PEACEBUILDING TOOLBOX

A collection of inspirational Peacebuilding approaches from around the world

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Developed by Alejandra Slutzky and Care Nederland.

PREFACE

With this toolbox CARE offers a source of inspiration, knowledge and a reference to those working on proposal development and project implementation on Peacebuilding. Referring specifically to local CARE country offices, CARE International members, CARE's partners and possibly even other organizations that are confronted with the particular challenges of Peacebuilding in conflict and post-conflict settings.
The toolkit offers examples of different Peacebuilding approaches within and outside CARE in order to ensure diversity.

The idea of the toolbox was developed by CARE Nederland, in consultation with CARE UK and various CARE country offices that take part in CARE's Conflict Community of Practice (CCP). The concept is based on CARE Nederland's broad take on Peacebuilding.
According to CARE Nederland, Peacebuilding consists of activities related to preventing outbreaks of violence, transforming armed conflict, finding peaceful ways to manage conflict, and creating the socio-economic and political pre-conditions for sustainable development and peace. Based on their own experiences, as well as their study of Peacebuilding processes, CARE Nederland's holistic concept includes and welcomes the economic, social, cultural and political way of life and behavior of local communities.
This holistic view of Peacebuilding is very much in tune with the wide range of activities in the Utstein Peacebuilding Palette[1]. In the pallete, as well as in CARE Nederland's programmatic strategy, it is assumed that in order to contribute to peaceful, just and stable societies, different strategies need to be combined into one, depending on the political, cultural and social context and possibilities on local, national and international level. However, the palette was slightly adjusted because some elements were too far removed from CARE's mandate and practice. Although this document is meant to inspire CARE employees to think out of the box, certain categories in the original palette were deemed to be inappropriate for an organization such as CARE.
The toolbox will guide the reader through the essential intervention methods and examples which have been collected and studied by CARE Nederland in cooperation with Alejandra Slutzky, specialist on Peace-

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1 See page 11

building and Human Rights. The toolbox offers a short description of each approach/example, as well as the context in which it is used, its pros and cons, its theory of change, and links to reference material. Most of the reference material is also available digitally (on the CD included in the cover of this book).

Acknowledgements

This toolbox was made possible thanks to the support and advice of many individuals and organizations. A special thanks goes out to Inge Vreeke, for her elaborate work in the initial development stages of the toolbox. We would also like to acknowledge Paul-André Wilton for his advice on the setup and content of the toolbox. Next to that, we would like to extend our thanks to Merlijn van Waas, Nikki de Zwaan and Marielle van Stiphout for their support in proofreading this document.

We also most highly appreciate the ground paving work done by Oliver Chevreau, who developed the confict sensitivity project development tool, which was used in this document to embed the toolbox in the project development process.
Finally, we are very grateful for the advice and support of many individuals in CARE, as well as in peer organizations, who provided information to feed this initiative.

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A definition of Peacebuilding

*"**Peacebuilding** is a comprehensive, long-term process working towards sustainable peace based on the values of rights and human dignity. Peacebuilding recognizes and supports the central role that local actors and processes have in ending violence and constructively addressing both the **immediate effects** and **structural causes** of violent conflict."* CARE's definition of Peacebuilding.

Violence can be direct physical violence – the absence of which is often called **'negative peace'**- and cultural or structural violence. Johan Galtung defines this latter violence as existing whenever the potential development of an individual or group is diminished – for example by uneven distribution of power and resources. The absence of these more indirect, non-physical types of violence is a precondition for realizing comprehensive visions of '**positive peace'.**

Direct, cultural or structural violence can be between people, within groups, between groups, and between institutions and people or groups, along with any combination of these actors. Peacebuilding therefore aims to affect change or transformation of relations within and between people, and the cultures and structures that support or direct acts of violence.

Peacebuilding is not only at the height of conflict but can refer to interventions before a violent conflict has emerged, during and after cessation of hostilities when a situation becomes post-conflict, and violence becomes more latent.

The term 'strategic Peacebuilding' reflects CARE's commitment to strengthen Peacebuilding work through a number of key program quality elements. By this term we mean Peacebuilding that:
- Is based on solid **conflict analysis**;
- Has a clear **vision of the peace** it seeks to construct;
- Seeks **synergies** with other Peacebuilding interventions;
- Has a clearly articulated **theory of change**;
- Articulates the **link between micro and macro levels**, seeking macro level impact.

What is not Peacebuilding?

Where aid does not attempt to address or target both the effects and the structural causes of violence, it is not Peacebuilding. Nevertheless this work can still make positive contributions to peace, with decreased tension, or enhanced cohesion being one of the outcomes of the intervention. This could be called **Peace-enhancing (or peace supporting or Pro Peace)**, rather than Peacebuilding.

CARE aims to make all its work, including Peacebuilding, **conflict sensitive**. This states that we design and implement our work in such a way that we are conscious of the conflict dynamics around us, and seek to find ways to prevent our work increasing tension and division, or undermining areas of cohesion, making changes to our programming where necessary. Conflict sensitivity is not Peacebuilding, as it is an approach applied to existing programming, be it water and sanitation, education or health, to reduce the potential for harm caused by this work interacting with the conflict context regardless of their programming goals.

Why work on Peacebuilding?

Violent conflict disproportionately affects some of the poorest countries and poorest people in the world. It is also a major cause of poverty and a factor preventing poor people from realizing their rights. The scale of the problem is highlighted in the fact that 1.5 billion people are estimated to live in countries affected by conflict[2] and no conflict affected country has yet achieved a single millennium development goal. Therefore preventing and addressing violent conflict is a core and necessary step to achieve poverty reduction. Because of the link between poverty and violence CARE works in many countries currently affected by, or recently emerging from violent conflict, including **15 of the world's 25 most fragile states.** Many CARE country offices in conflict or post-conflict situations have found that they must address unresolved causes and impacts of conflict directly in order to achieve realization of people's rights and poverty reduction. They do this by implementing Peacebuilding programming and conducting advocacy to influence the policies and practices of other agencies and donors in support of peace.

The Theory of Utstein

This toolkit is set up following the main categories of the Utstein Peacebuilding Palette[3], slightly adapted – see page 11 – according to CARE's mandate. The Joint Utstein Peacebuilding study was developed

2 World Bank, World Development Report 2011. Conflict, Security and Development, 2011. http://siteresources.worldbank.org/INTWDRS/Resources/WDR2011_Full_Text.pdf (see CD)

3 Smith, D. Towards a Strategic Framework for Peacebuilding , 2004. http://www.regjeringen.no/upload/kilde/ud/rap/2004/0044/ddd/pdfv/210673-rapp104.pdf (see CD)

by the Evaluation Departments of four foreign affairs and development cooperation ministries (Germany, the Netherlands, Norway and the UK), with Norway taking the lead. It was aimed at carrying out a survey of Peacebuilding experiences. The international comparison and the scale of the survey of activities combined to form a unique basis for this report. It was the urge to do better that brought together the development ministers of Germany, Netherlands, Norway and the UK at Utstein Abbey, near Stavanger in Norway in July 1999.

On conflict, they state, "Development efforts should be used strategically not just to prevent and settle conflicts but also to consolidate peace when settlement has been reached."

The palette suggests 4 mayor categories of Peacebuiling interventions, which are each subdivided into various elements. The term "palette" is used here, because one of the interesting things about Peacebuilding "tools" is that they can be combined together in ways that are specific to the country, region and conflict in question, for greater effect – like

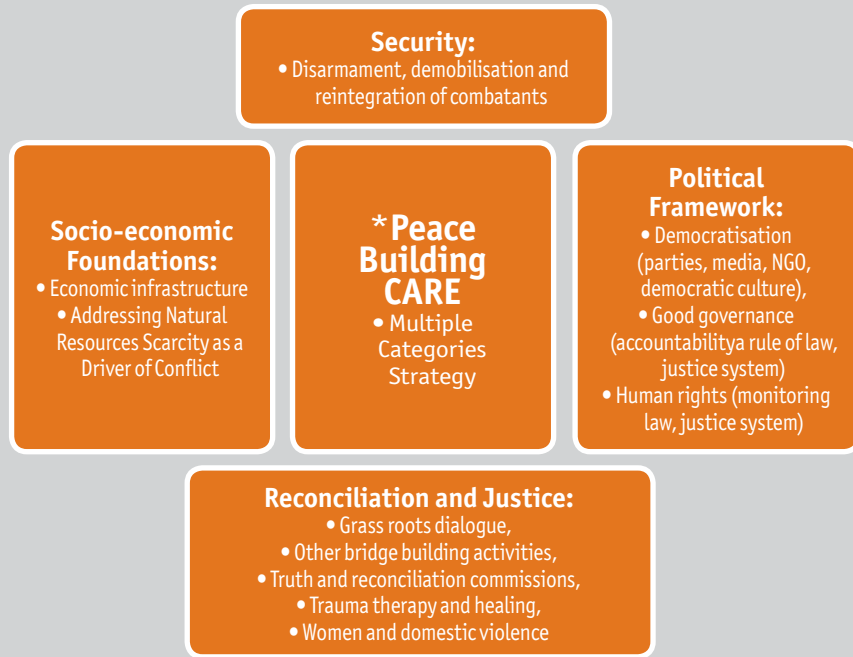**Figure 1:** Utstein Peace building Palette (Smith, 2004)

Figure 2: CARE Peacebuilding Palette (Adapted Utstein Peacebuilding palette)

mixing paints. The interplay between these different elements of Peacebuilding, however, goes beyond the purely mechanical and is harder to predict than the toolbox metaphor implies. Moreover, the possibilities for optimizing and multiplying the effect by combining different kinds of activities are richer and more varied.

CARE's Peacebuildig Palette

Of the different categories/elements of Peacebuilding in the pallete, CARE has clear institutional strength in:

- Institution Building (Working with civil society partners, building capacity of youth, women and community based organizations (CBOs) in peace etc.);
- Bridge building activities (dialogue between groups, joint work);
- Governance work and grassroots dialogue.

Innovative Approaches

Within these categories CARE has engaged in work which is unique, rare or a leading example within the Peacebuilding sector. Examples include:

- Economic approaches to enhance social cohesion and improve community integration, including the use of village savings and loans schemes to enhance the return of internaly displaced persons (IDPs), increase protection of women, and develop the economic infrastructure of a fragile community.
- Addressing harmful constructions of masculinities by engaging with men and boys in the Balkans, to reduce the cultural pressure on them to act aggressively towards each other and women in the resolution of disputes.
- Working with peace committees and peace clubs in Cote d'Ivoire and Burundi, to create dialogue and discussion spaces and alternative dispute resolution mechanisms to the justice system.

Utstein Peace Type Ranking in CARE	# of Projects	% of Sample
Institution building	41	48%
Bridge-building activities	35	41%
Good governance (accountability, rule of law, justice system)	32	37%
Grassroots dialogue	28	33%
Economic infrastructure	22	26%
Human rights monitoring and promotion	17	20%
Food security	16	19%
Dialogue between leaders of conflicting groups	15	17%
Women and domestic violence	14	16%
Democratization (working with parties, media, NGOs)	13	15%
Physical reconstruction	12	14%
Infrastructure of health and education	11	13%
Trauma therapy and healing	9	10%
Repatriation and return of IDPs and refugees	9	10%

What CARE does not do frequently or at all?

There are particular areas of Peacebuilding not suited to CARE's mission, mandate and expertise. These include working with political parties and electoral mechanisms, training military and removing mines. Another key area is dialogue between political leaders, or track II diplomacy, where CARE acts as the mediator for private talks. CARE does engage community leaders in dialogue and reconciliation mechanisms, but this is not the same as organizing high level peace talks.

Utstein Peace Type Ranking in CARE	# of Projects	% of Sample
Mine Action	0	0%
Electoral Support	0	0%
Disarmament, demobilization & reintegration of combatants	1	1%
Disarmament, demobilization & reintegration of child combatants	1	1%
Security Sector Reform	2	2%
Small arms and light weapons	2	2%
Truth and reconciliation committees	2	2%

Niche Statement

In 2010, the first CARE International Conflict Community of Practice (CCP) workshop defined CARE's niche within the Peacebuilding sector. Often CARE has been working in conflict affected areas for decades and has built relationships with groups across the lines of divide. These relationships, CARE's credibility and our global reach make CARE well placed to:

- Facilitate trust building within and between communities
- Help raise community voices and issues at a higher decision-making level and
- Support the translation of national and international policy initiatives into good practice at the local level.

The niche is echoed in the examples incorporated in the toolbox. Mostly community based approaches have been sampled. Occasionally it is also described how these have been upscaled and linked to 'higher 'levels and how to use the community based initiatives for advocacy purposes.

HOW TO USE THIS TOOLBOX

This manual is not a blueprint that can be used mechanically. Since each context is unique, and the local actors that CARE works with are specific to the country context, you will have to think your programme/ project through using the information presented here and tailor it to your particular interests and context.

Interventions for Peace: Key Steps in Designing, Implementing and Evaluating Peacebuilding

This toolbox is a source of inspiration as a standalone document, but it is also one of the tools to be used during the process of defining proposals for programs or projects. It offers a theoretical- and case- based guideline to analyze and define a Peacebuilding intervention.

When developing a programme/project proposal on Peacebuilding, the

Peacebuilding toolbox can be used in various stages of the process. Below is a short overview of the various stages that CARE defines in a conflict sensitive project design process. The Peacebuilding toolbox is to be consulted after the macro and micro analyses have been conducted. It can be used to define a specific Peacebuilding Theory of Change (ToC) during the 'Peace and Conflict Trends analysis' step and again, it can be consulted to revise the intervention based on the Peacebuilding ToC during the step 'Revise the chosen intervention on Peacebuilding theory'.[4]

Box 1: ShortProcess of a Conflict Sensitive Project [5]

Process Definition for a conflict sensitive Project
- **Stage 1: Macro Analysis**
- Conflict analysis
- Actor analysis
- Cause analysis
- Peace and Conflict Trends analysis
- **Stage 2: Micro Analysis**
- Community based Perspective analysis
- Theory of Change (TOC) definition .
- **Stage 3: Integrating Analysis into Programme Design**
- Capacity analysis
- Objectives analysis
- **Peace and Conflict Trends analysis**
- Interventionanalysis and development
- Risk analysis
- Conflict indicators
- **Revise the chosen intervention on Peacebuilding theory**
- Finalize the TOC and program design

See Annex I for more details on the process and for CARE's Introduction to a Participatory Sensitive Conflict Analysis, which you can consult when you need to prepare a proposal as mentioned.

This document includes 13 strategies of Peacebuilding implemented by different CARE country offices and local partners, or by certain peer organizations. For each intervention theoretical information is offered as well as an example of best practice.

This information will help you to reach a higher analytical view of the process of Peacebuilding when working on a project, and especially when

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[4] See http://www.unoy.org/unoy/?p=7892 to learn more about conflict analyses and guidelines, and http://www.conflictsensitivity.org/ to learn more about conflict sensitive analysis methodologies.

