Tearfund
Disaster Management Team Good Practice Guidelines

Conflict Sensitivity

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The ‘DMT Good Practice Guidelines’ provide practical guidance on how to implement, what Tearfund Disaster Management Team consider to be, good practice on a range of cross cutting and sectoral topics. The guidelines are internally designed for Tearfund DMT field staff but may also be a useful reference for Tearfund UK staff. They do not give in-depth information on the issue, but are intended to be simple and user friendly guides that provide practical information for practitioners in the field. They are freely available for use or adaptation by Tearfund partners and other organisations committed to good practice in disaster management.

For Tearfund staff this document can be found in:
Briefing & Ref Docs\04 Good Practices (GP)\04.3 GP Cross Cutting Issues\04.3.2 Beneficiary Accountability

For external downloads go to:
http://tilz.tearfund.org/Topics/Disaster+Management/Cross+cutting+issues+good+practice.htm
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Introduction

Armed conflict is not an isolated event with a clear-cut beginning and end. Rather, it is the ‘high intensity’ phase of a dispute with roots in the past (sometimes going back hundreds of years) and uncertain outcomes in the future (including, perhaps, the seeds of future dispute).¹ Conflict is a major development issue: poverty and injustice may feed the anger which leads to conflict, whilst violent conflict may in turn deepen the poverty and injustice. Violent conflict entails the loss of civilian life, social and economic disruption, displacement of refugees, destruction of the environment and of infrastructure. A recent DFID study refers to the tremendous cost of conflict in economic terms and the rapid loss of development gains when conflict erupts.

There are ongoing effects even after a conflict ends, a legacy of democracy and human rights denied, landmines, surplus small arms, amputees, orphans, children who have missed out on education and who have been left mentally scarred by witnessing, even taking part in, atrocities.

Most conflicts and protracted political crises today do not occur between sovereign states but are of an internal or regionalised type. Of the 27 major armed conflicts that occurred in 1999, all but two took place within national boundaries².

In these guidelines we will consider:

- How do we ‘conflict proof’ our projects by reducing the impact of conflict on programmes/projects?
- How do we ‘do no harm’ – i.e. how do we ensure that our programme/projects do not negatively affect the dynamics of the conflict
- What role do we have in ‘peace building’ – i.e. having a positive impact on the dynamics of peace?

This guide includes a number of tools which can be used to analyse the dynamics of a conflict, and the likely affect of our project activities. It also includes 7 steps towards conflict sensitive programming.

¹ Tearfund Framework policy on conflict
Definitions and context

1.1 Definitions

‘Conflict’ happens when two or more people have, or think they have, incompatible goals.

There are different degrees of conflict:

- No conflict – *Any community is likely to face conflict sometimes, although communities in this category are good at resolving conflict before it develops. Both behaviour and goals are normally compatible.*

- Latent conflict – *This is conflict below the surface and may need to be brought into the open before it can be effectively addressed. It is found where there are conflicting goals, which have not yet resulted in conflict behaviour, or that behaviour has been suppressed by the presence of peace-keepers.*
Surface conflict – This has shallow or no roots. It may be due to misunderstanding of goals, which can be addressed by improved communication and the conscious effort of opposing groups to understand each other’s needs and opinions.

Open conflict – The conflict is very visible and has deep roots, sometimes over many generations. Both the causes and the effects need to be addressed.

‘Violence’ consists of actions, words, attitudes, structures or systems that cause physical, psychological, social or environmental damage and/or prevent people from reaching their full human potential.

When we talk about conflict it is important to note the distinction between ‘conflict’ and ‘violent conflict’. Conflict is normal and is present in every society but becomes problematic when it is violent conflict.

‘Peace’ requires a safe environment where people are able to share their views truthfully and openly knowing that they will be heard, where diversity is celebrated and a common goal is sought.

‘Peace-building’ consists of two inseparable parts: (1) the construction of the structures of peace, and (2) the de-construction of the structures of violence. It is not about the imposition of solutions, but the creation of space within which indigenous actors can identify problems and formulate their own solutions.

‘Conflict Sensitivity’ is defined as the ability of an organisation to:
- Understand the operational context in which it works
- Understand the interaction between this context and project activities
- Act upon this understanding to avoid negative impacts & maximise positive impacts

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1.2 Biblical and Christian justification

Because of the universality of sin, conflict is ‘normal’ and a part of every relationship. Common causes of conflict include greed, competition for scarce resources, debt and social or economic exploitation. Violent conflict usually causes suffering and destroys the capacity of people to enjoy the good things that God has provided for them, even if they are not engaged in the conflict themselves. However, it should be recognised that conflict can be constructive rather than destructive, and is sometimes a necessary element of the development process.

As Christians we rejoice in the new life that results from the forgiveness of our sin. The Bible teaches that our forgiveness of the sins of others is to likewise be unlimited.

Tearfund’s response to conflict is guided by key biblical principles, namely, that:

- Injustice, broken relationships and violence are the result of human sin
- Violence cannot advance the kingdom of God
- Wars are yet within the compass of God’s lordship of history, as he makes wickedness its own punishment, and extracts good from evil
- The political authority has a duty to defend the victims of injustice, and to oppose and punish those who cause it, by force if need be.

Pacifism or just war?

There is a long tradition of Christian pacifism rooted, first, in the Bible’s condemnation of violence against those made in the image of God (Genesis 9:6), then in prophetic disapproval of war crimes (see Amos 1-2) and, supremely, in the teaching and example of Jesus. Yet the authority committed to men and women (Genesis 1:26-28) makes them responsible for what is done on earth.

