensification of the conflict

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 “spectacles”: more clarity instead of more work

The CSPM procedure fulfills the following requirements:

- 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** (South and East) 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 requirements and interests of women and men, the relationships between them, 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** (potential violent conflicts, no war – no peace).
- It is **integrated** in the program management cycle (PCM).

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. Minimal efforts of CSPM (basic) are needed only during key decision-making phases. CSPM comprehensive takes more effort, but is only needed in few situations.
- **Practice-oriented:** The procedures and instruments are suitable for a participative application within the management cycle (PCM).
- **Flexible:** No conflict is like another. Thus the users of the procedures and instruments can be independently adapted at any time to the particular situation.
- **User friendly:** The best instrument does not have any effect, if it isn't simple and plausible. The CSPM instruments are simple and facilitate communication concerning conflict sensitivity.

4.2 Success factors

There are many factors that make a conflict-sensitive approach to development successful. Some of the main ones are summarized below, although this is far from being a comprehensive list.

4.2.1 Information and participation

Conflict-sensitive programs are dependent in all phases of the management cycle on reliable conflict-specific **information**. The quality of the information, in turn, depends decisively on whether or not one succeeds in understanding the perceptions of the different actors. Apparently objective “cold” analyses guided by experts do not suffice. The participation of the actors in order to understand a crisis situation is indispensable. It is only in this way that the perceptions of the persons participating in the conflict can be considered and understood. 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 participants**, so that their interests, perspectives and opinions can be taken into account in the decision making process on possible measures to be taken. The documents of external experts cannot, in any way, replace the information provided by local actors.

4.2.2 Structured participation

Participation strengthens the relationship of confidence between all the parties, removes resistance and insecurity, and creates room for dialogue. The 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**.

Variations of power exist between the participating actors. Individual women and men are socially, economically and politically disadvantaged because they are dependent, in tutelage, discriminated against and manipulated. This applies particularly to persons from poor and minority population groups, as they are always the main victims of violent conflicts. Discrimination and stigmatization are, as a rule, reinforced by overlapping socio-economic and ethnic factors. The participants are at the mercy of existing circumstances and of those in power. **Empowerment** in a participative process develops capacities in individuals, participating groups and organizations to overcome the paralyzing situation of being at the mercy of the system. Empowerment needs to go hand in hand with **recognition** of one’s own needs, and of those of other people, so that justice and peace are strived at.

The capacities of empowerment and recognition are strengthened, among others, when the participants

- are heard and allowed to describe their situation and formulate their interests and requirements,
- are allowed to organize and modify their living conditions in common with others,
- can actively gain access to knowledge, services and resources, and use them to their own advantage (the term resources includes material resources, as well as the participation in political decisions and the access of women, men and youngsters to education, knowledge, health and their rights),
- can claim their own rights to share and participate in the community,
- make decisions based on their own responsible assessment of the situation,
- seek to understand and acknowledge the interests, needs, and values of the other people they are in contact with.

Empowerment – a typical goal of development – is a conscious intervention in existing power relationships in view of promoting social equity and democratic participation. Yet only **empowerment**

and recognition together form a conflict-sensitive approach to development – taking into account the interest of all the participating actors.

4.2.3 Separation of perspectives

“Facts” and “observations” (this is what one could record on tape or video) should always be separated from interpretation of these facts. Each group of involved actors sees another aspect of the conflict and evaluates it in the light of its own interest situation. All the participants in a conflict have their own truth; their explanations build a structure from which they develop their strategies. The self-explanations on the causes of the conflict and the reasons for participating therein are just as actor-specific. Conflict-sensitive program 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 awareness, motives, agendas and strategies (See Tip Sheet “Needs & Fears Mapping”). Ideally, actors are supported in exchanging perspectives, because the best basis for a consensual solution is made when people walk in the other persons shoes for a while.

4.2.4 Self-critical interaction in a conflictive environment

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 conflict¹⁷. Generally people are very 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 else. 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 selectively 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-) reflexive mechanism in order to examine their decisions and strategies, as one tends to be sucked into the conflict dynamic and becomes biased. A person responsible for a program needs to feel empathy and understanding for all actors to truly work in a conflict-sensitive way. Hearings and round tables with the actors involved in differing degrees 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.