[5] This box gives an overview of the steps to take when designing a Peacebuilding project and not an entire Peacebuilding Programme/Strategy. Consult CDA's 'Reflecting on Peace Practices approach' tool and Worldvision's 'Making Sense of Turbulent Contexts approach' (see CD) when you want to design a Peacebuilding Programme/strategy.

thinking about and writing proposals and project descriptions. In each chapter a case study has been highlighted as well. We hope that this toolbox will enrich project development processes and that it will prove to be a source of inspiration for yourself, as well as your counterparts. It is however not our intention to offer a complete overview of all possible Peacebuilding work. The various chapters simply show glimpses of the respective interventions and will point you towards more in-depth information sources, as each chapter includes a list of reference material, the contact details of (a) resource person(s) and links to documents with additional lessons learnt and best practices. Especially for those working in project implementation, a few practical tools per theme have also been listed. These 13 inspirational examples have been selected because they are in accordance with CARE's vision on peace (which is positive). In the cases where CARE was not the designer and implementer of the programme/project described, the content may divert from CARE's way of working and its policy positions. The authors of this toolbox have not tried to include every possible angle to the discussions at hand, and as such, certain sections may portray a singular point of view. This toolbox is in line with CARE's focus on women and girls in conflict. Each chapter therefore also has a small section on gender, in which particular considerations with regards to gender are described.

The 13 interventions are analyzed answering the following questions:
- What is the approach of each intervention?
- What is the theory of change and what are the assumptions?
- What is the description of the intervention?
- How does it contribute to Peace?
- What are the pros and cons of the intervention?
- What is the major risk?
- Case example.
- Other references and lessons learned of same intervention?

In the table to the right, you can search for information in this toolbox according to theme/intervention, country and/or organization.

CARE's Gender Vision of Peace:
"…*the achievement of peace, economic justice, and ecological sustainability is inseparable from overcoming social relations of domination and subordination; genuine security requires not only the absence of war but also the elimination of unjust so cial relations, including unequal gender relations.*" (Tickner, quoted in Gender Relations, Violence and Conflict Transformation; Berghoff Handbook II, 2011)

Theme/Intervention	Intervention Detail	Country	Organization
1 Disarmament, demobilization and reintegration (DDR)	Holistic DDR intervention	Colombia	IKV Pax Cristi, Clingendael, Dutch Multilateral support
2 Democratization	Working with political parties	Afghanistan, Burundi, Guatemala, Mozambique and Nicaragua	Netherlands Institute Multiparty Democracy (NIMD)
3 Good Governance	Participatory Monitoring& Evaluation of government budgets	Uganda	Uganda Debt Network (UDN)
4 Capacity building	Capacity building on advocacy	Rwanda	International Research & Exchanges Board (IREX)
5 Human rights monitoring and promotion	Community based monitoring on Gender Based Violence	Rwanda	CARE Rwanda
6 Grassroots Dialogue	Grassroots Peace Clubs	Burundi, Haiti, South Africa, Eritrea, Latin America	CARE Burundi
7 Bridge-building activities	Inter-Ethnical Dialogue	Kosovo, Rwanda, Congo, Palestine	CARE Kosovo
8 Truth and reconciliation committees	A Community based reconciliation and justice process	Rwanda, South Africa, Sierra Leone, Liberia, North Uganda, Guatemala, Chile,	National state, international court and multiple (inter) national NGOs
9 Trauma therapy and healing	Youth camps for Peace	Burundi, Rwanda, Guatemala	Harvest for Christ
10 Women and domestic Violence	Empowering women and grassroots organizations	Burundi, Guatemala, Palestine, Egypt, Jordan	SASA! / CARE Burundi
11 Economic infrastructure	Micro finance and income generating strategies	Sri Lanka	CARE Sri Lanka
12 Addressing Natural Resources Scarcity	Community based Natural Resources management	Somalia	CARE Somalia/South Sudan
13 Human and social capital for peace	Broad Holistic empowerment strategies (psychosocial, economic, cultural and social)	Nepal	CARE Nepal Save the Children, CARE, International Development Enterprises, The Asia Foundation and Winrock International

Box 2: Reference Table

1. DISARMAMENT, DEMOBILIZATION AND REINTEGRATION (DDR)

Holistic DDR intervention

Approach: Establishing peace by offering peaceful economic, social and empowerment perspectives to armed groups
Organization: Multiple organizations (Clingendael Institute, IKV Pax Christi, with Dutch multilateral support)
Country: Colombia
Category Utstein: DDR (disarmament, demobilization and reintegration)

"DDR processes are part of a wider reconstruction process after violent conflict. If they are to be viable and achieve sustainable peace they must also aim at consolidation of the end-state of community security, which can be understood to mean communities that are peaceful, enjoy strong levels of mutual trust and provide economic opportunities to their members. Moreover, **demobilization and reintegration should ideally be part of an amalgam of broader security and development policies related to one another** " - Clingendael Institute, DDR and the changing face of violence. Moving beyond DDR, 2011

Theory of Change
- **IF** members of armed groups have sufficient prospects for achieving economic, social and political progress, alongside their families and (new) social networks,
- **THEN** they will stop violence and put down their arms so as to reintegrate into society in a peaceful manner, violence will decrease and communal security will improve.

Assumptions to the theory of change:
- Members of armed groups are willing to change their lives and live in peace, returning to their social and family base and contributing to society from a civilian perspective.
- There is sufficient political and legal will to sustain and support the process at the local and national level.

- Social contexts in which disarmed people are reintegrating, are willing to accept their new members despite their past. Therefore, there is a frequent need for education and awareness raising amongst the communities.
- Decent paid work is a way of preventing disarmed people from returning to violence. After demobilization and disarmament, employment enables them to re-start their lives in a peaceful manner.
- The level of violence and insecurity at local, national and even regional level will decrease immediately.

1.1.1. Description of the intervention

The DDR programme described here aims to create a comprehensive approach to reintegration, enabling former combatants and their families to become independent, law-abiding members of society, and creating suitable conditions in communities for them to set up their new lives without causing distress or friction. The programme focuses on healthcare, education, psychosocial attention, social reintegration, professional training, and income generation.

- The healthcare component consists of access to health and dental services for ex-combatants and their family.
- Education is central to enter civilian life; this programme allows ex-combatants to take courses at the primary, secondary or tertiary level.
- The psychosocial component of the reintegration programme aims to equip participants with the skills needed to be successful in education and work, as well as to become responsible family and community members.
- The social programmes are run by the National Police, and focus on fostering relationships between ex-combatants and the communities in which they now live, through projects in the communities and the development of the working skills and citizenship of ex-combatants.
- Economic reintegration has two components: employment schemes and personal business plans. The programme starts with professional training, enabling ex-combatants to learn trades that will help them earn an income. The second component of economic reintegration involves income-generation activities. The reintegration process is completed once the ex-combatant finds a sustainable source of income in the labor market.
- Community reintegration – is crucial to DDR processes if these are to lead to sustainable peace.[6] The community reintegration programme works with national and local state agencies, community leaders,

youth and children, victims of the conflict and beneficiaries of the reintegration programme.[7]

In the case of Sudan we see that Disarmament and Demobilization is executed by governmental actors like military and police forces. In other countries we can see the same. However, there is a niche for civil society; to be complementary to these actors and others, to monitor, evaluate and accompany demobilized and disarmed people in their reintegration.

1.1.2. Contribution to Peacebuilding

Bringing civil society, local authorities and central government together in a harmonious process of planning and management of DDR, can contribute to cohesive, peaceful and economically buoyant communities. Other policies will however play even more important roles – meaning that the priority should be to harmonize demobilization and reintegration with a bigger agenda (reparation, restitution and justice) aimed at constructing the right conditions for thriving communities.

If the DDR process is to be something more than a short-term, stop-gap measure with impact on sustainable peace, the policy-makers and civil society must seriously consider how they can feed into the achievement of these wider goals.

The activities that this community reintegration programme includes – civic training, small-scale community projects and symbolic activities – can be seen as a way to start a process of local dialogue, and as minor steps towards sustainable peace.

1.1.3. The Pros & cons of this intervention

- ⊕ Violence will decrease immediately and peace will be reached on the long run. Community security will also be increased immediately when weapons and violence are reduced.
- ⊖ A strong political willingness of (local) governments is needed and therefore a sensitive cooperation will be necessary between donors and the (local) government.
- ⊖ Armed groups/people may also be reluctant. If there is a continued sense of insecurity, people may be unwilling to give up arms (see South Sudan for example).

1.1.4. Major risks of the initiatives

The biggest risk is the non- involvement of government. When the (local) government doesn't support and pull the process in a determinate,

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6 UNDP, How to Guide Monitoring and Evaluation for Disarmament, Demobilizationand Reintegration Programmes, 2009

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7 The information in this paragraph is drawn from a number of online policy documents on the following webpage: ACR, Ruta de Reintegración. Comunidades: http://www.reintegracion.gov.co;

strong but also cultural and human- sensitive way or when the (local) government uses this process to its political advantage, the process will eventually fail.

There is also a high risk of generating a constant dependency of ex-combatants on the DDR-programmes, when there is no social- and economic network in which they can find financial security and safety. During large scale DDR programs large volumes of resources could be going to perpetrators of conflict. This creates resentment in communities amongst those who have suffered and lost everything. This has to be managed properly.

> **Gender and DDR**
> Although the percentages vary from situation to situation, women as well well as men have participated as combatants in armed struggles. DDR programmes often focus on young men because they tend to be the most visible and are seen as a threat (and men and masculinities are associated with violence and aggression). Special attention is generally required to ensure that women are not excluded from programmes and can also benefit from reconstruction efforts. Without these efforts, DDR activities run the risk of widening gender inequalities or perpetuating stereo-types of men and women. For a comprehensive checklist on gender and DDR see: *http://www.unifem.org/attachments/gender_issues/women_war_peace/GenderAwareDDR_AChecklist.pdf*

1.2. DDR in Colombia

Colombia has undergone a very complex and lengthy DDR process, tackling simultaneously the demobilization and reintegration of multiple armed groups from left and right, against a backdrop of continuing conflict and criminal activity. Particularly the refitted and streamlined versions that have been put into place since 2006, with significant US support, have been offered to other countries as models of how extremely violent armed groups can be rapidly dismantled and weakened, and their members reinserted into civilian life.

The DDR programme focused heavily on economic reintegration, on the assumption that offering alternative livelihoods to ex-combatants would ensure their full return to civilian life. However, the results proved disappointing. In the individual reintegration programme, the programme's method of disbursing start-up capital to every ex-combatant did not take into account the lack of education and required knowledge to run a business. Little attention was paid to the economic context in which

the projects were established, as they were supervised at the national level. Other parts of the programme were found to be inadequate as well.[8] From 2006 onwards, a new approach was applied in which harmonization of the reintegration process for all ex-combatants stood central, ending the differential treatment for individually and collectively demobilized fighters in terms of conditionality, programmes for income generation and provision of start-up capital. In addition to this, a long-term view of reintegration, replacing the previous focus on short-term 'reinsertion' was applied.

This approach explicitly recognized that successful reintegration of former combatants into civilian life depends not only on providing opportunities for alternative livelihoods and psychosocial assistance, but also on strengthening the communities in which the former combatants decide to live. Civil Society Organizations had a clear role here. They created spaces and projects where the ex-combatants and their families, as well as the community, were able to integrate with each other in dwignity and in a meaningful way, by means of common objectives, bridge-building activities, income generating projects for the whole community and reconciliation processes.

As independent actors, the Conflict Research Unit of the Clingendael Institute and IKV Pax Christi, have explored the tensions in this reintegration programme. In their report they point out that community security should be conceived in broader terms than as a simple component of the DDR process. For the objectives that are set to be achieved, the reconciliation process must build on the peacebuilding capabilities, as well as the economic opportunities, that communities have to offer. This can be termed the end-state of community security. According to the report, DDR is just one – possibly small – element leading to the generation of such collective living spaces.

Conclusions and Recommendations for other DDR programmes

- Efforts must be made to allow for greater local freedom to manage the expectations of former fighters more effectively, as they seek a way onto the job market.
- Social and economic alternatives need to be provided, to decrease the dependency of former combatants on both the state, the DDR programme and more generally on a life of violence.
- It is important to remove the stigma within civil society towards ex-combatants, particularly through the redeployment of powerful publicity machines employed to encourage demobilization from

8 Méndez, M. and Rivas, Á. Alternativas de generación de ingresos para desmovilizados: el programa de reinserción a la vida civil y la Alta Conserjería para la Reintegración, Bogotá: Fundación Ideas para la Paz (FIP), 2008.

guerrilla forces.

- A proactive, locally driven approach to encourage alternatives to violence should be encouraged, instead of focusing solely on more active policing of ex-combatants.
- Means to encourage civil society to act as a bridge between central and local levels of authority, and to participate more actively in the final stages of the reintegration process, should be explored.
- Local communities need to be taken into account. They require the capacity to absorb the returning soldiers. Next to that, the realization that the process is also positive for the community, needs to be endorsed, so as not to create more tension and not to sow seeds for renewed conflict. Parallel programs for the community should therefore be strived for.
- It is critical to ensure that soldiers do not need to fall back on violence. 'Transitional safety nets' should therefore be provided for. This consists of:
  – Capacity to survive (housing, medical care, food)
  – Capacity to take care of family (elementary education for children and education adults, public employment, micro-credit, access to land)
  – Capacity to readjust to society (cooperation between formal and informal social networks, psychosocial support)

1.3. Reference Source Material and Contact details
Sources used:
- Institute Clingendael - DDR in Colombia: http://www.clingendael.nl/sites/default/files/20110700_briscoe_derks_colombia.pdf (see CD)
- Official site Colombia reintegration process : http://www.reintegracion.gov.co/Paginas/InicioACR.aspx#.UpJqmcTuKSo

Contact details:
- Ivan Briscoe, Clingendael Ibriscoe@clingendael.nl
- CERAC (Colombia) info@cerac.org.co

1.4. Other Lessons Learnt and Best Practices
- Extra challenges on DDR in Sierra Leone/ Liberia: http://www.hrw.org/reports/2005/westafrica0405/7.htm (see CD)
- DRR interventions with IDP's in North Korea: http://www.fmreview.org/fragilestates/robinson (see CD)
- DDR in Haiti and Sudan: http://www.odihpn.org/humanitarian-exchange-magazine/issue-37/great-expectations-disintegrated-ddr-in-sudan-and-haiti (see CD)
- World Bank, Development outreach 11 (2) : fragility and conflict, *Putting knowledge to work for development*, Washington, DC: World Bank,

2009 (see CD)
- USIP, *Consolidating Disarmament. Lessons from Colombia's Reintegration Program for Demobilized Paramilitaries*, DC: USIP, 2008 (see CD)
- African Development Bank Group, Fragile States Unit (OFSU), *The Role of Disarmament- Reintegration Programs in Post-Conflict Reconstruction*: Some Lessons Learnt, 2011 (see CD)
- Edloe, L. L. *Best Practices for Successful Disarmament, Demobilization, and Reintegration (DDR)*, George Mason University, 2007 (see CD)

Practical Tools
- GTZ, *Practical fieldguide to DDR*: http://www2.gtz.de/dokumente/bib/04-5358.pdf (see CD)
- UNDP, *How-to-guide - Monitoring and Evaluation for Disarmament, Demobilization and Reintegration Programmes*, Bureau for Crisis Prevention and Recovery, 2009 (see CD)

2. DEMOCRATIZATION

2.1 Working with political parties

> **Approach:** Strengthening political parties in post-conflict settings
> **Organization:** Netherlands Institute for Multiparty Democracy (NIMD)
> **Country:** Multiple. Afghanistan Burundi, Guatemala, Mozambique and Nicaragua.
> **Category UTSTEIN:** Democratization

Theory of change
IF the multiparty political system,the party's institutional capacity and links among and between political parties and wider civil society are strengthened,
THEN post-conflict democratization will be more effective and sustainable.
Assumptions to the theory of change:
* All relevant actors (political parties, former rebel groups, etc.) are willing to contribute to a multi-party system and spoilers can be prevented.
* Pre-conditions to the development of a multiparty democracy, such as a sufficient guarantee of security and respect of cease-fires or peace accords, are met.