In Tearfund’s view this responsibility extends to political involvement (in contrast to the disengagement that is often associated with pacifism). Tearfund holds that political power may legitimately involve the use of force against injustice. Jesus himself used force (but not violence against people) to challenge injustice in the temple precincts (Mark 11:15-17). Yet the nagging call of pacifism remains an essential challenge in a world biased towards the use and justification of violence.

Tearfund believes that there may be circumstances where injustice cannot be undone without the use of force. Tearfund believes that among compelling grounds for action are: cross-border armed aggression; genocide (or war crimes falling short of genocide); the forced displacement of population; the breakdown of effective government, rendering impossible the delivery of essential

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humanitarian aid; the overthrow, by armed force, of a government which had a genuine popular mandate. However, a state should not intervene unilaterally, that is, without reference to other concerned parties in the international community. Tearfund holds that intervention should not be characterised as ‘good taking on evil’, or ‘defending civilisation against barbarism’, or action in the name of God.

### 1.3 Development justification

Ongoing conflict can obstruct the process of community development by undermining social trust, willingness to work together and the equitable sharing of the benefits of development.

There can be no greater threat to our development aspirations than that of violent conflict. Most of the world’s poor people live in conflict affected countries. Violent conflict unravels hard won development gains, prevents progress towards the Millennium Development Goals and hinders economic growth. Of the 34 poor countries farthest from reaching the millennium development goals, 22 are in or emerging from violent conflict⁴. As well as the direct and often measurable loss in economic growth and physical infrastructure, there is the wider, and often hidden, human, social and psychological damage visited upon individuals, communities and nations.

There have been over 125 armed wars since 1990, with a combined death toll of at least 7 million people, 75% of whom are estimated to be civilians⁵.

Violent conflict has taken a massive toll on the poor. Just as violent conflict sets back development, flawed development can worsen conflict. Development aid influences the political dynamics of conflict. It can, for example, introduce resources that alter power relationships in ways that fuel local tensions. It is not enough to rely on conventional development to prevent violent conflict. The potential impact of that development work upon the conflict must be thoroughly evaluated. We should also beware of those people who use and promote violent conflict for political and personal benefit.

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⁴ *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, UN Millennium Project, 2005

⁵ *International Alert, Special Report, 20 Years of Peacebuilding*, 2006
1.4 Tearfund DMT positioning on conflict

There are a range of strategic positions on conflict depending on the context of the operating environment. An agency may take several positions at one time – for example they may react and also adjust.

- **Withdraw**: Organisation decides to withdraw all or part of its operation, aware that staying or leaving makes a statement & has consequences for the local population. Sometimes, dangerous areas have to be avoided on security grounds; sometimes the withdrawal is temporary until such time as it is safe to return.

  *e.g. would include locations in Darfur and southern Sudan, which have either been “no go” areas or teams have been re-deployed to other areas due to the by high frequency of evacuations.*

- **React**: Programme continues with the same objectives, but some changes necessary for the safety of staff – eg travel permission, increased security, avoid some areas, obey curfews, etc.

  *e.g. Many locations operate at this level, with security plans regularly reviewed.*

- **Adjust**: Programme is regularly re-assessed for the impact it is having on the conflict, and adapted to ensure equity and participation of opposing groups. Objectives and activities may be changed in order to avoid increasing tensions, or to actively contribute to peace.

  *e.g. This should be the “standard“ for Tearfund working in any area of latent or open conflict. Targeting and site selection for wells in Darfur is a good example.*

- **Support**: Programme seeks and supports local initiatives which actively address the conflict, to prevent escalation or to improve communication between groups.

  *e.g. could include allowing use of a room for a meeting, or providing transport for a local pastor engaging in peace promoting activity. Case study 1 in section 4.1 is an example of ‘support’ through improving communication between groups in the PHE work.*

- **Intervene**: Organisation actively intervenes, offering for example, links to mediation sources, training or other resources; involves active peace-building. Some NGO’s have a specific mandate and skills for this type of activity.

  *e.g. Tearfund staff in Burundi organised at least 2 seminars on peace and reconciliation for Church Leaders in Burundi.*
In summary, work in conflict areas is of one of the 3 main types:

- Working **around** conflict (withdraw or avoid the conflict areas)
- Working **in** conflict (stay but react, adapt/adjust project activity, support)
- Working **on** conflict (intervene - engage in reconciliation & peace building)

Generally, Tearfund’s approach is to work **in** conflict and adjust programme objectives and activities appropriately. We “react” in the sense of having and constantly reviewing good security procedures. We work **on** conflict by participating in lobbying groups which push for appropriate policies and political decisions that support a lasting peace. DMT also works with other NGOs to influence and lobby: for access to populations made vulnerable by conflict, for peace initiatives, cease fires and agreements etc.

When working **on** conflict it is important for DMT to work closely with the Regional Teams, and with the Advocacy Team which has capacity to provide generic advocacy advice on conflict.

As a final comment, many NGOs see peace-building merely as a by-product of their work. This means that brief opportunities for peace-building, as a specific objective of the project, are often lost. Those opportunities may only be seen if the conflict is constantly being monitored, with repeated conflict analyses.
Theory of good practice in conflict sensitivity

2.1 ‘Conflict Proofing’ – impact of conflict on programmes/projects

Conflict activity always has the potential to adversely affect project activities, for example, through attacks on vehicles, or by denial of access to certain areas or sectors of the population. If no conflict analysis is carried out, and activities adjusted accordingly, then the following may occur:

- Wasted time and money on constant trouble-shooting;
- unsustainable projects, which collapse as soon as the NGO leaves;
- premature closure or withdrawal because of threat or non-co-operation;
- inability to implement planned activities;
- staff & beneficiaries put in danger of violence or kidnap.