4.2.5 Simple things first: pragmatic realism and an accurate eye

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 programs 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.

¹⁷ Friedrich Glasl makes a difference 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, see also Tip Sheet “Glasl’ Summogram” (Hot-cold Analysis).

4.2.6 Differentiate between the people and their behavior

A conflict-sensitive “mind-set” makes a difference between people and their behavior. The same people can be involved in destructive as well as constructive behavior. A conflict-sensitive approach therefore means strengthening the constructive behavior and disengaging from or boycotting of the destructive behavior – 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 others right to exist.

4.2.7 Focus on cooperation and not on conflict

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 especially important to remain aware of the various levels (local, regional, national and global) and realistically assess what can be done. Yet, if one is aware of the various levels, 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

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 or their deviation to the purchase of arms. 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 normal crisis situations and social conflicts can escalate though external interventions.

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).

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, popularized by Mary B. Anderson and based on numerous participative workshops involving people with field experience. This basic principle is the **backbone** of the CPSM procedure.

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 hypotheses**¹⁸.

¹⁸ Impact hypotheses are statements concerning a future (desirable) effect, which have a causal connection – through a chain of effects – with one’s own actions. Example: in training programs, developed capacity for the prevention of conflicts has as a desired effect that the different groups of actors reach, within a reasonable time frame, mutually accepted solutions.

The procedure is based on the idea, that in each conflict factors exist which separate people from each other (*dividers*), as well as factors which connect people with each other (*connectors*). Such dividing or connecting factors include 1) systems and institutions (e.g. infrastructure, markets, electricity system), 2) attitudes and actions (e.g. adoptions of war orphans from the other side), 3) shared or different values and interests (e.g. common religion), 4) common or different experiences (e.g. colonial history, war suffering), and 5) 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. An SDC program should support *connectors* and weaken *dividers*.

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.

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 to 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 feasts, or particularly integrative groups of people, who build bridges over the frontiers of conflicts.

4.4 Peace and conflict relevancy

In estimating risks and defining **peace or conflict relevancy** of programs, 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:

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

1. *Assessment of the system one is working in:* What are the (potentially) relevant dividing and connecting factors in the area one is involved in?
2. *Assessment of the links between the system and the program:* What effects will the program have on these dividing and connecting factors? And in turn, how will potential dividers and connectors effect the program?
3. *Assessment of how the program is supporting connectors:* Does the program support connectors and thereby create new alliances for peace and room for dialogue – and if yes, in which way?
4. *Assessment of how the program is enhancing dividers:* Does the program enhance any (potential) dividers, and thereby lead to an intensification of (potential) tension between groups – and if yes, in which way?
5. *Adapting the program:* If the program supports dividers, how can it be adapted or re-programmed in order to avoid doing so?

Examples of possible positive and negative effects of IC programs in crisis and conflict situations	
Possible positive effects	Possible negative effects
<ul style="list-style-type: none"> - 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. - Reinforcement of the violence-free equalization of interests. - 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. 	<ul style="list-style-type: none"> - 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.

The SDC programs fulfill the minimum requirement of Do No Harm, if the persons responsible for the project discuss these lead questions with their partners in the program cycle, report briefly thereon, and adapt or re-program their programs 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 programs. The minimum conflict-sensitive approach is that a program does not support potential dividers. When these tensions and potential conflicts become manifest, then another step is needed: the active support of connectors.

The difference between Do No Harm and CSPM basic and CSPM comprehensive is best demonstrated by the minimum requirements of each approach:

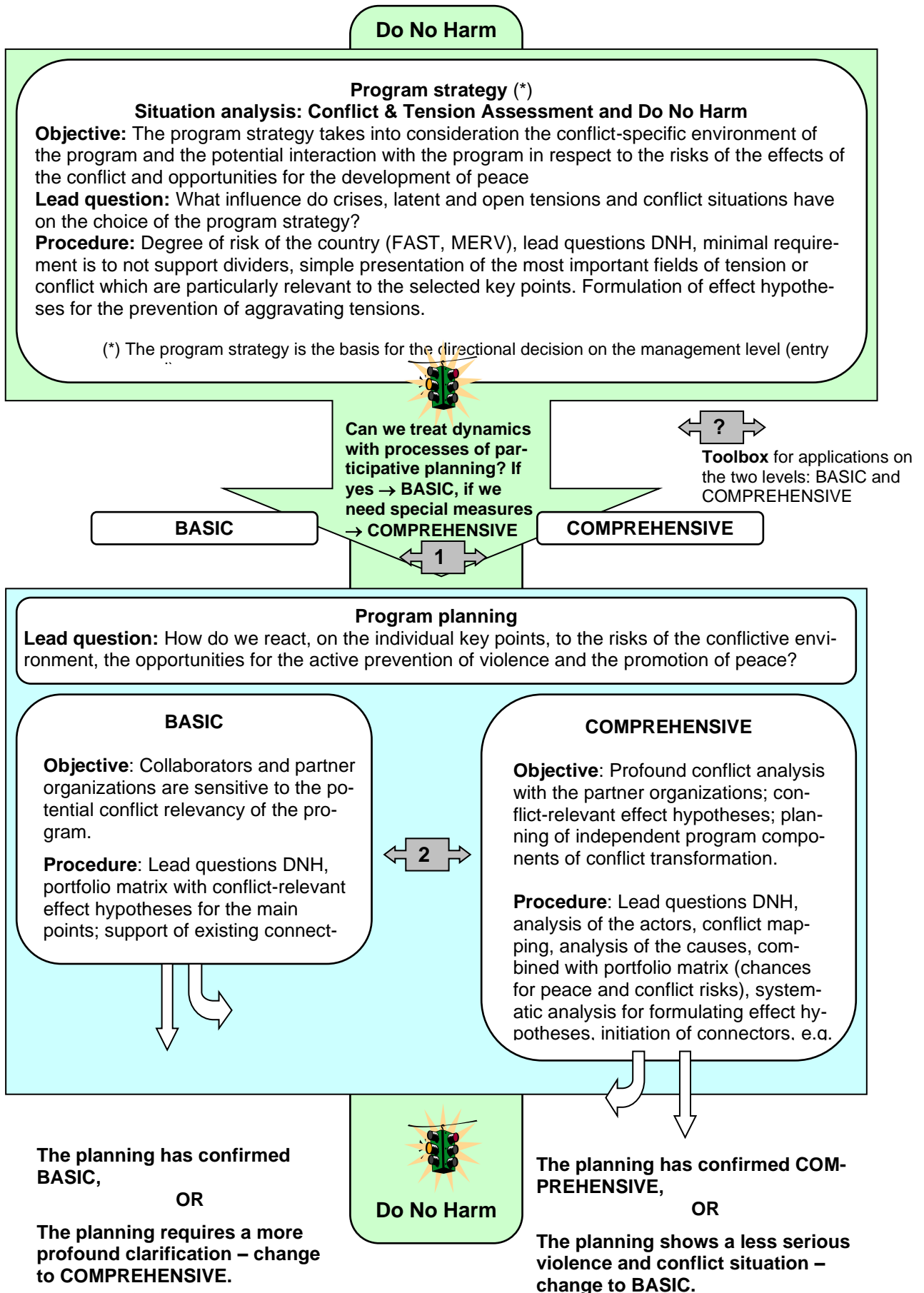
- The minimum of the **Do No Harm** approach is to literally “do no harm”, i.e. to not support dividers throughout all sectors and activities.
- The minimum of the **CSPM basic** approach is to not support dividers but also to support existing connectors as part of a "normal program" working in a context with symptoms of societal tensions on increase.

- The **CSPM comprehensive** approach goes beyond these minimal requirements, and seeks to actively promote or advocate for connectors in the framework of crisis intervention and conflict transformation.