2.1.1. Description of the intervention
Without strong political and state institutions, elements of democratization, such as elections and political party competition, can raise tensions or, in extreme cases, lead to renewed conflict. Political parties are essential for democracy to function, as well as for the promotion of peace and stability. Their functions - representation, interest aggregation and articulation, recruitment of electoral candidates and the formation of government - cannot be duplicated by any other civil society or private organization.
Support to political parties and the democratic system can be divided into four complementary categories:
* Strenghtening the multiparty political system
* Institutional development of political parties
* Fostering dialogue and relationships between political parties
* Fostering dialogues and relatonships between political parties and wider civil society

2.1.2. Contribution to Peacebuilding

1. Strengthening the Multiparty Political System

Contemporary intra-state armed conflicts are increasingly ended by negotiated peace settlements. In their turn, peace settlement negotiations affect the post-war political system considerably. A peace agreement not only aims to end the war, but also lays the foundations for the democratic state building process. Choices are made on crucial issues like the electoral system, power-sharing structures and the transformation of rebel forces into political parties. These choices have far-reaching consequences for the scope and pace of the democratic transition.

The process of reaching a decision on these issues is just as important as the outcome. The inclusiveness of the process, the attitudes of the political actors involved, and the levels of trust are important determining factors. All political stakeholders need to be recognized as legitimate political actors and taken seriously in the process. They need to define a democratic political system they can all live with. If the process is entirely driven from the outside without sufficient local support, or if major political players are being excluded from the settlement negotiations, there may be disastrous consequences at a later stage.

Examples of activities that could be carried out to support the strengthening of the multiparty political system include:

- Encouragement of broad participation and inclusiveness in the process of constitutional, electoral and political party law design;
- Encouragement of the adoption of power-sharing arrangements that are relevant to the specific context;
- Facilitation of dialogue on political financial standards and assistance in drafting political finance laws and regulations;
- Assistance in developing codes of conduct on peaceful interparty competition.

2. Institutional Development of Political Parties

First of all, it should be emphasized that assistance to political parties can never be considered a purely technical affair. Political party assistance is highly political. Party elites, specifically those of the ruling party, are likely to feel threatened by internal reforms. It is therefore important to stimulate parties into reform by using 'carrots' – providing technical assistance, expertise, opportunities for international and regional exchange, and recognition of former warring factions as legitimate actors – as well as 'sticks', such as peer pressure from partners in the region and political pressure of international partners.

Notwithstanding the enormous differences between post-conflict parties, a number of focus areas for strengthening their institutional capacities can be discerned. These include support on:

- Developing democratic values and practices, particularly accountability;
- Developing tangible policy issues that can have a direct positive impact on people's lives;
- Developing a stronger sense of party identity;
- Formulating and implementing political programmes, policies and strategic plans;
- Building coalitions based on political goals and ideas;
- Campaigning and voter outreach.

3. Foster dialogue and relationships between political parties

When trust is eroded and there is no longer a willingness to share different views, nor to seek consensus and mutual understanding, a multiparty system cannot function effectively. Distrust will often obstruct pragmatic dialogue on political issues, it hinders political accountability, and can even contribute to the risk of a relapse into conflict. However, major disagreements about a country's future do not dissipate after a peace treaty is signed. To achieve sustainable peace, it is therefore essential that parties maintain an open dialogue, even after the first elections, in order to strengthen the democratic system and discuss on a shared, long-term vision for the post-conflict restructuring of society. It is, especially in the beginning, important that this dialogue takes place in a neutral, non-competitive environment.

The initiation of such dialogues requires a cautious and not overambitious approach that is tailored to the specific nature of fragile, polarized political relationships. Reaching common agreement on the rules for dialogue and determining the subjects of discussion are crucial first steps in creating an atmosphere for more fruitful party cooperation. In the longer run, this should lead to a common agenda that includes possibilities for democracy and party support.

4. Foster dialogue and relationships between political parties and wider civil society

In many post-conflict countries, mutual distrust prevails, not only between political opponents, but also between political society and civil society at large. Former warring factions that have plunged a country into chaos and destruction are for example not widely considered as the obvious institutions to promote the interests of the population once they have entered the political arena. It is therefore crucial to promote dialogue and bridge the gap between wider civil society – including NGOs, religious organizations and the media – and political society. This will not only stimulate an exchange of knowledge and expertise, but can also help channel specific interests of the population more effectively to those who design and implement policy, as well as aid.

One of the ways in which NIMD stimulates dialogue and cooperation between civil and political society, is through support to political education programmes. Another example is the support to media and civil society to monitor the political finance system.

Important when engaging with political parties!:
• Early involvement. Free and fair elections are not a prerequisite; the post-conflict democratization process already starts in the pre-election period.
• Local ownership. The agenda and the activities must be identified by local political actors and should not be artificial interventions from abroad.
• Political engagement. To support those actors that can most substantially and effectively contribute to democratic Peacebuilding, one cannot hold on to a traditional concept of neutrality. A balance between upholding impartiality and exercising political pressure needs to be sought.
• Inclusiveness. All relevant political parties should be involved in an inclusive interparty dialogue. Including non-democratic parties in the process may help those parties moderate their positions. The participation and representation of women also needs to be increased. Work has to be done within parties on nominating women, as well as on training of women; giving them the skills to compete in nomination processes and elections.
• A gradual and long-term approach. Democratic state- and nation-building are long-term processes, and long-term engagement is therefore needed.
• Flexibility and adaptability. Long-term strategic planning needs to be reconciled with flexibility and adaptability in the execution and implementation of programmes on the ground.
• Context analysis and acceptance of risks. Given that a democratic transition after a period of violent conflict is usually a highly unstable and unpredictable process, one should be willing to accept a relatively high level of risk. A thorough and continuous analysis of the political and security context needs to be the basis of any action.
• Donor coordination. Political party assistance should be embedded in a broader democratization agenda.
• Exit strategy. An exit strategy must always be part of a long-term strategic approach based on a well-conceived programme and calendar of activities, a definition of tasks between partners and a monitoring and evaluation system.

2.1.3. The Pros & cons of this intervention
⊕ Political parties are key to the functioning of the democratic system, yet receive relatively limited support.
⊖ Support to political parties is highly political. One needs to make the conscious decision not to remain politically neutral (though impartial) and be able to deal with the consequences of that decision.

2.1.4. Major risks of the initiatives
The success of this intervention, as well as more generally the process of democratization, can be jeopardized by the following: a) A lack of knowledge of the local political-, social- and cultural power- structures ór b) situations in which democratic structures (according to western-, consensus concepts) are being experimented with and developed.
In both situations it is possible that undemocratic parties are (unconsciously) supported and there is a risk that actors use this support to empower themselves and to undermine the strength, growth and development of the new upcoming democratization process.
A preliminary study of the cultural-, social- and political power arena (developed in cooperation with well- chosen local actors) could decrease these risks.

Gender and democratization
As a cross cutting dimension of democracy, gender is often addressed in two ways; gender mainstreaming in policies and women's empowerment. Women's participation is a central element of democracy, and the nature and degree of women's participation is a key indicator of the quality of democratic culture. In the context of peace and security, UN Security Council Resolution 1325 on women, peace and security is seen as the main catalyst for adressing participation of women in reconstruction, statebuilding and post-conflict government structures.
Sources:
http://www.idea.int/publications/from-exclusion-to-inclusion/index.cfm
http://www.idea.int/publications/democracy-and-gender-equality/index.cfm

2.2. NIMD in Afghanistan
Afghanistan is a state that has characteristics of both a post-conflict country and a country in the middle of conflict. Officially, the war ended in 2001; since then the country has boasted traditional democratic features such as a democratically elected government, a multiparty political system and an independent judicial sector. However, in reality

the powers of these institutions have proven extremely limited. State institutions, security and the rule of law are flawed, or entirely absent, in large parts of the country.

Afghan political parties are generally weak institutions, both in size and in organizational structure, and have few recognizable political ideologies or points of view. The violent and sometimes criminal history of some Afghan politicians adds to the public distrust and negative image of political parties. The lack of public trust in both the executive power and political parties seems to be one of Afghanistan's greatest impediments to a well-functioning, multiparty democracy.

The long-term objective of NIMD's programme in Afghanistan, which started in 2007, is to strengthen the democratic system through mechanisms of dialogue and consultation between political and civil society. NIMD concentrated its efforts on enhancing dialogue between political and civil society and supporting a political education programme. NIMD focused on the establishment of locally owned 'Democracy Schools', which derive their name from their objectives. These goals include facilitating young citizens to become active agents who interact with State institutions as well as political parties; training Afghan citizens to take up positions within political parties and the public administration; and disseminating the concept of democracy, understood as constituted by a set of universal values, but rooted in a local context.

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- Burundi: Egbert Pos egbertpos@nimd.org, Mozambique: Anne-Mieke van Breukelen, Kenya: Wouter Dol, Guatemala: Heleen Schrooyen

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- National Democratic Institute, *https://www.ndi.org/political-parties*

3. GOOD GOVERNANCE

Participatory Monitoring & Evaluation (M&E) of government budgets

> **Approach:** Empowering of grassroots organizations to monitor and evaluate expenditure and service of government on different levels.
> **Organization:** Uganda Debt Network (UDN)
> **Country:** Uganda
> **Category Utstein:** Good governance

Theory of Change
IF organizations can monitor and evaluate government expenditure, **THEN** the state will be more accountable and responsive to the needs of the most marginalized people, building the social contract and reducing poverty, inequality and socio-economic drivers of conflict.

Assumptions to the theory of change:
- There is no, or hardly any, well-developed system of monitoring and evaluation on government's service delivery, when it comes to the protection and delivery of rights of the people.
- The existing systems are insufficiently transparent and accountable. The outcomes are unsatisfactory because of (political) manipulation by (local and national) governments.
- There are uncertain and dynamic contexts that undermine the performance of the state but enough stability for organizations to discuss government finances and to develop processes of change. [9]

3.1.1. Description of the intervention
Good Governance is amongst other things aimed at achieving improved citizens' oversight of public resource generation, inclusive public management, and improved and efficient access to basic service delivery. This is achieved by ensuring that:
A. Key policies on the generation and management of public resources benefit the majority of the population and especially the poor,
B. Budget processes at the national and local level respond to priorities for poverty reduction,
C. Corruption, wastage and misuse of public resources is reduced and accountability is improved.

9 Guijt and Gaventa, Participatory monitoring and evaluation, 1998

D. Civil Society's credibility and capacity to deliver on strategic poverty reduction interventions exists and is improved.

3.1.2. Contribution to Peacebuilding

Good governance lays at the foundation of stabilization and reconstruction processes in post conflict societies. International standards of good governance are only emerging, but at least the following indicators are widely shared: public accountability, transparency and institutional quality. Good governance refers to these measurable dimensions and is assessed against qualitative and quantitative components. Enhancing good governance requires not only institutional capacity, but also knowledge and understanding of the roles of different factors and actors within a country.

For CARE, good governance is the effective, participatory, transparent, equitable and accountable management of public affairs guided by agreed procedures and principles, to achieve the goals of sustainable poverty reduction and social justice.[10]

The possible different types of roles that CARE can assume in engaging in governance work include:

- **Capacity building** including technical support to CSOs and public authorities/power-holders from the local up to the national level
- **Developing models and scaling them up:** piloting new models, assessing their impact, and using this evidence base to lobby for their uptake by public authorities
- **Undertaking applied and participatory research:** supporting and/ or funding research, promoting the dissemination of innovative and best practices
- **Influencing policy:** promoting evidence based advocacy (directly or indirectly, through partners and/or joining policy influencing initiatives and coalitions)
- **Facilitating** interactions between citizens and public authorities/ power-holders, and supporting the creation of mechanisms for dialogue
- **Brokering relations between multiple stakeholders**, bringing different actors together, and making sure that the "right people" and decision-makers are seated at the table[11].

The example in this chapter corresponds with almost all of the roles described above.

3.1.3. The Pros & cons of this intervention

- ⊕ Introducing transparency and accountability at different levels, strengthening meaningful participation and empowerment of citizens and the improvement of the quality of governance at the local level are essential for effective sustainable poverty reduction.
- ⊖ Monitoring & evaluation (M&E) systems could get highly fragmented across the government, with significant inefficiencies and overlapping M&E activities if there is no coordination.
- ⊖ A strong risk of political manipulation exists. Government agencies might not share information they have collected with other agencies on different levels.
- ⊖ The success of the intervention strongly depends on the degree of centralism of the national and/or local government. Governments are not always willing to change their own service delivery following recommendations of Civil Society itself.

Figure 5: Scheme of sequence of steps in a PM&E process (Guijt and Gaventa, Participatory monitoring and Evaluation,1998)

10 CARE, Towards Better Governance, A Governance Programming Framework for CARE, http:// governance.care2share.wikispaces.net/GPF

11 For more information on CARE's role, also see: Clarke, P. Towards Better Governance? A reflection on CARE's Governance work in six countries, CARE International UK, 2011

3.1.4. Major risks of the initiatives

Firstly, when contributing to the establishment of new M&E units in the government and particularly if they are located in a central agency of government, these often duplicate existing M&E units and can occasionally supersede their role. A clear example of this is the creation of the Budget Monitoring and Accountability Unit (BMAU) in the Ministry of Finance in Uganda. While the quality of the analysis produced by BMAU is high, it is nonetheless overlapping and contributing to the inefficient nature of the National M&E system.

The second way in which donors are negatively affecting partner government's M&E systems, is when they directly establish their own system for particular projects, rather than working with the existing governmental system. In general their own monitoring and evaluation takes place outside the existing government system, missing the opportunity to work with the Ministry to strengthen its existing M&E procedures.

> **⚥ Gender and Participatory M&E of government budgets**
> Gender responsive budgeting is a set of analytical tools to be used by local governments for making a gender analysis of the mobilization and use of public resources, and identifying priorities for the development plan. The purpose is not a separate budget for women or men, but to convince the local government that gender equality and women's rights should be as central in the development plan as other core objectives. Especially in conflict-affected settings this tool can be important to improve accountability and to ensure that the needs and rights of all groups in society are addressed.
> **Sources:**
> http://www.pids.gov.ph
> http://www.gender-budgets.org/

3.2. Community based monitoring

In Uganda there are three levels of local government: community, sub-county and district. The Uganda Debt Network (UDN) is supporting community-based monitoring (CBMES) by providing training to grass-roots organizations about public expenditure monitoring and grassroots advocacy and lobbying. CBMES starts with a local community that tracks the performance of government agencies, by obtaining information on their output over a certain period of time and comparing this with the publicly declared output of those agencies. For example, they try to assess how much of the funding budgeted for schools and clinics actually reached the sub-county, which is used to prepare sub-county reports.