2.2 ‘Do No Harm’ - impact of programme/projects on the dynamics of the conflict

There is evidence that humanitarian assistance becomes part of the conflict context; it is not neutral. Our presence as an NGO may influence the conflict without realising it. Mary Anderson has developed this thinking in her book “Do no Harm.” In DMT we are concerned that our projects have potential to exacerbate and feed conflict. This can happen through:

- The transfer of resources
- ‘Unspoken ethical messages’ that we give through our work

How do we exacerbate conflict through transferring resources?

We directly support conflict when aid is used by warring parties to maintain their war effort. For example, food and other humanitarian supplies brought into a war zone by aid agencies are sometimes stolen, taxed or diverted by warring parties for the support of their troops.

We can indirectly support conflict by:

6 See Mary Anderson’s work on conflict - “Do no harm - Supporting local capacities for peace through aid”
• **Substitution.** Aid meets the needs of the civilian population, freeing up other local resources to support armies.

• **Control of distribution.** Warring parties may use their control over resources to gain legitimacy and to strengthen their power and to manipulate populations.

• **Market and wage effects.** External assistance can distort local economies thus making a return to a peace-time economy more difficult and less likely. NGO salaries are invariably higher than local wages, and the price of basic foods and house rentals may rapidly increase. For example, since the establishment of peace in southern Sudan, Juba has become one of the worlds more expensive cities for accommodation.

• **More competition.** The introduction of external resources into a context where resources are scarce and people are already in conflict with each other often feeds into and reinforces the suspicion, enmity and competition for wealth and power of warring groups.
The explicit and intended message of aid is a message of compassion and humanitarianism (see Good Practice Guide on International Codes and Standards). However people will always pick up unintended and unspoken messages by observing the way in which the aid is delivered and by noting the public and private life of the aid worker. Examples of these unspoken ethical messages are shown below:

| 1. **Arms and power.** How do we use arms and power? For example using armed guards to protect agency staff and assets may send a message “it is OK to use weapons to determine access to food and medical supplies”. |
| 2. **Disrespect, mistrust and competition amongst agencies.** If we relate in a competitive manner towards other agencies a message sent might be “it is unnecessary to co-operate and work with people you do not like.” [Sometimes referred to as flag planting] |
| 3. **Different values for different lives.** Is there equity in how expatriate staff and local staff are treated? Are staff from one area treated better than another? The message might be “people from abroad or even items of equipment are worth more than local people”. |
| 4. **Wastage of resources.** Excessive use of vehicles, for example, may send a message that the NGO is very well funded and that local contribution to the work is un-necessary. How much is thrown away? |
| 5. **Publicity.** How agencies publicise their work can demonise or romanticise one side of the conflict or the other. This portrayal may be picked up internationally and fed back to the warring groups! |
6. **Management style.** Some field staff work in a forceful style, standing up to people in power, others, seems constantly tense and others are suspicious of local people and leaders. We should be aware of our leadership and management style and how we interact with others.

In Section 3.3 there is a tool to help you analyse the impact your project could have upon the conflict.

**2.2.1 Theory of conflict analysis**

Conflict analysis:
- Is the systematic study of the profile, causes, actors and dynamics of a conflict from a variety of perspectives and at various levels
- Serves as a basis for developing strategy and planning actions.
- It is **not** a one time exercise; it must be an on-going process, as the situation develops, so that you can adapt your actions to changing factors, dynamics and circumstances. Analysis should be repeated at least every 6 months.
Section 2

• It is recommended that conflict analysis is not an academic exercise that you carry out on your own – in particular there should always be a high level of national staff input into the analysis. The process of doing the analysis is just as valuable as the result, as the team come to a shared understanding of the situation, and “outsiders” are demonstrating their willingness to learn from “locals”.

**Why analyse:**
1. To identify ALL the groups involved, not just the big ones.
2. To understand the perspectives of different groups & how they relate to each other
3. To understand where we “fit” in the conflict picture for our own security.
4. To understand the background and underlying grievances, as well as current events; learning from past experience.
5. As a pre-cursor of understanding the interaction between our activities and the conflict.
6. Useful in all stages of project cycle - planning, implementation, M and E.

There are four main tools which we use:

- Conflict mapping
- ABC triangle
- Time-line
- Conflict Tree

Details of how to use these tools is explained in section 3.2.

**2.3 ‘Peace building’ – impact of programmes/projects on the dynamics of peace**

Every conflict/society has local resources for peace. These can be in behaviour, attitude or context/systems. An NGO can build on these capacities for peace by:

- Seeking to support people who don’t want conflict but remain silent
- Look for traditional peace making systems
- Find “connectors” which allow peaceful contact.

To do this you need to consider:
• Creating space: Where people can interact with opposition, in non-war ways, and keep hope alive for a better future.
• Voice: Creating a forum where peace and reconciliation can be discussed.
• Incentives: Using resources to reward activities which build peace and to discourage those which make hostility.

International Alert have developed a Code of Good Practice of requirements of peace building. Projects, whether post-war or in an effort to pre-empt escalation of violence, should in all cases meet seven criteria:

1. *Tailored* – to fit the needs of the situation, requiring a broad palette of adaptable methods rather than an off-the-shelf technique or standard template;
2. *Holistic* – to address the full range of peace and conflict issues, the long-term causes as well as the immediate symptoms;
3. *Inclusive* – to engage and benefit the whole of society, since limiting the engagement and benefits to only some sectors will entrench the conflict problems;
4. *Participatory* – to involve people not merely as beneficiaries but as active participants;
5. *Respectful* – of the qualities of leadership and courage required for peace building and with willingness to learn from ordinary people’s knowledge and understanding of their own society;
6. *Sustained* – so that the process of building peace is supported for as long as is necessary, rather than being subject to arbitrary political or bureaucratic timetables;
7. *Knowledge-based* – because peacebuilding has much greater prospects of success if it is based on research and strengthened by continuing monitoring and assessment.