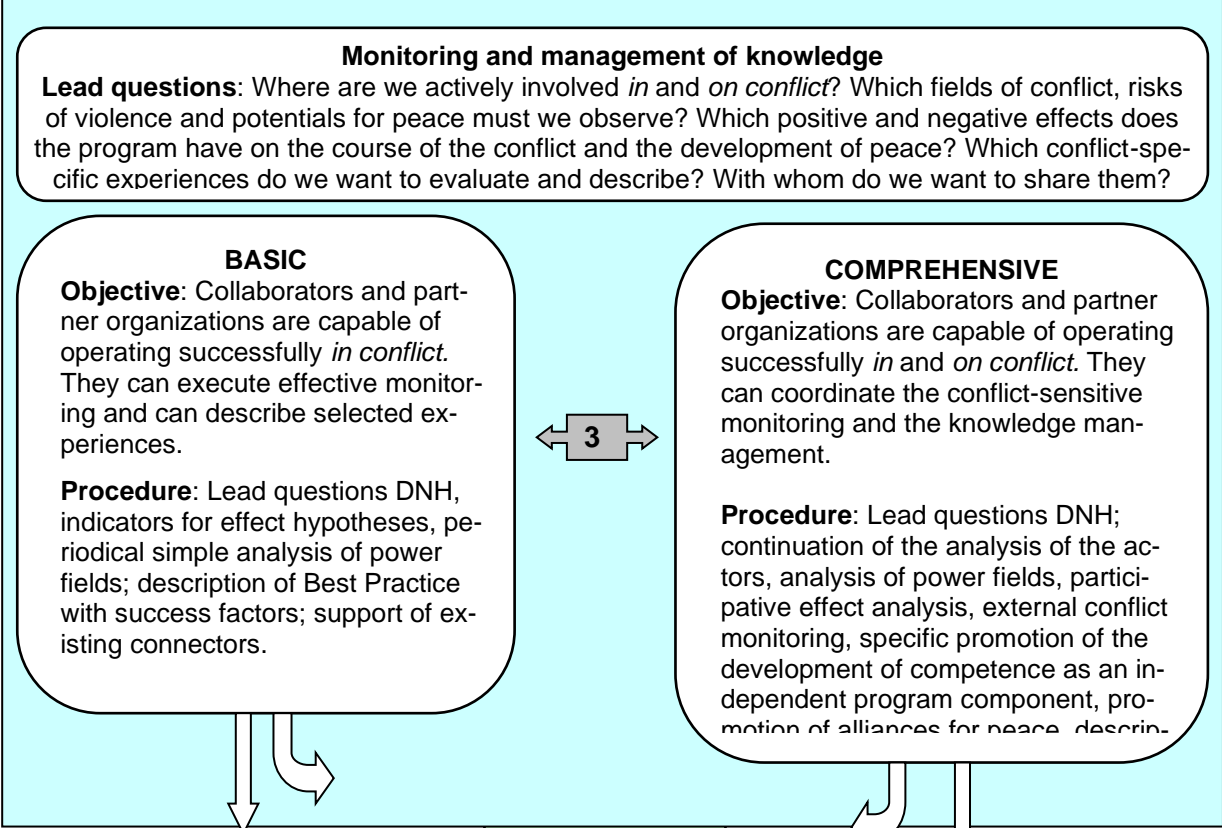
If the collaborators concerned of the SDC and the partner organizations notice during the planning or execution phase that the normal tensions found in all societies are developing into conflicts, then the full CSPM procedure (basic or comprehensive), as described below, need to be applied. In each case, it is the participants themselves who decide which path they follow and to which degree:

- **BASIC:** The program 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 program; the program attempts to reduce active conflict-relevant risks and to avoid negative conflict-aggravating effects. The program **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 program. The CSMP basic approach **does not** seek to actively transform conflict through new initiatives (= *transversal aspects of violence prevention*).
- **COMPREHENSIVE:** Programs or individual projects are working in an environment of latent or open conflict relationships and seek to transform 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 program contributes **directly** to the transformation of the conflict in that, for example, it creates room for dialogue, reinforces alliances for peace and supports the development of competences for the transformation of the conflict. As a rule, this requires that the program creates an independent program component for the prevention of violence and the transformation of conflicts. It must directly influence, on one hand, the course of the conflict and, on the other hand, support and advise the other program components. In contrast to CSPM basic it has to pay greater attention to the relevant level (international, national, regional, local) the conflict is located at (= *sector aspects of violence prevention and conflict transformation*).