The reports are then collected into a district-level report with support from UDN, which is then used in District level dialogues with heads of departments and local politicians. Video-recordings of these local dialogues are made and used for advocacy purposes at the national level, since showing what people say is far more convincing than written reports. Some local monitoring committees are now actively involved in Uganda's anti-corruption campaign and invited to national events. UDN aims to promote the full participation of poor and marginalized people at every stage of the implementation of this program. This entails the use of Participatory Action Learning (PAL) tools and methodologies aimed at promoting interactive learning processes and sharing knowledge. Flexibility is required to sustain the actions identified in the program areas. The following approaches are currently being applied to help achieve UDN's objectives:

- Participatory Monitoring and Evaluation
- Working with Civil Society Organizations
- Community Empowerment
- Rights-based Approaches (RBAs)
- People-Centered Advocacy
- Gender and HIV/AIDS mainstreaming

Conclusions and Recommendations for (I) NGOs

There is an important challenge for (I)NGOs. On the one hand, by channeling the M&E of the projects, through the (local) government's systems, (I)NGOs can support capacity improvements to the systems being run by partners ánd those of the government. On the other hand, if those partner and government systems are not performing well, (I)NGOs may not be able to gain sufficient information to assess whether the projects they are supporting are achieving their goals. However, working through partner governments' systems can likewise have long-term benefits for improving the quality of those systems. Overall, (I)NGOs can play an important role in assisting the governments they work with to develop well-defined, organized and effective M&E systems.

There are several mechanisms (I)NGOs can utilize in order to support improvements of the M&E practices. Providing training programs on good M&E practices for partners, defining how recommendations that arise from M&E could be implemented and followed up. (I)NGOs can encourage government agencies to share information across governments or, ideally, to release M&E results to the general public for increased accountability. (I)NGOs can also resist establishing their own stand-alone M&E teams, and avoid establishing new teams that duplicate the roles of those that already exist.

Recommendations to convey results of local monitoring effectively to the government

- Provide training to grassroots organizations about expenditure monitoring, collecting and analyzing data, report writing, advocacy and lobbying.
- Provide them with training on systematic writing of reports and offer support to upgrade the reports to advocacy and lobby reports.
- Create Local Monitoring Committees (LMC) that include trained people.
- Organize District level dialogues with key actors at local level (LMC members, heads of departments and local politicians).
- Record on video those dialogues and use them, together with the reports, for advocacy purposes at the district and national level.
- Encourage involvement of LMC leaders in national events and campaigns concerning Good Governance.
- Use the Participatory Action Learning (PAL) tools and methodologies of UDN, promoting interactive learning processes and sharing knowledge.
- Cooperate with other actors (Civil Society Organizations, government, media, academia etc.)

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Contact details:
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- India: Ravindra, A. *Evaluation Capacity Development*, DC: Worldbank, 2004 (see CD)
- Niger: Sene, G & Ouedraogo, Z. *Planning and M&E in municipalities,*

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- Van Domelen, J. *Reaching the Poor and Vulnerable: Targeting Strategies for Social Funds and other Community-Driven Programs,* DC, Worldbank, 2007 (see CD).

Practical Tools
- Most significant change guide http://www.mande.co.uk/docs/MSCGuide.pdf (see CD)
- Community Driven Tools for Data collection – PISA (see CD)
- CARE's Capacity Assessment Form for Local Government (see CD)
- Gender Responsive Budgeting Trainers Manual – UNDP http://www.pids.gov.ph (see CD)

4. CIVIL SOCIETY CAPACITY BUILDING

> **Approach:** Strengthening civil society and grassroots to influence different levels of power and government by advocacy and lobby.
> **Organization:** IREX
> **Country:** Rwanda
> **Category UTSTEIN:** Capacity building

> *"Civil society has unique potential in Peacebuilding but strengthening civil society does not automatically contribute to Peacebuilding. CSOs are often actors for peace but they can also contribute to violence. Civil society peace interventions have not been rigorously evaluated. Civil society and INGOs need to identify strategic objectives and demonstrate the relevance of activities they propose to engage in. Without such clarity support can be well-intentioned but unlikely to achieve sustained results." Social Development Department WorldBank, 2006.*[12]

4.1. Capacity building on advocacy

Theory of Change

IF Civil Society has the skills to successfully advocate to government on behalf of their constituents,

THEN the process of democratization and peacebuilding will be strengthened by responding better to the needs of the population.

Assumptions to the theory of change:

- There is an overall strategic, long term planning for Peacebuilding and capacity building.
- Besides the intervention of capacity building there are other Peacebuilding strategies in place.
- An assessment of needs and a rights based actor analysis has been done.
- The projects and programs for capacity building will not be used for political objectives and will be protected against misuse.

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12 http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1164107274725/3182370-1164110717447/Civil_Society_and_Peacebuilding.pdf (see CD)

4.1.1. Description of the intervention

Capacity building of civils society on peacebuilding can be conducted on various sub-themes or functions of civil society. Below is a generic list of functions that suggest the most important contributions of civils society to peacebuilding and therefore the main areas of capacity building in this field:[13]

(1) Protection of citizens
- International accompaniment;
- Watchdog activities (only in interaction with monitoring and advocacy function);
- Creation of zones of peace;
- Community patrolling; and
- Human security initiatives (local and international).

(2) Monitoring for accountability
- Early warning systems;
- Election monitoring and observation;
- Human rights monitoring; and
- Monitoring of the different branches of the state (justice, security, and economy).

(3) Advocacy and public communication
- Agenda setting;
- Bringing themes to the national agenda in conflict-ridden countries (roadmap projects, awareness workshops, and public campaigns); and
- Lobbying for civil society involvement in different discussions and negotiations regarding the peace process (country-specific peacebuilding strategic frameworks and poverty reduction plans).
- Advocacy for specific dimensions of the reforms; and
- Public education and media mobilization.

(4) Socialization and a culture of peace
- Dialogue and reconciliation initiatives;
- Peace and history education through different channels (radio, television soap operas, street theater, peace campaigns, schoolbooks, poetry, festivals, etc.);
- Exchange programs and peace camps;
- Conflict transformation or negotiation training and capacity building;
- Joint vision building workshops for a future peace society.

(5) Building community: conflict-sensitive social cohesion
- Joint service delivery;
- Community associations;
- Joint cultural or work initiatives; and

- Memorial work.

(6) Intermediation and facilitation between citizens and state
- Parallel civil society forums;
- Civil society observer status in governance bodies;
- Civil society informing international actors; and
- Civil society mediation between various actors and factions.

(7) Service delivery (education, food, housing, micro-credit, community infrastructures, healthcare, including mental health services, etc.)

The key step in the capacity building process is the capacity needs assessment stage [14], which helps to identify the exact requirements for capacity building. Capacity needs assessments can be useful tools in identifying the key stakeholders, assessing the current levels of capacity among them, additional capacities required and developing suitable strategies.

Capacity Development Cycle

4.1.2. Contribution to Peacebuilding

The aim of a capacity building intervention is to contribute to the development of skills in an overall strategic Peacebuilding intervention and towards locally owned Peacebuilding processes among people, (local) governments and countries.

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13 Worldbank, Civil Society and Peacebuilding. Potential, Limitations and Critical Factors, 2006 http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1164107274725/3182370-1164110717447/Civil_Society_and_Peacebuilding.pdf
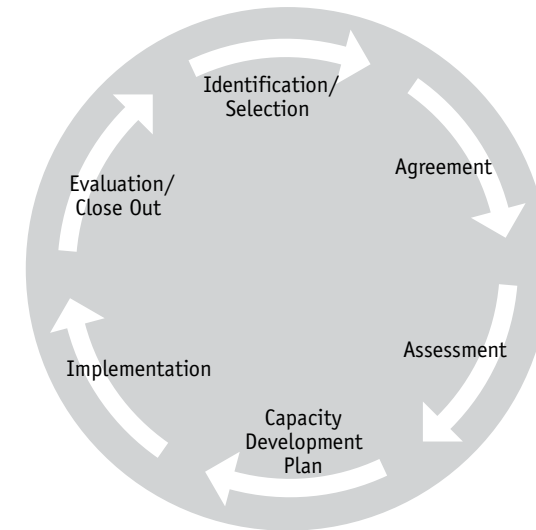
14 See the Capacity needs assessment used by CARE on the CD

4.1.3. The Pros & cons of this intervention

- ⊕ The provision of education, knowledge and skills will result in improved monitoring and evaluation, but will also lead to an improved functioning of the government/community in a certain peacebuilding function (depending on the subject of capacity building).
- ⊖ Educating or training people, communities or legal- and government officials without focussing on an environment to implement the newly learned skills may result in more frustration and a strong reaction of the social, political and/or community environment.
- ⊖ Capacity Building should not be a blue print. A capacity building program should be designed as part of the total process of Peacebuilding and based on a deep knowledge of gender and other power dynamics.

4.1.4. Major risks of the initiatives

A capacity building trajectory aimed at peacebuilding should always be conducted in a conflict sensitive manner. When for example civil society organizations are strengthened in advocacy or in representing their community, these newly learnt skills have to be implemented with caution. Violence could erupt when "new" behavior causes imbalance in civil society, and as such intervening could cause more damage than success.

> **⚥ Gender and civil society capacity building**
> It is often argued that efforts to strengthen civil society should pay particular attention to women organisations and movements. They are said to form an essential part of civil society and to have the potential to promote women's leadership, to build awareness of women's rights, and to contribute to gender equality. However, just as in other civil society organisations in conflict affected settings, there can be high levels of distrust and lack of capacities. Women are not inherently more peaceful than men as is sometimes claimed. In order for women organisations to enhance their potential, capacity building is seen as essential, especially on leadership, lobby and advocacy and managements skills. Also, women's organisations and movements are not the only civil society actors involved in promoting gender equality. In some contexts "mainstream developmental organisations" are just as well (or better) positioned or have a greater outreach in advocating for gender equality.
> **Sources:**
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> Sideris in Meintjes, Pillay and Turshen (ed.), The Aftermath: Women in Post-Conflict Transformation, London & New York: Zed Books, 2001

4.2. CSS Program. Capacity building on advocacy - Rwanda

In Rwanda, as in many countries, the capacity of civil society organizations (CSOs) is limited – and therefore their interaction with the government is often ineffective. When fully developed, civil society organizations play multiple roles in relationship to the government: an advocacy role to encourage policies and actions that represent their constituents' needs; a watchdog role, which serves as a check on the power of the government by providing feedback on its performance; and a partnership role, in which CSOs work together with government on policy implementation. This example stresses the advocacy role of civil society.

The Rwanda Millennium Challenge Corporation (MCC) Threshold Program / Civil Society Strengthening Project (CSSP Rwanda) aims to increase the operational, advocacy, and outreach capacity of national-level civil society organizations to make them more effective in contributing to national public policy formulation and implementation. The program also works with national-level CSOs to strengthen their working relationships with the government of Rwanda.
CSSP Rwanda is a two-year project funded by the MCC, managed by the United States Agency for International Development, and implemented by IREX.

Project Activities
IREX is strengthening the capacity of national-level Rwandan CSOs in advocacy, and outreach. After core trainings, CSOs are given a practical opportunity to apply their newly-gained skills through the IREX's grants program, and consolidate their capacity through ongoing technical assistance. The following trainings are conducted to improve the advocacy skills of the civil society actors that IREX works with:

Joint Government and CSOs Training on new NGO Laws: Joint training sessions for CSOs and government personnel to identify points of collaboration within the framework of the new NGO laws.
Development of Advocacy Alliances: The program encourages and supports participating CSOs to develop networks, coalitions, and alliances in areas of common interest.
Citizen Outreach and Constituency-Building Training: CSOs receive focused training on new tools and strategies to reach out to and gather input and feedback from their constituents.
Technology and E-Governance Training for Government-CSOs Collaboration: IREX conducts applied technology trainings to provide enhanced technical skills to improve the effectiveness of government personnel and civil society actors.

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- Haiti: McElroy, G. *Identifying Capacity Building Needs for the Government of Haiti,* http://blogs.ei.columbia.edu/2013/05/16/capacity_building_haiti_cantave_jeanlouis/
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5. HUMAN RIGHTS MONITORING AND PROMOTION

> **Approach:** Fighting against human rights violence by simultaneously strengthening the voice of civilians and civil society, as well as the accountability of responsible authorities
> **Organization:** CARE Rwanda
> **Country:** Rwanda
> **Category UTSTEIN:** Human rights monitoring

Theory of Change
IF civilians and civil organizations are empowered and the responsible authorities accountable, to monitor and to evaluate the human rights situation together,
THEN the occurrence of human rights violations will decrease.
Assumptions to the theory of change:
- In the context, it is safe enough to monitor, to promote and improve a measurable accountability of human rights.
- There is a state present and a certain support to the cause on governmental side.
- Citizens are committed to improve the system from a rights-based perspective.
- Involving people and communities as key actors during monitoring and accountability processes improves democracy processes, increasing the potential problem solving attitude of the people.
- Participants in these processes will see themself grow in knowledge and capability to act in their own lives and in the community.

5.1. Description of the intervention

In a geographic area where violation of human rights occurs, coordination of civil organizations on different levels to fight, monitor and evaluate processes is needed. Local civil society organizations are supported by (international) NGOs and consultants. These last actors bring with them knowledge and experience in monitoring, evaluation and research of Peacebuilding processes.
The objective of strengthening the community and civil society organiza-tions to monitor, analyse and evaluate the process, includes strategies of

capacity building; improving the capacity to promote, lobby and advocate for rights. The strategies will include actions on different governance levels and the use of international instruments like UN Conventions and degrees, tribunals and laws.

On the community-, district-, national- and even international level, monitoring and evaluation should lead to recommendations and improvement of policy and to processes of change in the human rights agenda. Therefore actors on governmental side should be involved as key responsible actors, as participants, but above all as target group to improve the quality of governance processes. An explicit strategy to get national support for the enhancement of rule of law should be developed. Cooperation with other rights based actors on the different strategies of the intervention is key. The role of consultants and international NGOs will be one of supporting, strengthening, recommending and empowering by means of capacity building of different actors.

5.1.1. Contribution to Peacebuilding

Starting with a local, geographic focus, but with national impact on the horizon, peace will be better ensured when a good working system of monitoring, promotion and evaluation of human rights is carried out by the national and international community itself.

Activities such as those listed below increase a sustainable peace, borne by the whole community, making them on all levels responsible bearers of peace:

- Increasing the capacity of duty bearers and responsible authorities to implement international commitments.
- Increasing the accountability of authorities and service providers to deliver upon their responsibilities to provide protection and care for citizens vulnerable to and affected by human rights violations through the innovative Community Score Card (CSC) methodology and the inclusion of specific targets and indicators in District Development Plans (DDPs)
- Enhancing the capacity of civil society organizations and the government to monitor the implementation of international commitments, including the establishment of a harmonized system for the consolidation, analysis and publication of data on reported rights situations.
- Increasing capacity by civil society stakeholders to advocate effectively for action where commitments to human rights are not being met.

5.1.2. The Pros & cons of this intervention

⊕ Building on the capacity of key actors on all levels of the community to monitor, evaluate and promote human rights, increases and makes the involvement and commitment of individuals and groups

of people sustainable.