In fulfilling these conditions, peacebuilding must also address the *gender dimensions* of conflict and peace.

These requirements represent standards that International Alert aspires to fulfil in its own work and that it encourages others to aspire to through its work on international peacebuilding policies.

The case studies in section 5 offer practical examples of what peace building programmes may look like.
Tools for good practice

3.1 Seven practical steps for conflict sensitive programming

**Step 1**
Analyse and understand the conflict situation in order to guide your project design

**Step 2**
Identify the appropriate level of association that Tearfund should have with different actors in the conflict

**Step 3**
Assess the potential impact of the project’s design before you commence activities

**Step 4**
Ensure the project design prioritizes protection of beneficiaries

**Step 5**
Publicise the impartiality and neutrality of the organisation

**Step 6**
Seek out opportunities for building the capacities for peace

**Step 7**
Monitor the attitudes within the community towards Tearfund and adapt project plans in light of feedback received
Step 1  **Analyse and understand the conflict situation in order to guide your project design**

- Use the conflict analysis tools described in section 3.2 with project staff (and community members if possible and appropriate)
- Gain a full understanding of the conflict context, the changing dynamics – at the local level, regional/national and the wider global context
- Draw on research papers and external expertise. There are often academic research papers and analysis available, which are key resources to cross reference with the analysis you do locally. Local universities may have a wealth of knowledge and ideas and may be overlooked by the international community, although beware of simply engaging in academic debate.
- Use the information gathered to guide the way you design your projects.
- Repeat at regular intervals to keep the analysis current.

Step 2  **Identify the appropriate level of association that Tearfund should have with different actors in the conflict**

- Assess how the different actors are perceived by the beneficiary groups and wider population: government, opposition groups, UN presence, peacekeepers etc
- Ensure that close association with any one group does not call into question Tearfund’s impartiality and neutrality
- Respect confidentiality, to protect staff, local partners & beneficiaries.
- Develop key relationships at a number of levels – not just with community leaders, militia commanders and others, but find out who the influencers are.

Step 3  **Assess the potential impact of the project’s design before you commence activities**

- Consult with local staff and beneficiaries to understand how your proposed actions will be perceived
- Consider the selection process of beneficiaries as it relates to the assisting of different beneficiary groups on different sides of the conflict
- Ensure the level of assistance provided to different groups is proportionate to needs and can be clearly justified
• Look for any possible “side effects” of a programme upon factors which influence the conflict (see tool in section 3.3)
• Pool the capacities and competencies of different organisations (UN, ICRC, NGOs etc) to enable a common approach and clear analysis of aid dynamics across the entire humanitarian community operating in a given conflict context. If an NGO or the UN engages in an unaccountable or biased way with an armed group or actor it jeopardises the work of other NGOs. Being coordinated reduces the likelihood of being played off against each other.

Step 4  **Ensure the project design prioritizes the protection of beneficiaries**

• Ensure that the project does not heighten the vulnerability of beneficiaries (risk of attack, theft, jealousies etc) but aims instead to reduce it.
• Create community committees and groups that involve community members and consult with beneficiaries to ensure the design reflects their preferences.
• Establish ways to get feedback from beneficiaries without putting them at risk from an oppressive group.
• Do need based assessments and service delivery early on to establish an understanding amongst beneficiaries, leaders and combatants of how an NGO works. A culture of accountability does not always come naturally to leaders. If they are allowed to manipulate service delivery or distributions early on it will be difficult to correct this later.

Step 5  **Publicise the impartiality and neutrality of the organisation**

• Ensure Tearfund’s NGO status and commitments to NGO principles are understood by all – beneficiaries, the wider community, all sides of the conflict *(also refer to DMT Beneficiary Accountability Guidelines)*. If a donor requires high visibility and this may call into question Tearfund’s perceived neutrality if the donor government is perceived to have a strong position on the conflict, then a decision needs to be made if it is wise to accept such funding.
• Ensure transparency in every aspect of Tearfund’s work: through staff induction, public information, co-ordination with others etc. Recruitment and tendering processes should be transparent and accessible to all. *(However, always balance this with confidentiality regarding individuals, especially where there safety is at risk.)*

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7 The Red Cross Code of Conduct is very useful in promoting humanitarian principles. Consider use of posters and sharing booklets of the RCCC with stakeholders.
• Ensure staff treat beneficiaries with utmost dignity, respect and compassion, consistent with Tearfund’s values
• Provide repeat sensitisation and refresher training to reinforce these messages
• Ensure recruitment of local staff is balanced and cannot be interpreted as Tearfund favouring one particular group.