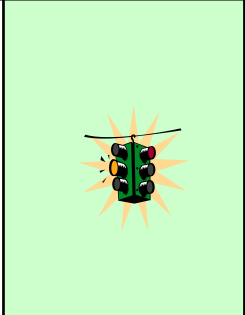
4.5 The steps of the CSPM procedure



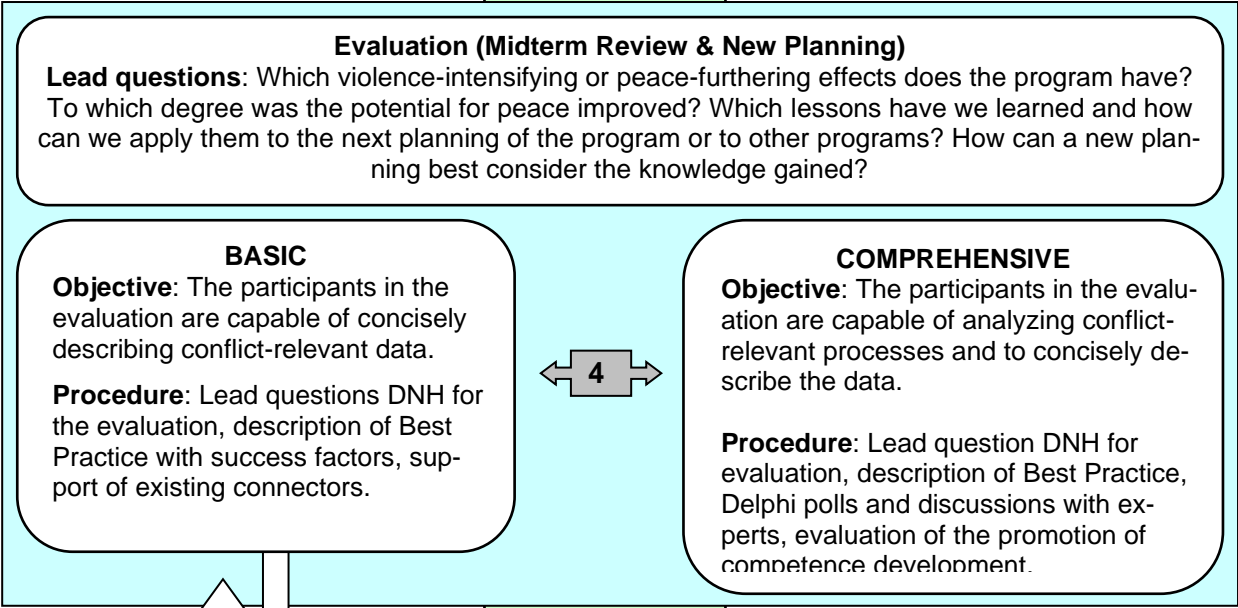
Do No Harm



Monitoring has confirmed **BASIC**,
OR
Monitoring requires a profounder observation of the conflictivity – change to **COMPREHENSIVE**.



Monitoring has confirmed **COMPREHENSIVE**,
OR
Monitoring shows a diminishing state of conflict – change to **BASIC**.





In order to make best use of the standard procedure of CSPM the next section of the resource package consists of a series of **tip sheets**. There is (a) a wide range of thematic tip sheets which were produced and examined by a group of members of the OECD (DAC) network on Conflict, Peace, Development Cooperation (CPDC). There is (b) a set of methodological and process-oriented tip sheets based on experiences of SDC; here the user will find, inter alia, tip sheets for:

- 1) the minimum **Do No Harm** approach to be used by all programs (to **avoid supporting tensions** in a society that could lead to violence).
- 2) **CSPM basic**, which works in an environment where conflicts are manifest or where they could increase (**working in conflict**). Here connectors are actively supported, even if they are not initiated as an inherent part of the program.
- 3) **CSPM comprehensive**, which works in an environment where conflicts are manifest and clearly escalating (**working on conflict**). The program actively initiates connectors. It takes the different levels (international, national, regional and local) into account.

Abbreviations

COPRET	Conflict Prevention and Transformation
CPDC	Conflict, Peace, Development Cooperation
CSPM	Conflict-Sensitive Program Management
DAC	Development Assistance Committee
DC	Development Cooperation
DNH	Do No Harm
DDR	Disarmament, Demobilization, and Reintegration program
FAST	Early Analysis of Tensions and Fact-Finding
IC	International Cooperation
MERV	Monitoring of Development-Relevant Changes
OECD	Organization for Economic Cooperation and Development
PCIA	Peace and Conflict Impact Assessment
PCM	Program Management Cycle
PRSP	Poverty Reduction Strategy Paper
PSO	Peace Support Operation
SDC	Swiss Development Cooperation
SSR	Security Sector Reform