⊕ Having a good working system of promotion and monitoring of human rights ensures a long-term and sustainable peace

⊕ Working in a national and international field, using existing legal and social instruments, increases the participation and involvement of the new (democratic) state in the world order.

⊖ During the first phase of these interventions and their strategies, there could be a high level of insecurity for the actors.

⊖ Monitoring, promoting and evaluating human rights in a certain context have next to no value when no other strategies or interventions are in place.

5.1.3. Major risks of the initiatives

A great deal of the literature warns us of the dangers of focusing only on the 'local' in a globalizing world. As we examine the dynamics of spaces and places for participation, we must also keep in mind the international continuum involving different relationships, arenas and power.

At the same time a major risk exists when in the context analysis and risk analysis not enough attention is paid to the existence or creation of influence and power corridors to policy makers. At local, but also at the international level, a security and safety analysis of actors should be made. Physical and mental insecurity (e.g. death threats, but also political- and economic pressure) could cause results to become powerless and a waste of time.

♀♂ Gender and Human Rights Monitoring and Promotion
As is often emphazised, women rights are human rights and a distinction between the two is artificial. The promotion of women's human rights in conflict-affected settings is 1 of the 3 pillars of UN Security Council Resolution 1325 on women, peace and security, which was accepted in 2000 and is a leading framework in international efforts to prevent (sexual) violence against women in conflict, promote women's participation in reconstruction and peacebuilding and enhance women's rights. The specific gendered dimensions of human rights for men are often not recognised, although men are more likely to become the victim of certain human rights violations as well (for example, forced recruitment and sexual violence). In human rights monitoring, a gender analysis is often integrated to ensure that all violations against men and women of all ages and sections of society are recognized and accounted for.
Source: Integrating Gender into Human Rights Monitoring: http://www.ohchr.org/Documents/Publications/Chapter15-20pp.pdf

5.2. The Umugore Arumvwa project - Rwanda

The overall objective of the *Umugore Arumvwa* project is to strengthen the voice of citizens and civil society networks and the accountability of responsible authorities in preventing Sexual and Gender Based Violence (SGBV) in Rwanda and is focused in the first phase on the geographic districts Gatsibo and Gakenke. The action will thereafter be scaled up to benefit the entire country.

The specific objective is to support and ensure the implementation of international commitments to end SGBV ratified by the Government of Rwanda, including those to the International Conference of the Great Lakes Region (ICGLR), the UN Universal Periodic Review (UPR), and the United Nations Security Council Resolution (UNSCR) 1325 National Action Plan.

Taking the international commitments and national policies to end Gender Based Violence by the Government of Rwanda as a starting point, the project works with authorities, service providers, civil society organizations (CSOs) and individual citizens (particularly women) to improve the on-the ground implementation of these commitments and policies. The *Umugore Arumvwa* project will ultimately lead to the improved protection of over 2 million vulnerable women and girls against GBV. This is achieved by a synergistic and complementary set of interventions including:

- Increasing the capacity of duty bearers and responsible authorities to implement international commitments to end GBV, including those from the ICGLR, the UN UPR, and the UNSCR 1325 National Action Plan.
- Increasing the accountability of authorities and service providers to deliver upon their responsibilities to provide protection and care for citizens vulnerable to and affected by GBV through the innovative Community Score Card (CSC) methodology and the inclusion of specific GBV targets and indicators in District Development Plans (DDPs) and *Imihigo* performance contracts
- Enhancing the capacity of civil society organizations and the government of Rwanda to monitor the implementation of international commitments to end GBV, including the establishment of a harmonized system for the consolidation, analysis and publication of data on reported GBV cases.
- Increasing capacity by civil society stakeholders to advocate effectively for action where commitments to end GBV are not being met.

The first fundamental element in the project's methodology is **the participation of partners and other stakeholders working on GBV and citizens** in the project's elaboration phase, so that beneficiaries' views are taken into account at all times, contributing to strengthening their voice and ensuring accountability of duty bearers.

Another important method used is the **Community Score Card (CSC).** The CSC is a participatory process to engage service users (citizens) and providers (duty bearers) in Rwanda in assessing and giving feedback on the quality and effectiveness of public services. Its key benefits are that it enhances citizens' awareness of their rights, fosters dialogue between service providers and users, facilitates a common understanding of issues and potential solutions to problems, helps in raising the quality of services and promotes accountability and transparency. The process, facilitated by Community Animators, includes meetings with community leaders, the whole community and stratified groups (dividing women, men, youth, people with disabilities and historically marginalized people). Indicators are then attributed to the top priority issues, are given a score and are discussed in the next community-wide meeting. Service providers also have the opportunity to carry out a self-assessment. Finally, an interface meeting provides a space for a constructive dialogue between service providers and users and produces a Joint Action Plan as an output that leads to improvement of services. Community Animators are in charge of following up on the Joint Action Plan and after 6 to 12 months the CSC is repeated, including an evaluation of the implementation of the Joint Action Plan, improving accountability.

Based on the M&E plan, practical monitoring tools are developed that are used throughout the project for on-going monitoring. Monitoring also includes the tracking of outlined risks and implementation of mitigation measures. Monitoring is done continuously, per the M&E plan and M&E tools, results of which are fed into the M&E database. A mix of qualitative and quantitative methodologies is used for this. The use of different methods for data gathering will allow triangulation of the information. This mix will allow documenting the extent of the changes brought about by the project, while at the same time understanding the real impact on people's day-to-day lives, including any unexpected effects.

Steps of Community Scorecard (CSC) Approach
Preparatory groundwork and research:
- Identify the subject and scope of the assessment (e.g. sexual and reproductive health in a specific district).
- Carry out preliminary research regarding current inputs, entitlements, degree of usage etc.
- Identify people or groups within the sample area who can help to facilitate the implementation of the CSC process, such as traditional leaders, NGO staff, and officials of local governments.

- Conduct an awareness campaign to inform people about the purpose and benefits of the CSC.
- Train facilitators.

Help community members generate a scorecard
- Convene community members into one or more focus groups.
- Ask each group to identify performance/quality indicators for the public service in question.
- Ask the group to score each indicator and give reasons for the scores.
- Ask the group to develop their own suggestions on how to improve the service, based on the performance criteria they have identified.

Help service providers to generate a self-evaluation score card
- Hold a brainstorming session with service providers including the management and the staff to develop self-evaluation indicators.
- Ask the service providers to score each indicator and give reasons for the scores.
- Invite service providers to discuss and propose possible solutions.

Convene an interface meeting between community and service provider
- Aided by the facilitators, each focus group presents its scores.
- Reasons for scores are discussed.
- Service providers react and give feedback.
- All participants discuss and potentially agree possible solutions.

Develop and implement an action plan for improvement of the service
- Service users and providers select priority indicators based on relevance and score received.
- Solutions agreed under 4 are translated into tangible activities, responsibilities and timeframes.
- Implementation of action plan

Advocacy and follow-up
- Document the process and record score card results in a brief, clear and easily understandable format.
- Disseminate results through the media and communities.
- Feed score card results into other policy and advocacy processes.
- Ensure the implementation and follow-up of the solutions.
- Take steps to institutionalise the process like for example by supporting community-based organisations and/or service providers to repeat the exercise on an annual or half yearly basis.
- Repeat community scorecard process at the end of the cycle of the action plan.

5.3. Reference Source Material and contact details

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Contact details:
- CARE Nederland - Iljitsj Wemerman (wemerman@carenederland.org)

Practical Tools
- Community-Driven Tools for Data Collection and Decision Making (see CD)
- CARE Malawi, *Community Score Card Toolkit*, http://www.care.org/sites/default/files/documents/FP-2013-CARE_CommunityScore-CardToolkit.pdf

6. GRASSROOTS DIALOGUE

6.1. Grassroots Peace 'Clubs'

> **Approach:** **Consolidate and strengthen on-going community initiatives of mediation to address conflicts effective and increasing trust within the community.**
> **Organization:** **CARE Burundi**
> **Country:** **Burundi**
> **Category UTSTEIN:** **Grassroots Dialogue**

Theory of Change
- **IF** inclusive peace groups, representing all groups in society as well as existing formal and in-formal conflict resolution mechanisms are set up in a participatory way,
- **AND IF** these peace groups are trained and coached in relevant approaches such as conflict analysis and conflict transformation,
- **AND IF** these peace groups are connected in networks and linked to other civil society organizations,
- **THEN** local level conflicts will be solved more effectively, efficiently and fairly.

Assumptions to the theory of change:
- Community members can be convinced of the added value and possible success of non-violent resolution to conflict;
- Community members from different gender, socio-economic, ethnic or other backgrounds are able to overcome their differences in working together towards solving conflicts in their community;
- Peace groups are able to integrate, cooperate with and build on existing formal and informal conflict resolution mechanisms;
- The fact that peace group members are locally elected and trained, leads to well-respected and successful resolution of local conflicts.
- The roots of the conflict are local. (If they are not, then a different strategy should be used)

6.1.1. Description of the intervention
The idea behind the peace group is to reinforce local and grassroots conflict resolution structures and create a space for collaboration and dialogue amongst these structures and households at the community level. A peace group consists of members elected by their fellow community members, based on their perceived ability to mediate local

conflicts and to foster peace in the community.

CARE realized that, in order to address conflicts effectively and sustain peace in the communities where the organization works, one needs to develop strategies to inspire people to keep monitoring the peace situation, including connectors and drivers of conflict. Peace groups were set up to consolidate and strengthen on-going initiatives of mediation at the community level and build trust within the community. In order to foster trust, the peace groups focus on existing factors within a community that connect people, such as common cultural values, history, language, good traditional practices, infrastructure such as schools and health centers, development objectives, etc.

The facilitation of the setup of peace groups follows four stages - from forming the association to the stage of establishing networks. These stages are described in paragraph 6.2.

6.1.2. Contribution to Peacebuilding

The community reconciliation sessions organized by the Peace Clubs represent an opportunity for the members and their communities to explore obvious and hidden realities with regards to ethnic tension. These dicussions lead to an increased awareness on different indicators of conflict, which can eventually lead to sensitization and mediation initiatives in their own community and family, but also to a strong commitment to challenge the political statue quo. According to CARE Burundi's experience, as Peace Clubs members mature, they more and more become agents of change and peace practitioners. The capacity building of Peace Clubs in various topics such as micro peace projects, reconciliation mechanisms, leadership, human rights, local governance, etc. enables them to demonstrate their professionalism and challenge the local administrative structures. When Peace Clubs network and operate in synergy with other structures of conflict management, particularly the Bashingantahe[15], an important force is constituted to mitigate local conflicts.

6.1.3. The Pros & cons of this intervention

➕ Inclusion of existing formal and informal structures avoids duplication or conflict with these structures and builds on existing strengths.

➕ The social reward (status, good relationships with their fellow community members) for peace group members allows them to work without financial contribution, and as such contributes to sustainability.

➖ The peace groups are generally focusing on smaller, localized conflicts,

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[15] Traditional leaders on a colline (hill) level. Traditionally they are responsible for managing conflicts.

such as issues between two families. The scale up to larger problems has proven difficult.

6.1.4. Major risks of the initiatives

Working with Peace groups locally could make the members of the groups blind to the development of a higher level community and cooperation intervention, it could lead to unsustainable policy solutions for the whole community on regional- or country level and it could therefore include a high risk of recurrence of conflicts on different levels of society.

> **Gender and grass-roots dialogue**
> In grass-root dialogue initiatives, such as peace commitees, the goal is very often to bring together groups in a community. From a gender perspective, it is important to be aware of the power differences between these different groups, including between women and men and between differen groups of women (and men) as well, in society. These power differences, often justified by cultural notions, can prevent meaningful participation of, for example, women or youth. If the input of these groups is valued and seen as an essential part of a community dialogue, efforts have to be made to guarantee their participation in a meaningful way.
> **Source:**
> From the Ground up: Women's roles in local peacebuilding http://www.actionaid.org/sites/files/actionaid/from_the_ground_up_-_full_report.pdf

6.2. Peace Clubs - Burundi

CARE Burundi believes that the more community structures are empowered, the more ownership of local initiatives is established, which leads to positive change in communities. The following steps are taken to establish well functioning peace clubs:

1. Community mobilization

As a first step, community sessions are organized to introduce the concept of the peace group. At this stage, it is important to involve different existing structures, formal and informal, as well as community leaders. Their buy-in is essential for the success of the peace group. Several sessions of awareness raising are organized; a) sessions on the community's role and responsibilities in sustaining peace and contributing to development, b) sessions on various approaches to conflict such as conflict analysis and non-violent conflict resolution, and c) sessions

on how these approaches help to consolidate peace and social cohesion. After these sessions, community members elect people they assume worthy of being peace group members.

2. Building capacity of peace group members

This phase is about organizing workshops and training sessions for peace groups members on different topics, in order to skill them in various approaches on addressing and working on conflict. These trainings and sessions include:

- Methodologies and tools to understand and analyze conflicts;
- Types of change needed to build sustainable peace and address conflict in effective ways;
- Tools to address key factors that are considered as key drivers of violent conflicts in the specific context;
- Transformative approaches of mediation, that value traditional practices and peace-promoting cultural values;
- Alternatives to violence, including awareness raising about how to address the underlying and root causes of behavioral and structural violence;
- Community leadership and advocacy (with the aim to equip peace group members to promote social justice and human rights – especially for the most vulnerable people);
- Promoting good governance.

Apart from building the capacities of peace group members to address conflicts and their underlying causes in the community, these sessions help them to develop a clear and common vision of their role – with a perspective of building sustainable peace and development in their communities.

3. Structuring peace groups and networking

The next step is to structure peace groups at different levels. In the context of Burundi, this structuring takes place at the three lowest administrative levels. Peace groups are founded at the lowest i.e. colline level and then connected at the zone and commune level. This process is accompanied with sessions that build the institutional capacity of these structures. These sessions include for example a workshop to facilitate the development of a vision, mission and what could be called a peace group's theory of change, which shows the different operating steps and the way in which peace groups foresee sustainable peace within their community. Another point of attention is how to function as a network of local associations.
During these activities, the peace group members get the chance to set

up a steering committee that will ensure that activities contribute to the mission of the club. An important point of attention in the setup of these steering committees is that they must be inclusive - with representatives of all different ethnic and socio-economic groups, as well as existing formal and informal structures. The steering committee develops its own intervention to create so-called 'community common ground', in which they cooperate with local elected leaders and communal administration. They conduct monthly meetings, in which they discuss issues that might hinder peace and weaken social cohesion. The steering committee is also responsible for implementing activities which intend to prevent conflicts and reinforce peaceful interaction between different social groups.
Once peace groups and their networks are functional at the colline, zone and commune level, networks at the provincial level are set up for mutual support, but mainly for advocacy purposes. In this way, their extensive knowledge about what issues play at the local level can be taken into account in wider (national) Peacebuilding processes.

4. Connecting to other civil society organizations

In order to have a larger influence on the peace situation, but also on for example human rights and GBV, peace groups need to be linked with other organizations that work in this domain. It helps peace groups to bundle their efforts with the efforts of others, to address issues that are outside their mandate or sphere of influence and to be stronger in their advocacy efforts.

6.3. Reference Source Material and contact details

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- CARE Burundi, *lessons learnt with Peace Clubs* (see CD)

Sources used:
- Experiences from CARE Burundi staff, as written down by Chartier Niyungeko, May 2012.