Step 6  Seek out opportunities for building the capacity for peace

• Identify the range of post conflict scenarios that are desired by those caught up in the conflict, and bear these in mind when you draw up your project plans and explore opportunities for building the capacity for peace.
• Be constantly alert to short-lived windows of opportunity, which should be exploited in the search for peace.
• Be aware that in some environments certain actors will be opposed to “peace” in any form and so overt peace building or even use of the word may need to be avoided.
• Work at building trust in your relationships with the different beneficiaries and groups you interact with.
• Consult with beneficiaries and others to ensure that activities listed below are appropriate to your context:
  o Introduce peace building and reconciliation messages within project activities, such as a Health Education curriculum or training for a development committee
  o Create opportunities where issues relating to the conflict and opportunities for peace & reconciliation can be discussed
  o Create appropriate opportunities (only after careful planning and discussion) where people can interact with the “opposition”, such as joint activities on a community project, a health lesson etc.
  o Use resources or design activities which reward activities which build peace and discourage those which make hostility.
Step 7  **Monitor the attitudes within the community towards Tearfund and adapt project plans in light of feedback received**

- Verify that Tearfund’s impartiality and neutrality is understood and accepted
- Solicit feedback on how Tearfund’s project assistance is perceived, what complaints have arisen (also refer to DMT Good Practice Guidelines on Beneficiary Accountability for more information on complaints mechanisms)
- In light of the above, reinforce the messages around Tearfund’s impartiality and neutrality, adjust project design (beneficiary selection, assistance package etc) and/or adjust the level of association with the different actors in the conflict, as needed.
- If possible, establish “indicators of instability” – i.e. attitudes or behaviour in the community which suggests that relationships are beginning to break down – e.g. the closure of local markets, or people migration.

### 3.2 Tools for conflict analysis

The following 4 tools may be useful in helping you understand and monitor the conflict.

#### 3.2.1 Conflict mapping

**Conflict mapping**

- **What is it?**
  A technique for graphically showing the relationship between parties in conflict.

- **Purpose:**
  To identify all parties involved (directly or indirectly)
  To show relationships between parties
  To clarify where power lies

- **When to use it:**
  Early in a process, along with other analytical tools, later to identify entry points for action or to help the process of strategy building.

- **How to conflict map**

  1) **Decide what you want to map, when, and from what point of view.**
     A conflict map provides a snap shot of relationships at a given point in time,
usually the present. It may be useful to map the same situation from a variety of viewpoints, as this is how the parties experience it. Try to reconcile these different viewpoints is the reality of working on the conflict. It is good discipline to ask whether those who hold this view would actually accept your description of their relationships with other parties.

2) **Don’t forget to place yourself and your organisation on the map.** Putting yourself on the map is a good reminder that you are part of the situation, not above it, even when you analyse it. You and your organisation are perceived in certain ways by others. You may have contacts and relationships that offer opportunities and openings for work with the parties involved in the conflict. You may have enemies who constitute a security threat or could prevent you from working with certain groups.

3) **Mapping is dynamic – it reflects a changing situation and points towards action.**

This kind of analysis should offer new possibilities. What can be done? Who can best do it? When is the best time? What groundwork needs to be laid beforehand, what structures built afterward? These are some of the questions you should ask as you are doing the mapping.

Try making a map of a situation that you are currently working on. Draw or cut out coloured circles with the size representing the relative power of that group. Represent the relationships between parties using symbols:

- Friendly
- Alliance
- Broken relationship
- Conflict
- Informal

Some questions you might ask:
- Who are the main parties in this conflict?
- What other parties are involved or connected in some way, including marginalised groups and external parties?
- What are the relationships between these parties?
- Are there any key issues between the parties that should be mentioned on the map? Use squares to represent these.
- Where are you and your organisation in relation to these parties? Do you have any special relationship that might offer openings for working in or on this conflict situation?
3.2.2 ABC Triangle

**ABC triangle**

- **What is it?**
  An analysis of factors relate to attitude, behaviour and context for each of the major parties.

- **Purpose**
  - To identify these three sets of factors for each of the major parties
  - To analyse how these influence each other
  - To relate these to the needs and objectives of each party
  - To identify a starting point for intervention in the situation

- **When to use it**
  - Early in the process to gain a greater insight into what motivates the different parties
Later to identify what factors might be addressed by an intervention
- To reveal how a change in one aspect might affect another

This analysis is based on the premise that conflicts have three major components: the context or the situation, the behaviour of those involved, and their attitudes. These are represented graphically as the corners of a triangle:

![ABC Triangle Diagram]

**Behaviour** = e.g. Riots, murder, arson, verbal abuse, theft/looting, demonstrations etc.

**Attitude** = e.g. fear, anger, resentment, jealousy, hatred, suspicion

**Context** = e.g. unequal opportunities (for jobs, education etc), land ownership, political representation/power, historical grievances.

These three sets of factors influence each other. The behaviour of one group influences the attitudes of the other group, for example, if one group stages many protests demanding jobs, then the other group reacts by becoming more resentful.

**How to use the ABC triangle**

a. make a separate ABC triangle for each of the major parties in a situation
b. on each triangle, list the key issues related to attitude, behaviour and context from the viewpoint of that party. (If the parties are participating in this analysis, then they can each make a triangle from their own perspective).
c. Indicate for each party what you think are the most important needs or objectives in the middle of their own triangle.
d. Compare the triangles, noticing similarities and differences between the perceptions of the parties.

In any given conflict, different parties have different experiences and contrasting perceptions, and are likely to attribute the conflict to different causes. One side may say, for example, that the root problem is injustice, while another side may say it is insecurity. Each group is focused on the
issues that concern it most, and particularly the areas where it is suffering most. All of these causes and issues are real and important and will have to be addressed before the conflict can be resolved and the situation improved.

In using the ABC triangle it is important to be sure about whose perception the analysis is based upon. You could do the analysis entirely on your own perception of the conflict if you understand it well enough, but it is usually better to do the exercise as a staff team. Alternatively, it can be done with one of the main parties and look at the issues in the conflict as they see it in terms of 'context', 'behaviour' and 'attitude'.

In many situations, peace keepers control behaviour through an armed presence, but do nothing to change attitude or context, so the threat of a return to conflict is always present. If Tearfund activities do something to change attitude and context for the better then this may reduce violent behaviour in the future.

**Fictitious Example:**

Rural village of farmers, with a few cattle, adjacent to an area of grazing land, traditionally used by both the villagers and by pastoralist neighbours. Conflict erupts because of drought and not enough grass for all.

**Community A: Village farmers.**

**Behaviour:**
Very defensive.  
Likely to beat any pastoralist who comes near village & steal his cows.

**Attitude.**
Suspicious and afraid of pastoralists, who have guns.  
Sees their increasing herd size as the problem.  
Jealous that they have more cows!  
Angry with Govt for not sorting the problem

**Context:**
Decreasing rainfall has reduced grass growth – unable to support large herd  
Farmers were given fixed plots of land 70 years ago; pastoralists got no such allocation.  
Pastoralists dominate the local provincial Govt.  
Children from farming communities are better educated, so young men tend to get more jobs

**Main objective:**
Safety from attack by pastoralists & free access to grazing land.
3.2.3 Time line

<table>
<thead>
<tr>
<th>The Time Line</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What is it?</strong></td>
</tr>
<tr>
<td>In principle, a timeline is a very simple tool. It is a graphic which shows events plotted against time. It lists years, months, or days depending on the scale and depicts events in chronological order.</td>
</tr>
</tbody>
</table>

| **Purpose** |
| In a conflict, groups of people may see and understand the conflict in quite distinct ways. Two groups may have a shared history but they interpret the events differently. This may become clear if you ask people to do a timeline of their situation. They may note or emphasise different events, describe them differently and attach contrasting emotions to them. |

The aim in using timelines is not to try to arrive at a ‘correct’ or ‘objective’ history, but to understand the different perceptions of the people involved. For this reason, the different events mentioned by different groups are important elements in understanding the conflict.

The timeline is also a way for groups to learn and understand better each other’s perception of events.

A timeline is not a research tool, but a way to prompt discussion and learning. In conflict, it is to be expected that people will disagree about which events are important, and how to describe them. We aim to reach a point where the parties in a conflict can accept that others may have valid perceptions, even when these are opposed to their own.
3.2.4 Conflict tree

**Conflict Tree**

- **What is it?**
  A graphic tool, using the image of a tree to sort key conflict issues.

- **Purpose**
  - To stimulate discussion about cause and effect in a conflict
  - To help a group to agree on the core problem
  - To assist a group or a team to make decisions about priorities for addressing conflict issues
  - To relate causes and effects to each other and to the focus of the organisation

- **When to use it**
  - with a group having difficulty in agreeing about the core problem in their situation
  - with a team who need to decide about which conflict issues they should try to address

This is best used with groups, collectively, rather than as an individual exercise. If you are familiar with the ‘problem tree’ from development and community work you will recognise that here it has been adapted for use in conflict analysis.

In using the tool these are 4 key questions:

- What is the core problem?
- What are the root causes?
- What are the effects that have resulted from this problem?
- What is the most important issue for our group to address?

The Conflict Tree offers a method for a team, an organisation, a grup or a community to identify the issues that each of them see as important and then sort these into three categories: (1) core problem(s), (2) causes and (3) effects.

**How to use this tool**

1. Draw a picture of a tree, including roots, trunk and branches, on a large sheet of paper, a chalkboard, a flip chart, on the side of a building, on the ground….
2. Give each person several index cards or similar paper, with instructions that, on each card they write a word or two or draw a symbol or picture to indicate a key issue in the conflict as they see it.
3. Then invite each person to attach the cards to the tree:
   - On the trunk, if they think it is the core problem
   - On the roots, if they think it is a root cause, or
   - On the branches, if they think it is an effect
4. After everyone has placed their cards on the tree, someone will need to facilitate a discussion so that the group can come to some agreement about the placement of issues, particularly for the core problem.

5. An optional next step is to ask people to visualise their own organisation as a living organism (a bird, a worm, ivy?) and place it on the tree in relation to the issues it is currently addressing. Is current work focusing mainly on the consequences (leaves, fruit), the causes (roots), or the central problem?

6. Assuming that some agreement is reached, people may want to decide which issues to address first in dealing with the conflict.
   - This process may take a long time and may need to be continued in successive meetings of the group.
3.3 Tools for Analysing Impact of aid projects upon conflict.

There is more than one method of assessing likely impact of project activities upon a conflict, but just the one is presented here. The method is based on the premise that in every conflict, there are both “connectors” and “dividers”. A connector is an activity, service or social mechanism which provides a link between 2 communities. For example, 2 communities with very different livelihoods may be very dependent upon each other for trading of food items in local market.

Conversely, a divider is an activity, a resource or an issue which divides 2 communities and has the potential to produce conflict. Examples might include access to water or grazing land, or long-term issues regarding jobs or land rights.

The impact assessment tool relies upon a 3 column table as shown below. Into the first column, “cut and paste” the activities of the log-frame. In the second column, against each activity, write down any possible negative impact of that activity on the conflict – e.g. ways in which it might influence a divider or connector. In the third column, for each activity, write down possible ways in which that activity might have a positive affect on the conflict. Finally, in a 4th column, entitled Creative Solution, write down ideas for project design, seeking to minimise the negatives and to maximise the positives:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Possible negative</th>
<th>Possible positive</th>
<th>Creative solution</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 e.g. employ 10 new staff</td>
<td>Jealousy if most taken from community A.</td>
<td>Equal numbers from communities A and B will reduce tension on the jobs issue.</td>
<td>Recruit separately in each community for 5 staff</td>
</tr>
<tr>
<td>2 e.g. select sites of 6 new wells</td>
<td>a. placing a well in an illegally occupied village could cause trouble b. placing a well outside village could place women at risk in collecting water</td>
<td>a. well segregated wells in undisputed sites will reduce conflict over water resource &amp; avoid inflaming occupancy issues b. a well within village boundary will keep women safer from attack</td>
<td>Detailed discussion with the communities concerned on the best sites, based upon a thorough conflict analysis Chose a site regarded as safe by community</td>
</tr>
<tr>
<td>3 etc</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3.4 Protection

In relation to Step 4 in the ‘7 Practical Steps to Conflict Sensitive Programming’ (page 16):

**Step 4**

The following 6 points are key principles from ALNAP’s Protection Guide that are important to think about when thinking about project design in relation to protection.