Contacts:
- CARE International in Burundi
- Laurent Uwumuremyi - laurent.uwumuremyi@co.CARE.org

Other Lessons Learnt or Best Practices:
- Hivos, *Grassroots Social theatre*, Africa http://www.hivos.org/activity/grassroots-cultural-centre-promoting-regional-theatre
- Grassroots online, Haiti : http://www.grassrootsonline.org/where-we-work/haiti/haitian-platform-advocate-alternative-development-papda
- Grassroots Eritrea on alternative media: http://www.kabissa.org/about/news/eritrean-movement-democracy-and-human-rights-emdhr
- Grassroots Platform, Latin America: http://www.gritodelosexcluidos.org/

7. BRIDGE-BUILDING ACTIVITIES

7.1. An Inter-Ethnical Dialogue

Approach: A Rights Based Approach to Inter-Ethnic Dialogue. Bringing people together to work and act on economic or social objectives of common interest.
Organization: CARE Kosovo
Country: Kosovo
Category UTSTEIN: Bridge-building activities

Theory of Change
- **IF** individuals from divided groups are brought together in a safe space to engage on topics of common interest
- **THEN** confidence and trust will be increased across lines of divide, and joint work will be possible.

Assumptions to the theory of change:
- Individuals from both groups recognize their need for certain common rights;
- the space is created for safe dialogue;
- the process of engaging with other individuals allows individuals to focus on their commonalities, not their differences;
- Individuals realize that they increase their chances of success to achieve rights by working together (cost/benefit analysis).

7.1.1. Description of the intervention

CARE Kosovo has been using a Rights Based Approach (RBA) in order to foster inter-ethnic dialogue. The principle idea is to stimulate different ethnic groups to work together in order to improve the extent to which both groups enjoy a certain right.

The enjoyment of human rights, regardless of factors such as ethnicity, can serve as a 'neutral' objective to foster cooperation between different ethnic groups. By working together on a common goal, people from different ethnic groups have the opportunity to get to know each other better and to build understanding and trust.

7.1.2. Contribution to Peacebuilding

The approach that CARE Kosovo followed is described below. This process describes how through common activities as well as discussions about

human rights, trust and confidence between groups is built, which is also sometimes referred to as social capital. There is a growing consensus in the peacebuilding literature calling for post-conflict efforts to go beyond the settling for negative peace[16] and to move towards a more encompassing and positive peace, which involves building social capital. The social capital approach identifies social capital as the missing link to achieving good governance and social cohesion.

Please note that this process is not necessarily a linear one, it is possible that one needs to go back and forth between the different steps.

- Identifying the rights that people have; what rights are denied and what possibilities they have to enjoy their rights. A 'neutral' right (i.e. not related to the causes for ethnic tension) was chosen as topic for discussion with the different ethnic groups.
- Awareness raising on rights among all groups separately (while ensuring inclusiveness!). During this awareness raising, the importance of inter-ethnic and inclusive cooperation is stressed. This is done for example by discussing how a certain right is valid for everybody, but also by stressing the increased chance of success by working together.
- Bringing together representatives from the different ethnic groups to facilitate discussion on how to improve the enjoyment of the specific right at stake. Gradually, the representatives will start to feel more at ease in each others presence, as participants work together to identify needs, priorities and possible solutions. Once participants feel sufficiently at ease, they can discuss about their responsibility to respect and protect the rights of the other ethnic group(s).
- The location of these meetings was changed around from time to time, in order to convince people to meet outside their home area or 'comfort zone'.
- These discussions were combined with other activities, in particular:
  - Involvement of participants in activities that link them to the wider (national) reconciliation processes
  - Capacity building on conflict management, mediation, rights based approach and advocacy
  - Connecting the groups with local authorities, so that they are able to claim their rights.

7.1.3. The Pros & cons of this intervention
- ✚ Helps to overcome tensions from the past by focusing on the future.
- ✚ Engages 'normal' citizens on the ground that do not engage in formal peace or reconciliation processes.

7.1.4. Major risks of the initiatives
Can be difficult to ensure sustainability if the different ethnic groups do not meet when no specific meetings are facilitated.
- The success of this approach is contested where the different groups do not go beyond dialogue to engage in actual economic or other activities to give them a continued purpose of engagement.[17]
- By itself this initiative will not address the underlying causes of tension and conflict, and therefore the understanding between groups can unravel when tensions rise again. Needs a deeper analysis on drivers of conflict and interventions to address them.

Gender and A Rights Based Approach to Inter-Ethnic Dialogue

Lack of trust between communities and groups in society has a major impact on conflict dynamics. There are examples of societies were this lack of trust was eminent and where gender-identities of women were used to bridge other differences ("we are all mothers"). By addressing an identity outside of the group-identity, sometimes a dialogue can start. For example, in East-Africa women of different tribes were more willing to start a dialogue because they saw their common interests when it came to end cattle raiding. Whether or not these gender roles can work to bridge group identities, depends very much on the context.

Source: El-Bushra, J. *Women Building Peace: Sharing Know-how. Gender and Peacebuilding Programme*. London : International Alert , 2003 http://portals.wi.wur.nl/files/docs/ppme/getdata6.pdf

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7.2. Freedom of Movement - Kosovo
Even though the armed conflict in Kosovo has come to an end, freedom of movement of citizens in Kollolleq/Kololec and Kopernica/Koprivnica remained challenging. Both majority and minority communities (including Serbs, Roma, Ashkaelji, Egyptians, Turks, Croats, and also Albanian minorities within Serb communities) were affected, and traveling from one village to another was often hazardous or impossible.

Kollolleq/Kololec and Kopernica/Koprivnica are located in the northeastern part of Kamenice/ Kamenica municipality in Kosovo, 3 to 4 km from each other. The inhabitants of the two villages mainly rely on agricultural production, with limited other job opportunities. The situation became tenser due to the fact that inhabitants of one village own land and property in or around the other village and vice versa.

"Prior to CARE's engagement many interethnic incidents took place", a Serbian Youth Representative recalls. In the past, it was rather common that citizens from Kollolleq/Kololec were attacked with stones, when trying to pass through the other's territory.

People from one village knew people from the other village from before the conflict, especially the older generation. In most cases however, stereotypes had now come to determine their relations. Kollolleq/Kololec and Kopernica/Koprivnica were the only villages in this area that did not engage in the dialogue process, as a consequence of the interethnic incidents taking place between the two villages.

CARE decided to work with people from the two villages to raise awareness on the importance of interethnic coexistence and to try to bring them together to discuss the freedom of movement in the area. In order to understand the context, CARE conducted research on the freedom of movement of all citizens, regardless of ethnicity, as well as the perception of both communities of the freedom of movement. It was in this phase that CARE decided to focus mainly on working with youth as an entry group for change.

Many meetings with village representatives were organized, in which also other actors such as the municipal authorities, the security forces and the UN were present. Due to the engagement of group members with CARE local actors, they gradually started to feel safer. Several activities were undertaken by CARE where the youth had an opportunity to jointly identify their needs and priorities. Crucial to these joint activities was CARE's approach and commitment to engage with the local population in an inclusive way, including both Serbian and Albanian citizens. The participants had the opportunity to present their ideas, cooperate and exchange experiences.

CARE conducted regular field visits in both villages in the beginning. Staff from CARE sub-offices were appointed to intensively engage with the local population, which helped to build trust. "In the beginning there were some reservations concerning our participation in these activities, but soon we overcame them", says a Serbian Youth Representative. CARE enabled them to come closer to the other youth group. "Prior to CARE's involvement we had never met with the other group. Now we meet even without CARE's presence in the field", both argue.

CARE also managed to bring the youth of both villages together with the President, Vice President, Director of Department for Youth, Sport and Culture and others. In this way CARE connected the youth groups with the Municipal Authorities in an attempt to further develop their capacities to advocate their own rights and concerns.

In general, today people from Kollolleq/Kololec feel safer to pass through

Kopernica/ Koprivnica as they, especially the youth groups, know each other better. The road from Kopernica/ Koprivnica village to Kamenice/ Kamenica is used more frequently, without the ethnic incidents that characterized it before.

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8.TRUTH AND RECONCILIATION COMMITTEES

THE EIGHT ORIGINAL JUDGES OF THE SPECIAL COURT

Independence, Impartiality, Equality

PRODUCED BY THE OUTREACH SECTION OF THE SPECIAL COURT FOR SIERRA LEONE

8.1. A Community based reconciliation and justice process. A mix of traditional and national justice

> **Approach:** Non judicial measures, a combination of truth commissions and traditional mechanisms for reconciliation
> **Organization:** Multiple (IDEA, PRI, Clingendael Institute, IKV Pax, others), local- and national state)
> **Country:** Rwanda
> **Intervention Strategy:** Truth and Reconciliation (and Reparation)

Theory of Change
- **IF** a swift and firm reconciliation mechanism against those who are responsible for the grave violations of human rights is in place,
- **THEN** core grievances related to the conflict can be aired and addressed, confidence can be built between opposing sides and the reconciliation process can begin.

Assumptions to the theory of change:
- The biggest assumption here is that there is a strong national political will to collaborate, lead and support a process of reconciliation and truth finding.
- There is a possibililty to mobilize the needed judicial, social, economic and political forces to implement the process.
- Lessons from other reconciliation and truth finding processes are considered in the design of the process. Local and traditional, as well as ethnical, cultural and social aspects are being studied and have a specific role in the designed strategies.
- There is willingness to implement the recommendations coming out of the TRC (Truth and Reconciliation Commission).

8.1.1. Description of the intervention
In Africa in particular, an undervalued indigenous conflict management resource is to be found in the sphere of traditional social mechanisms.

	Cat. 1.	Cat 2. 1st, 2nd & 3rd	Cat. 2. 4th & 5th	Cat. 2. 6th	Cat. 3.
Crime	1. Persons who occupied positions of leadership 2. Rapists	1.Well-know Murderers 2. Torturers 3. Persons who comitted dehumanizing acts on a dead body	1. 'Ordinary killers' in serious attacks 2. Those who committted attacks in order to kill but without attaining this goal	Those who committed attacks against others, without the intention to kill	Those who committed property offences
Court	Ordinary court	Sector Gacaca	Sector Gacaca	Sector Gacaca	Sector Gacaca
Sentence Without Confession	Death penalty or life imprisonment	30 years or life imprisonment	15-19 years	5-7 years*	Civil reparation
Confession before appearance on the list of suspects	20-24 years	20-24 years*	8-11 years*	1-2 years*	Civil reparation
Confession before appearance on the list of suspects	25-30 years	25-29 years*	12-14 years*	3-4 years*	Civil reparation
Accessory sentence	Permanent loss of a listed number of civil rights	No confession: permanent loss- Confession: temporary loss of a listed number of civil rights	No confession: permanent loss- Confession: temporary loss of a listed number of civil rights	/	/

*Commutation of hall of sentence to community service on probation; one sixth of the sentence is suspended and one third of the sentence is served in custody: Source: Official Gazette of the Republic of Rwanda: Organic Law no. 16/2004 of 19 June 2004 and organic Law no. 10/2007

The Gacaca court system in Rwanda: categorization and sentencing.

Prompted by the Rwandan experiment with Gacaca, a 'modernized' or reinvented approach to an indigenous form of dispute settlement, developed and applied in the aftermath of the 1994 genocide, international attention to the potential role of traditional mechanisms in reconciliation and transitional justice strategies has increased. The explicit reference to traditional justice instruments during the pact on accountability and reconciliation signed in June 2007 by the government of Uganda and the rebel Lord's Resistance Army (LRA), was one of the strongest signs of the rapidly increasing interest in the role such traditional mechanisms can play in times of transition.

Almost ten years earlier, Rwandans, battling the heavy legacy of the genocide, began scouting the possibility of mobilizing an informal dispute resolution tool, called Gacaca (local language for 'justice under a tree'), for their transitional justice policy. Since then, thousands of such lay tribunals have been set up. They have identified and tried numerous men and women who were suspected of participating in the events of April–June 1994. Examples of the ritual reintegration of ex-combatants in Mozambique and Sierra Leone were given a similar welcome.

These informal tools can be understood as the domestic appropriation of previously existing models of dealing with a painful past, with the aim of taking into account the numerous risks that trouble transitional societies. The overall result is the move from impunity *or* trials to multiple conceptions of justice and reconciliation. As part of this important development some post-conflict societies have turned their attention to their legacy of indigenous practices of dispute settlement and reconciliation.

8.1.2. Contribution to Peacebuilding
The survival of a newly established regime depends on swift and firm judicial action with regards to human rights abuses on all sides. This is seen as a necessary protection against sabotage 'from within' and as a way of achieving some minimal physical security. Trials protect against the return of those who were the cause of the miseries of war and repression. In addition, criminal courts establish individual accountability. This is essential to the eradication of the dangerous perception that a whole community (e.g., 'the Hutu', 'the Tutsi') is responsible for violence and atrocities. This idea of collective guilt is often the source of nega-

tive stereotypes and violence. Also, prosecutions are seen as the most potent deterrent against future abuses of human rights and the most effective insurance against sustained violence and atrocities.

8.1.3. The Pros & cos of this intervention
- Traditional and informal justice systems can be seen as an appropriate response to a history of civil war and oppression.
- An appropriate justice and social response to crimes and atrocities, lowers the risk of recurrences.
- Prosecutions will lower incidences of strongly, unbridled private revenge.
- Prosecutions are perpetrator-oriented and may not give victims the full attention they are entitled to in order to heal the injustices they suffered.
- Trials identify individual guilt, not patterns of atrocities.
- Trials could turn into impersonal processes, while the African view of justice is aimed at 'the restoration of relationships'. This kind of justice seeks to rehabilitate both the victim and the perpetrator, who should be given the opportunity to be reintegrated into the community.
- Lack of proof can lead to the acquittal of well-known perpetrators. Such justice, perceived as arbitrary, will seriously damage victims' trust in the whole system.

8.1.4. Major risks of the initiatives
There is major risk that a peace agreement that mandates prosecutions will kill the prospects for peace. The case of northern Uganda is a convincing demonstration of the difficult dilemmas local people and international facilitators then have to tackle.

But the greatest risk for local successful justice achievements is the polarization and ill use by national political elites. There is pressure and restriction on community justice processes, such as the Gacaca process. There is for example the argument that the success of *magamba* spirits (community 'trials' in Mozambique) justifies post-war amnesties, impunity and silence. The argument revolves around the idea that 'Communities have their own way' and it is therefore not necessary to unleash formal justice processes.

> **Gender and truth and reconciliation committees**
> Over the years, different forms (formal/informal) of TRC's have taken form and how they have included a gender perspective

has varied greatly. The main concern has been to make sure women's and men's particular interests are effectively reflected. A concern has been in almost all cases that gender was not systematically and methodologically addressed and the focus was on women as victims (and neglected women's power, authority and role in history). In other more formal TRC's such as Sierra Leone, the connection between international criminal law and humanitarian law was made, which was particularly usefull in defining the crimes committed against women. In the Rwandanese example, female leadership was very visible in structures and councils. Key to this was a pro-active role of the government which mobilized women to participate in Gacaca courts through Women Councils. This increased participation of women and representation of women's interests.