1) **Focus on safety, dignity and integrity.**
The immediate protection challenge is to keep people physically safe, to preserve their personal dignity and provide for their wholeness as human beings. This is best done by working closely with people at risk and concentrating on safety, dignity and integrity as the protection edge of all humanitarian action. Remember the protection equation at all times: 
*Risk* = threat + vulnerability x time

2) **Think about law, violation, rights and responsibilities**
A protection approach means recognising that much civilian suffering in war is often the result of a *violation* of international law. It is this violation that then produces secondary needs. Civilians in war who are hungry, ill, injured, displaced, destitute and impoverished or who have been sexually abused are in a state of extreme need because their rights under international law have been violated. Their suffering and need often result from a deliberate *pattern of violations* that is integral to the policy and conduct of the war and is in breach of international humanitarian, human rights or refugee law. Violations of legal rights impose clear humanitarian, military and political duties on governments, non-state actors and individuals.

3) **Ensure respect**
A protective approach requires that humanitarian workers go beyond an aid-only approach and also focus on ensuring respect for humanitarian and human rights norms. This involves humanitarian agencies taking up some key skills and techniques that have been more explicitly developed in human-rights practice to date. Theses skills are vital if humanitarian agencies are to recognise and report violations, advocate more effectively, pressurise relevant authorities and adhere to international legal standards themselves.
4) Build on people’s own self-protection capacity

Humanitarian common sense affirms the value of people’s own knowledge, capacity, insight and innovation in any given situation that threatens them. As a result, good practice in humanitarian protection values close cooperation and participation in any relationship between humanitarian agencies and the people they are trying to help. People are seldom passive when they feel at risk: they engage in a range of finely judged actions to cope, respond, adapt and survive. This makes it essential that people are involved in, and often take the lead on, decisions concerning their own protection.

5) Work with clear protection outcomes and indicators

Have a clear sense of what daily life would be like if people were to be appropriately protected, and then develop specific protection outcomes as the guiding stars of your programme’s objectives and activities. Devise illustrative and collectable protection indicators that provide the means of verification for your work.

6) Prioritise interagency complementarity

Different agencies have different mandates, protection priorities and expertise. They also work in different places and on different political levels, nationally and internationally. It is important to take advantage of these differences in regard to combined efforts to protect civilians in war. Where appropriate, precedence should be given to mandated agencies. Care need to be taken not to compromises one another’s protection strategies and activities at any of the three levels of protective action.
Section 4 Case studies illustrating conflict sensitivity

### 4.1 Conflict sensitivity in Darfur:

*This is an example of DMT adjusting programming to be conflict sensitive. It is also an example of DMT working in conflict supporting capacities for peace.*

The crisis in Darfur has a political component at the national level, on top of a chronic local conflict between pastoralists and sedentary farmers over environmental resources, including land.

Tearfund recognises it is necessary to address the humanitarian needs of the pastoralist community who also suffer as a result of the environmental decline in Darfur and the effects of the conflict, as well as the farming community (most of whom have been displaced). This includes providing resources to both nomadic and non-nomadic groups and providing these resources in such a way that they avoid fuelling the conflict but rather promote capacities for peace.

It is necessary to understand the history of villages in order not to legitimise occupations of settlements by communities other than those to whom the village has historically belonged. Providing water points on disputed land may be perceived as providing legitimacy for an illegal occupation of a village. Improving a well may improve the water quality for a village but it could deny access to migratory nomads who are not familiar with using hand pumps.

Tearfund has adopted a step by step approach to working with the pastoralist community, in order to build trust and to gain access to remote and potentially insecure environments on the basis of acceptance. Work in pastoralist settlements known as ‘damras’, has begun with a consultation with both the pastoralist and farming communities in order to identify non-disputed damra to work in.

From this example the team had to think through the following areas when designing the project:

- Land ownership
- Danger of legitimising the actions of aggressors
- Being perceived as neutral by all sides in the conflict, ensuring our motivation to help people is understood and not misconstrued
- The different needs of the two groups (e.g. familiarity with a water pump)

In addition to the wat san project the programme also includes PHE and health club projects. The objective of the PHE and health clubs was initially to improve the health of families. However a secondary objective of building capacities for
peace was added. This has been implemented through targeting children and adults of both communities – sometimes through mixed clubs. This helps to address the “attitude” corner of the A,B,C triangle – to foster understanding and mutual respect and to dismantle negative attitudes.

4.2 Conflict transformation in Sierra Leone

This is an example of DMT working’ on conflict’ through carrying out peace building workshops.

The DMT team requested training from Tearfund partner Evangelical Fellowship of Sierra Leone in the area of peace building. They then carried out 6 peace-building workshops with the Feija and Mamboma communities. This allowed community members from different communities the chance to discuss peace and other development related issues relating to their communities.