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8.2. Gacaca, Mix of traditional and western justice system - Rwanda
Under the gacaca system, the state compiled dossiers for prisoners with input from the community during the pre-trial phase. These dossiers were cross-checked and verified before they were presented at the gacaca trials. During the thousands of pre-trials in communities, the following process was followed:

The accused had a chance to present their case in front of the community during the pre-trial phase. At this time, and even later on in the information gathering period, witnesses were able to testify for or against defendants. When the actual trial was underway, defendants were informed of the charges against them and were given the right to speak and present their cases. As a matter of procedure, judges gave defendants the opportunity to add testimonies, if they believed the records to be incomplete in any way. Defendants were even able to contest judges' categorization of the crimes they were accused of, in which case judges retired to a private room to deliberate on the merits of the claims. The trial would reconvene only after the nine judges arrived at a decision by majority vote. Finally, the sentence was subject to appeal. Defendants

were asked whether they were satisfied that the sentence was fair, and if not, they could file papers for appeal on the spot.

The shift in transitional justice paradigms has opened up ample space to discuss the role of traditional mechanisms. At first, the strengths of the formula (home-grown, locally owned, culturally embedded and so on) received overexposure. Awareness of the many weaknesses was not lacking, but they were too often kept in the shade.

In the case of Rwanda it has become clear that the Gacaca courts were not a straightforward success. At the macro level the system had strengths but the process was overshadowed by its weaknesses. On the individual level, the Gacaca courts came to facilitate for some what they destroyed or disturbed for others, be it at the level of truth telling, seeking redress, holding accountable or creating reconciliation. The fact that the Gacaca courts suffered from a too extensive social and legal engineering campaign seems to be important. An important conclusion is that the mechanism should be built upon established and existing locally owned and socio-culturally inspired practices of 'dealing with the past', be it in the domain of healing, accountability, truth speaking or coexistence/reconciliation. This was only so to a limited extent in the case of the Gacaca. Its core was retributive, while the essence of the ancient institution was restorative. In addition, a thorough understanding of the dynamics and the unfolding of the violence on the periphery, the genocide (and war) out on the hills, would have made it possible to design the system in such a way as to differentiate better between those at the top of the chain of command (even at the local level) and the rank and file.

Involvement NGOs and Communities

The most prominent supportive NGOs included Avocats sans Frontières (Lawyers without Borders), Réseau de Citoyens (Citizens' Network, or RCN), and Penal Reform International. These organizations provided legal and human rights education, supplies such as law books and journals, and assistance in keeping legal records and documentation. They also suggested innovative ideas for improving the gacaca process, exploring a range of methods to ensure fair dispensation of justice and greater public acceptance. There was less support for the development of a fair, transparent and democratic process of justice on community and national level.

Local Community level NGOs supported (by means of capacity building and support of democratic election processes) the education of those persons chosen to become judges during the Gacaca processes. Although

the training was brief, it covered topics such as the provision of laws, ethics, and methods of legal practice. Later, during the TRC trails, it became clear that the training was not sufficient to handle big issues such as genocide.

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Contact details:
- publications@idea.int

9. TRAUMA THERAPY AND HEALING

9.1. Post Traumatic stress mitigation and Peace

> **Approach:** Support young people to (re-)gain trust and self-esteem, creating safe spaces and short-term engagement for psychosocial improvement
> **Organization:** Harvest for Christ
> **Country:** Burundi
> **Category UTSTEIN:** Trauma therapy and healing

Theory of Change
IF youth participate in exercises that enhance trust and self-esteem, **THEN** they will be better able to deal with the stress they have lived through during war and contribute positively to their futures.
Assumptions to the theory of change:
- Safe spaces for self-reflection are created;
- Short-term engagement in exercises allows youth to sustainably improve their psychosocial situation.

9.1.1. Description of the intervention
Post-traumatic stress is very real in conflict and post-conflict situations. This chapter presents an initiative of youth camps to deal with young people who suffer from post-traumatic stress, as implemented by Harvest for Christ in Burundi.
The participating youth often have to cope with low levels of trust and self-esteem resulting from their experiences during the war. The camps try to help them (re-)gain trust and self-esteem. The activities take 3 days with each group during school holidays.

9.1.2. Contribution to Peacebuilding
The focus lies on participatory activities followed by discussions in order for the participants to draw lessons from their experiences during the games. This opportunity for reflection is a method to reduce and process stress related to traumas from the past. The aim is to create an awareness about the possible trauma (negative feelings) and to cause a change of attitude in the youth towards others (other ethnic groups for example).

Examples include:

- Games that show the advantage of cooperation. For example, a game of arm wrestling is set up, with small prizes for the winners. The youth are being explained that in case of a draw, both players are declared winners. This encourages them to explore the option of discussing and cooperating so that both can win, rather than to fight for only one of them to win.
- Role playing games that help develop conflict resolution skills. A case of land conflict is presented to a number of participants, who have to act out their role, while the others observe. Afterwards, reactions and different mechanisms to deal with conflict are discussed.
- Stories for self-esteem. Youth with low self-esteem can benefit from stories about other people who were seemingly insignificant, yet achieved a lot. Harvest for Christ uses for example the Biblical stories of Gideon and David.
- Self-portraits, whereby youth are asked to describe themselves in a few phrases. Throughout the process, facilitators encourage them to look for their capacities and positive character traits. This helps them realize what their strong points are and makes them feel proud of themselves.
- Games whereby participants need to rely on others in order to foster trust. For example, being blindfolded, or standing on a chair and falling backwards into the arms of the rest of the group.

This specific initiative targets youth between 13 and 17 years old, but can be adapted to other ages. The participants are selected based on the experience of trauma, family problems, and their specific experiences during the war, through consultation with e.g. teachers and church leaders. A number of community members (community leaders, religious leaders) are targeted to follow up with the youth who participated. The youth camps are combined with radio messages on reconciliation and forgiveness in the wider community, as well as awareness raising on the importance of schooling (among youth, parents, community leaders, etc.).

9.1.3. The Pros & cons of this intervention

✚ The active approach using games, stories, etc. is effective in keeping youth engaged.

✚ The participation of diverse social groups supports creating friendships and trust across divider lines, although the diversity is at the same time a challenge to overcome in order to convince people to participate.

✚ Flexible, easy to combine with other activities.

⊖ Difficult to follow up with the participants. Although specific com-

munity members are targeted, there is a lack of clear incentive or institutional framework.

9.1.4. Major risks of the initiatives

It is a risk that only the youth are included in these projects while leaving out their family and social network, which could decrease the effectiveness of the project in a serious manner. Once the youngsters return home they will have to deal with their old situation. This can trigger social conflicts, which they may not overcome.

Not having a clear follow-up plan for the youth and failing to envisage the risks as explained above could turn the camps into momentary islands of peace for the youngsters, which do not lead to the desired social long-term change. The question is how these small "Key People" interventions add up to the peace writ large. These interventions need to be conducted in concert with others, so that they are not isolated and short term.

> **⚤ Gender Trauma Therapy and Healing**
> Conflict has enormous impact on the lives of women and girls. Next to bearing the brunt of the effects of poverty, marginalization and social deprevation that armed conflict often brings with it, they have also often been the subjects of deliberate attack themselves. Due to the fact that women are seen as bearers of cultural, social and ethnic identity, as well as the link to the future generation, they can sometimes become instrumental in the hands of the enemy. Survivors often suffer further victimization by family and society. Therapy and healing programs are very crucial to end this cycle of violence by helping survivors to heal, delivering care to victims of sexual assault, and by bringing women together for mutual support.
> **Source:**
> http://www.insightonconflict.org/themes/gender-womens/

9.2. Youth education program - Burundi

Rutana (Gitega Province, Burundi) is an area that suffers from high numbers of school dropouts. With the aim to restore truth and self-esteem, to heal trauma, to change negative attitudes into non-violent attitudes and to encourage youth to go to school, Harvest for Christ with the support of World Vision, organized a youth camp in this region. Between 12 and 14 April 2012, 45 youth between 13 and 17 years old and 5 youth leaders were invited to the camp. The youth leaders were specifically invited to ensure follow up with the participating youth

and to repeat exercises within their churches with other youth who had not taken part.

The camp used a combination of activities as described above.

The participating youth have recognized the positive effect that the camp has had on them. Some stated that they are now committed to continue their education, despite the difficulties that they are facing. For example, the 14-year old Révérien had given up on school after spending two years in sixth grade without passing the national exam. Thanks to the camp she regained self-confidence and has now decided to sit for the national exam again this year.

Another example is Ides, a 15-year old girl who grew up without a father. She suffered greatly from the loss of her family members and was unable to cope with this loss. She stored up a lot of hatred against a specific person, whom she believed to have caused this misfortune to her family by using fetishes and other forms of spiritual violence. She had planned to one day take a knife and seek vengeance. Through the exercises in the camp however, she managed to change her attitude. She forgave the person and found more self-confidence. After the camp, the suggestion was made to form peace groups, so that peace education can continue in the targeted area.

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Contact details:
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10. WOMEN AND (DOMESTIC) VIOLENCE

10.1. Empowering women and grassroots organizations.

> **Approach:** Addressing unequal gender power relations by empowering women and mobilizing their communities against GBV to prevent (domestic) violence
> **Organization:** SASA!
> **Country:** Burundi
> **Category UTSTEIN:** Women and (Domestic) Violence

Theory of Change
IF communities are mobilized to change unequal gender norms that justify unjust power relations between men and women
THEN violence against women can be prevented.
Assumptions to the theory of change:
- Agents of change who are willing to change their behavior in a positive way and serve as examples can be found and are accepted in the community.
- Examples of positive change among the agents of change lead to change in behavior of others within the same community.
- Unequal power relations between men and women are the main cause of violence against women.

10.1.1. Description of the intervention
SASA! means 'now' in Kiswahili and stands for Start, Awareness, Support, Action. The approach specifically looks at power, and identifies that power (often distinguished as power to and power over) can be positive (power within ourselves, power to change, power to create) or negative (one group has power over another group). It identifies unequal gender power relations as the main underlying cause of GBV and HIV. Therefore, the approach is specifically designed to address power and change negative power relations into positive ones.
SASA! identifies five consecutive stages that one needs to go through in order to change individual behaviour:
- Pre-contemplation: the individual has not yet identified a certain behavior or conviction as problematic;
- Contemplation: the individual starts to identify the problem;

- Preparation to act: the individual looks for ways to change, and searches for information and assistance in order to support him or her in this change;
- Action: the individual starts to actually change;
- Maintenance: the individual finds ways to maintain the change.

These stages, although described here at the individual level, apply as well to the community level. In order to support lasting change, the approach looks at the changes that need to take place at the individual level, the relationship level, the community level, the institutional level and the societal level and aims to support lasting change on all these levels.

SASA! aims to support change using positive examples and the benefits of more equal power and non-violent relationships. To this end, it has identified four 'steps' that correspond roughly with the stages of change as described above. These four steps are:

- **Start:** This step corresponds with the stage of pre-contemplation. The objective of the step is to reinforce the SASA! team in order to create a team that is able to act together against GBV.
- **Awareness:** This step is related to the stage of contemplation. The team involves the community to reflect on the behavior of men towards women and on the silence of the community towards the inequity in power between men and women which allows GBV to continue.
- **Support:** This step corresponds with the stage 'preparation to act'. The SASA! team works with the community to confront the problems that they have identified during the previous step related to both GBV and HIV.
- **Action:** This step is to support the stages of action and maintenance. The SASA! team involves the community to use its power with the objective of normalizing the power relations, to show the benefits of more equality in relationships and eventually to prevent GBV and the spread of HIV.

The SASA! toolkit provides tools for each of the steps described above, that can be chosen based on the group one works with, the cultural context, etc. These tools are divided in four categories:

1. Local activism
- **Objective:** Engaging women, men and young people at the community level; capturing their voices
- **Includes:** Tools to identify community assets and activists; community dramas; discussion guides; ideas on events to be organized; etc.
- **Most useful for:** The individual, relationship and community levels

2. Media and advocacy
- **Objective:** Reaching the general public and specifically leaders; professionals and policymakers with facts and provocative stories

- **Includes:** Fact sheets; leaflets; tips on organizing advocacy and media events; film with screening guide; scripts for a soap opera; etc.
- **Most useful for:** The community and society levels

3. Communication materials
- **Objective:** To catch the attention of the individual; introduce new ideas; spark thinking and discussion
- **Includes:** Posters; comics; a card game; etc.
- **Most useful for:** The individual, relationship and community levels

4. Training
- **Objective:** Strengthen people's knowledge and skills about violence against women, HIV/AIDS, norms about power and the benefits of change
- **Includes:** A general training module; specialized training for healthcare providers; interview guides, etc.
- **Most useful for:** The individual, relationship and community levels

10.1.2. Contribution to Peacebuilding

Applying a rights based perspective to peacebuilding, as is the case in this project, means that power relations become the focus of the intervention. It implies that those who have the power to promote, fulfill and protect human rights are influenced to aknowledge these rights, and that the powerless and marginalized are empowered with skills, knowledge and other mechanisms to address the situation. This leads not only to the absence of violence (negative peace), but it can also contribute to the absence of direct and indirect structural violence and to social justice (positive peace).

10.1.3. The Pros & cons of this intervention

- ⊕ SASA! uses community members (both men and women) as activists. As they underwent a behavioural change themselves, they serve as strong models.
- ⊕ Providing the activists with practical tools helps them to operate independently and foster discussions in their community.
- ⊖ Focuses on power imbalance as underlying cause for violence against women only, without addressing other causes. Therefore it could be that it doesn't sufficiently address violence against women and girls.

10.1.4. Major risks of the initiatives

It can be risky when the change in women's (and men's) behavior is too strong and sudden. A possible effect is that violence and rejection from the social- and familiar context increases and takes on serious measures. There are ample examples of girls and women who stood up for their

rights and had to pay with their life. The reaction to change should be anticipated, especially when it concerns social-, familiar-, and cultural changes. To enhance societal change it is important to use an inclusive approach (in which key groups and persons are included) and to take the time to roll out the process step by step.

> ### Gender GBV and peacebuilding
> Gender based violence is violence aimed at a person because of his/her gender role. Such violence expresses the will of someone to surpress and control another person or community. The gender hierarchy is in this case articulated through gender violence, and it becomes the vocabulary through which other forms of social and political control are manifested. At the same time, violence against individuals (mostly women) does not only impact the individual, the consequences of gender violence extend beyond the victim to the society as a whole. Consequently, GBV can be described as a syptom of the general conflict culture, as well as a cause for further conflict and social unrest. There are even authors that claim that a peaceful resolution of conflict is not possible in societies with high rates of GBV. It is therefore important to analyse the linkages between GBV, power and conflict in a certain society and to address underlying power inequality and cultural perceptions of violence in (peacebuild-ing) programming.
> **Source:**
> http://www.wiscomp.org/pp-v3/pdfs/Swarna.pdf

10.2. CARE Burundi, project Girijambo

"I used to let my wife do all the work in the house and in the fields. She would cultivate, take care of the children, and do all the house chores. I used to stay out in the streets with the other men and waste my money on beer and girls." Innocent Ntibishimirwa describes the relationship with his wife before he became a SASA! activist. "I had no idea. But through the SASA! exercises I started to realize that this behavior wasn't helping us. I started to feel ashamed of my children, who were running around in filthy clothes. My wife with all her responsibilities had no time to bathe them every day."