Through the peace building workshop community members were able to analyse the reasons for the Sierra Leone civil war through the use of problem tree, time lines and the ABC triangle. The training motivated the community so much that they took the initiative to set up a peace committee of which 3 of the village development committee members are a part. Other members in the peace committee include one chief, one young person and one woman. This may be a long-term commitment of the members of this community as this was their initiative and other communities in the region have emulated this. The fact that other communities have copied the peace committee initiative indicates that the communities in the environs have seen the essence of networking on issues of peace and the advantages of preventing or minimising conflict.

As a result of the formation of peace committees, only major cases like those dealing with land go to the chiefs for mediation. Although this has minimised the money and the work the chiefs get from mediating and arbitrating disputes they in no way see it as undermining their authority. Through the peace building initiatives long-term grudges have been discussed. This is advantageous as long-term grudges played a part in escalating the civil war in Sierra Leone. Moreover ex-combatants from different warring faction are now living in peace within the community.

The recommendations of the Truth and Reconciliation Commission have also been discussed with some members of the community in a bid to see how peace can be consolidated in the Feijia community and in the country at large. Through these discussions community members were able to better understand and have respect for the national peace process in Sierra Leone.

Through these peace building workshops community members have better
understood the causes of the conflict in Sierra Leone, have been able to forgive those who had wronged them during the war and have also identified warning systems should the issues occur again.

### 4.3 Peace-building in Burundi

This is another example of Tearfund working ‘on conflict’ through peace building workshops.

Tearfund entered Burundi following a period of ethnic conflict between Tutsi and Hutu tribal groups – tensions similar to those which led to the Rwanda genocide in the mid-1990s. By 2005, the situation had stabilised, most parties had signed a cease-fire, a new President was in place and democratic elections were planned.

However, there were still tensions and suspicions below the surface – a situation of perhaps latent conflict which could explode when the UN left. Tearfund staff in Bujumbura, as neutral parties, took the initiative of organising 2 peace seminars, inviting representatives from the main Church denominations and Christian organisations in Burundi. The purpose was to build relationships and explore ways in which the Christian community, made up of both ethnic groups, could work for peace amongst Christians and promote peace more widely in Burundi.
4.4 Balancing of aid in the Tsunami response

This is an example of the potential that NGOs have to negatively influence conflict and how Tearfund worked ‘in conflict’ using a conflict sensitive approach.

In the Aceh Province of Indonesia there is a concern that the concentration of assistance in areas along the coast will create disparity with those villages which are not affected by the tsunami but are located in the interior of the Province. The villages in the interior have suffered from the effects of conflict. The concern is that assistance to the coastal areas alone will create a “gold coast” whilst the interior remains poor and underdeveloped.

In Aceh Jaya, where the conflict has been more intense, the situation is more pronounced in areas where communities are living side by side and one is receiving assistance because they are on the coast and other is not because they are further inland. There are requests for assistance to be given to the conflict affected areas. There is a risk of jealousy and strife which may widen the rift between the separatist rebel movement and the government. As a counter measure, there is a new, dedicated Indonesian government agency whose purpose is to provide assistance to re-assimilating separatists back into mainstream society. It remains to be seen how effective these measures will be.

As funds raised for the tsunami response are specifically for the tsunami affected areas NGOs are left to make ethical decisions about where the money should be sent.

Tearfund’s position is: in non coastal areas where there is a link to a coastal affected area then we will work in the non coastal areas. The links may be strong economic links through trade or social and familial links.
4.5 Water Pipeline in DRC.

This is an example of DMT readjusting their activities when working ‘in conflict’.

A water pipeline was constructed in South Kivu on Moyen Plateau from a capped spring to serve a community in the valley below. The Banyamulenge tribe live in the hill area to the West of Baraka (Moyen Plateau). They comprise of Congolese ethnic groups of Tutsi origin that emigrated from Rwanda over the last century. Tension exists between the Banimalegi and the Banimalegi people. The Babembe form the majority of the local inhabitants in Baraka town and most of the villages along the lakeside.

Violence flared up in summer 2005 and one result was that the hill dwellers, the Banimalegi, damaged the pipeline to disrupt water supply to those living below.

One staff member seconded to Tearfund and 10 members of the water committee were tragically killed by rebels in July 2004 when they visited the Moyen Plateau to carry out repairs to the water pipe line on the request of the RCA. Tearfund were not working on the Plateau at the time and did not have permissions to do so. The trip did not comply with the Tearfund Security Plan. The RCA Authorities were engaged in hostilities with a rebel group on the Plateau at the time and it is thought that the rebels killed the staff member seconded to Tearfund and the committee because they associated them with the RCA.

Some time later when security improved in the area Tearfund did begin work rehabilitating the water pipeline. They spent a lot of time talking with both the Banimalegi and the Banimalegi. The water pipeline was a ‘divider’ but the team tried to gain an understanding of how this resource could become a ‘connector’. This process took time but eventually it was resolved that the pipeline would serve the people in the hills as well as the valley community. As the hill communities were also benefitting from the water, the pipeline became a "connector".

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8 “De facto” government in Eastern Congo and now part of the national transitional government
Useful publications and resource people and organisations

Useful publications and reports

Footsteps 36: Coping with conflict

- DMT Good Practice Guidelines: Beneficiary Accountability
- DMT Good Practice Guidelines: International Codes and Standards
- Mary B. Anderson (1999). Do no harm. How aid can support peace or war. Lynne Reinner publishers.
- “Humanitarian engagement with non-state armed actors” HPN Paper

Resource people and organisations

- Tearfund Conflict cluster
- International Alert works to help build lasting peace in countries and communities affected or threatened by violent conflict: www.international-alert.org
Section 5

- Responding to Conflict provides advice and training on various aspects of conflict transformation and peace-building: www.respond.org

- Conflict Resolution Information Centre catalogue conflict resolution-related Resources: http://www.crinfo.org/