CARE Burundi's project Girijambo selected local activists through several SASA! exercises in early 2011, about one year before our conversation with Innocent. During the exercises, observers noted which people were ready to change their behavior and help others to change. These local

activists were further strengthened to use the approach. They applied their lessons in their own life, and saw the advantages. This gives them a great starting point to help others to change as well. Innocent: "Bit by bit, I started to change. I took up some household chores, and then I also realized I needed to use our family's money more responsibly. We started to save and we were able to replace the grass roof of our house with iron sheeting. "

Innocent is not the only one with such a story. Adeline Habonimana explained to us that it is not only men who can misuse their power in the household: "My husband was a policeman; he worked in another part of the country. When he was away, I would make some money with my small business. But every time he would get home, I stopped selling and hid my money. I convinced him I needed his money to manage the household and he would give me part of his salary."

The SASA! exercises are aimed to make people conscious about their behavior and are very practical. They are not telling people what they should think. Participants have expressed that through the exercises, they have personally felt what it is like to be without power, how it limits your capacities. Adeline continues: "Then I participated in the SASA! exercises. They showed me the advantages of being equal in your marriage. Slowly, I started to realize that you need to share resources in your household, that you are stronger together. I started to show my husband what I earned. It not only improved our relationship, it also helped us to better manage our resources."

Innocent and Adeline now help the other people in their community to change, together with the other activists. Each activist has posters, one that shows examples of unequal relationships between men and women, and another with images of equal relationships. They also use a radio soap opera. With these tools, they start discussions among families, groups of youth, in bars or even next to the road. Samuel Hakizimana, another activist from the same region: "I put up the poster in my living room, surrounded with photos of my family. Everybody who visits my house and wants to see the photos, also looks at the poster. And when I take my radio to a busy place to let people listen to the story on the cassette, they want to borrow the cassette, so that they can listen to it at home with their partner."

Daniel Niyongere notes that change is already taking place. He estimates that among the 30 households in the area where he tries to raise aware-ness through SASA!, some 10 to 15 households have already changed.

More about Project SASA!:

The above case study is based on CARE Burundi's Girijambo project. Girijambo ran from June 2009 till May 2013.

10.3. Reference Source Material and Contact details

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Contact details:
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- Laurent Uwumuremyi - laurent.uwumuremyi@co.CARE.org

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- GAZA, Palestine, *Stop violence against women* http://www.npaid.org/Our-work/Countries/Middle-East/Palestine/Projects-in-Palestine/Violence-against-women
- Lebanon, Jordan, Egypt, Occupied Palestinian Territories, *Engaging men and boys in ending violence against women* http://www.kafa.org.lb/fields-of-action/1/10/engaging-men-and-boys-in-ending-violence-against-w
- Egypt, *violence against women* http://middleeastvoices.voanews.com/2012/01/violence-against-women-in-lebanon-a-debate-thats-not-going-away/
- Jordan, *project stop violence against women* http://www.irinnews.org/report/74255/jordan-project-launched-to-fight-violence-against-women

Practical Tools
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The full SASA! toolkit can be downloaded from www.raisingvoices.org

11. ECONOMIC INFRASTRUCTURE

11.1 Micro-finance and income generating activities

> **Approach:** Improve access to and use of saving and credit services by vulnerable and poor households in order to strengthen their economic resilience.
> **Organization:** CARE
> **Country:** Sri Lanka
> **Category UTSTEIN:** Economic infrastructure

Theory of Change
IF family members of former child soldiers (including women) have access to good quality financial services that respond to their specific needs, and **IF** they take up leadership roles in the associations providing these services,
THEN they will be economically and socially empowered allowing them to reintegrate in society, having a positive role, and bringing sustainable peace nearer for society.

Assumptions to the theory of change:
- Institutions that are interested in providing financial services to less attractive clients can be identified;
- Active roles of women and (family members of) former child soldiers in institutions providing financial services are accepted by society and lead to improved social position;
- The poor and vulnerable (or at least a significant portion among them) are economically active;
- The situation is sufficiently stable that beneficiaries feel confident to invest.

11.1.1. Description of the intervention
This chapter describes CARE Sri Lanka's experience in the CAB-E and CAB-E II projects, providing an example of how to strengthen economic infrastructure in a (post-) conflict situation. More specifically, the purpose of the projects was to improve the access to and use of saving and credit services by vulnerable and poor households who are economically active, in order to strengthen their economic security.

The projects mainly worked with existing Community Based Organizations (CBOs), which were already active in the financial sector, providing these services. In areas where no CBOs were active, but with high demands for financial services among the community, the set-up of new CBOs was facilitated.

In first instance, CAB-E targeted women. This was based on the facts that women are generally less economically and socially empowered, are harder hit by the conflict, and the target area knows many female headed households. With the start of project CAB-E II, a focus on former child soldiers was included, following the release and return of a large number of them. These returnees showed a great need for access to financial services. At the same time, through their inclusion in well-respected CBOs, their social reintegration in society was promoted. The project recognized however the sensitiveness that came with their inclusion. For their identification, CARE coordinated with UNICEF, Save the Children and UNDP. All information was kept strictly confidential. The CBOs continued to have a community-focus. Former child soldiers, or their family members, were not identified as such within the CBO, nor did they gain membership solely on this basis. Rather, they were specifically included as members of the larger target group of economically active poor.

The different steps followed by the projects are:
- Selection of CBOs. The criteria used included among others existing membership, status of the community within which the CBO operates (poor, rural), the history of the CBO and at a later stage also the ability to accommodate child soldiers or their families.
- Analysis of the (possible) implications of microfinance services on men and women.
- Assessment of CBO capacity, using standard participatory assessment tools.
- Development of a training curriculum for CBOs.
- Training for CBOs. This capacity building was based on each organization's need in the following areas:
  – Gender equity awareness and practices;
  – Mobilization of savings;
  – Microfinance best practices;
  – Management of funds;
  – Entrepreneurship;
  – Operation of micro-credit facilities;
  – Good governance practices;
  – Do No Harm principles.
- Provision of startup grants to the CBOs. Previous experience has shown that initially savings deposited by the members are not enough to cater for the credit needs. Following a needs assessment, CBOs could qualify for a small fund to kick-start activities. Rather than applying a standard 'multiplying the saved amount' grant, these grants were aimed at ensuring that a CBO had the minimum amount needed to operate viable financial services. These funds were given in stages, with progression to each subsequent stage based on the CBOs performance, including mobilization of savings, management of funds and loan repayment. This way, the grants became part of the capacity building process.
- Ongoing support for at least six months, based on the individual needs of each CBO. Capacity building consisted of much more than the initial training package cited above. The support included regular contact or coaching by a project staff member and exchange visits. The project also ensured that all CBOs were officially registered.
- Regular performance assessments. These assessments covered recording and management of the savings funds and loan portfolio and repayments, as well as monitoring gender-related practices. Besides, the CBOs were encouraged to engage in self-monitoring.
- Linking of CBOs to co-operatives or commercial banks. Where possible, CBOs were linked to government or private banks. In so-called uncleared areas, the parts of the country still nominally controlled by the Liberation Tigers of Tamil Eelam, the CBOs were linked to rural banks. All CBOs got accounts in government or private banks. In cases where direct linking with banks was not possible, local NGOs functioned as intermediaries.
- Implementation of competency-based phase-out plans with each CBO. These plans were developed after the initial six months of training, with full participation of each CBO. Since each had its own specific needs, an individual plan per CBO was made.

The final evaluation recognized that providing access to financial services has had a visible impact on the household's income. As the projects worked specifically with women, their participation in economic life has been enhanced and the number of households, where both partners contribute to the family's income, has increased.

11.1.2. Contribution to Peacebuilding
The underlying theory of change of these projects is that if reasonable livelihoods are created, there will be a decline in grievances that can lead to conflict. These projects have however not lead to direct evidence to confirm this assumption. However, next to the generated economic impact, the projects did enhance certain positive social change. As already mentioned above, the membership to the CBOs gave former child soldiers a chance to integrate in society. The discretion about their

background prevented them from being stigmatized. Women have as well been empowered through trainings, their management role in the CBOs, their economic contribution to the household, etc. Lastly, the CBOs undertook various social activities, such as organizing voluntary services (e.g. cleaning of roads and public buildings), conducting non-formal education activities and organizing social events.

11.1.3. The Pros & cons of this intervention
- ⊕ The approach can create peace dividend and decrease dependency.
- ⊕ In the context of Sri Lanka, the approach has proven to be adaptable to both the cleared and the uncleared areas, showing that it is effective at different stages of conflict.
- ⊖ As the project targeted women only, it risks creating negative sentiments among men and misses an opportunity to engage men in women's empowerment. The need to be gender and conflict sensitivite is especially acute where interventions use money, or financial services.

11.1.4. Major risks of the initiatives
Worldwide experiences with micro finance teach us that projects fail when there is no understanding of local social and economic structures, as well as macro-level trends. For example, the social perception of entrepreneurial qualities is an important factor in the receptivity to micro finance projects. In societies that place low status on economic individualism, for example, entrepreneurial endeavors are likely to be limited. In addition, different groups (by tribe, religion, gender or educational status) may be expected to operate certain types of enterprise and not others. If NGOs wish to encourage the adoption of particular enterprise activities and ensure the success of their venture, they must understand the local environment.

Gender and Micro Finance
To date a large part of the micro finance initiatives (especially village savings and loans initiatives) around the world have concentrated on women. This is due to the fact that 1) traditionally women have been disadvantaged in access to credit and other financial services and targeting them therefore makes sense from a public policy standpoint; 2) Women also contribute larger portions of their income to household consumption than men. Next to these reasons, there is the implicit assumption that once women have access to money and contribute to household's expenditures; they will have more say in household decision making and become more

active in their community given the self-esteem gained through their participation in micro finance groups. This assumption however only focuses on economic circumstances as a driver for social change. There is a need to look beyond access to finance as a single driver of social change and poverty reduction. For these interventions to truly lead to the empowerment of women, there is a need to incorporate a gender transformative approach in these types of programs.
Source:
Access Africa, *Programme Guide, Field Operations Manual with Integrated Gender*, 2013 (see CD)

11.2. Micro finance project – Sri Lanka
Sinnarasa Mahaledchumy has been left by her husband a long time ago. She lives with her mother, and two of her daughters have been forcibly recruited as child soldiers in the Liberation Tigers of Tamil Eelam (LTTE). After the splitting off of the Karuna Faction in March 2004, they were set free and returned home. In the months that followed, the family had a difficult time feeding them, sending them to school and ensuring their safety. As the family was recognized as very vulnerable, CAB-E provided two loans, one to the mother for paddy cultivation, and one to Mahaledchumy to set up a small shop. The revenues from both activities are being used to feed their children and send them to school, including the former child soldiers. In addition, these women feel that their children are safer, as the family is now part of the CBO and a CARE project, which brings a certain respect within the community.

11.2.1. Other Lessons Learnt or Best Practices
Not in the example here used, but in the Institute Clingendael's report 'A Community Dilemma, the changing face of violence in Colombia'. This evaluation of a DDR reintegration program with a strong economic component describes that once the ex-combatants found a good job and an economically viable way to support themselves and their families, fewer of them returned to armed groups.

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- CARE International Sri Lanka, Continuing capacity building for financial services and resources in the East (Project Proposal CAB-E II).
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🔧 Practical Tools

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- CARE, *Selection, Planning and management (SPM) of Income generating activities* (IGA's), http://fnsrh.CARE2share.wikispaces.net/file/detail/SPM+Manual+for+Village+Agent_2010.doc (see CD)
- CARE, *Training manual for VSLAs*, http://fnsrh.CARE2share.wikispaces.net/file/detail/TechGuide_VSLA+Training+Manual+for+Literate.pdf (see CD)
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12. ADDRESSING NATURAL RESOURCE SCARCITY AS A DRIVER OF CONFLICT

12.1. Community based Disaster Management

Approach: Building up a community based disaster management system through capacity building and investment on local and governmental level.
Country: Somalia
Oragnization: CARE
Category UTSTEIN: Addressing Natural Resources Scarcity

Theory of Change
IF natural resources are managed by the community and the (national) government, reducing risks and vulnerabilities, particularly those of the poor and marginalized groups.
THEN the effect of natural disasters on conflict will be mitigated AND a resilient society characterized by sustainable social, economic and environmental development is achieved.

12.1.1. Description of the intervention
The intervention aims to strengthen livelihoods, with particular emphasis on building capacity of government and civil society actors for effective natural resource management and prevention of conflict. Additional measures are to improve access to natural resources for local people, as well as to provide support to marginalized groups (women and IDPS), for example through micro enterprise outreach programs.

Five Intervention Strategies to reach the objectives
1. Gender equality
The intervention strategy includes women and IDPs as marginalized groups with limited income opportunities and little representation in the pastoralists' institutions. Participation of woman is important as they are often the caregivers of the family and communities. A plan that empowers and strengthens their economic and social position and that of their families is needed to establish involvement and to maintain sustainable Natural Resource Management (NRM).

2. Conflict sensitivity

First of all a baseline study on the role of civil society organizations in conflict resolution should be conducted. The study should identify the key causes of conflict. For example, whether conflicts are based on a concentration of livestock where water and grazing land is available, or if they are caused by monoculture production and enclosures of grazing lands.

3. Disaster preparedness

Involvement of local trainers and actors based on a broad analysis of actors is essential when working on a preparedness disaster system. Disaster preparedness starts with capacity training to ensure a long-term engagement of community and government. A disaster preparedness and management framework and an overview of the needed logistical and human structures should be the outcome of such a training. Stakeholders that should be involved are the community key actors, officials of government and civil society organizations concerning environment, human rights and private enterprises. Together they can form a stand-by and functioning platform of action.

4. Democracy and good governance

Throughout the capacity strengthening interventions for community groups (like the pastoral institutions in Somalia) and relevant line government (like ministries in Somalia), good governance should be promoted. Elements such as accountability, transparency and participatory policy development should be integrated in the capacity building trainings. The development and implementation of a NRM policy indicates attempts to enhance governance effectiveness.

5. Environmental sustainability

Environmental sustainability is a key crosscutting theme. Improving the livelihood security of people through sustainable natural resource management is the key objective. Working with local people to address environmental conservation and building their advocacy capacity, is a fruitful strategy with regards to environmental sustainability.

12.1.2. Contribution to Peacebuilding

When focusing on the 5 strategies of these interventions in a singular geographic area, where natural resources are - or were - subject to conflicts, the chance of sustainable Peacebuilding will increase significantly and the ownership of preventing and resolving conflicts will be managed by the community and governments themselves.

Conflict hotspots

CARE defines 3 sources of natural resource-based conflicts: Concentration of livestock, forest burning – this becomes a source of conflict when the cutting or burning happens in large communal areas used for graz-

ing; the conflict may occur between burners and pastoralists-; and illegal enclosure of areas by powerful actors (armed individuals, clans, multinationals, etc.).

Conflicts with natural resources as the subject are often caused by the social- and political power environment. For example; conflicts occur when it rains in certain places and there is a lack of rain in others, when trees are burned or land illegally occupied, when water is scarce and claimed by specific groups, when fertile ground is being privatized excluding people of land, etc.

When poverty is high, there is a lack of jobs and other employment opportunities in the area; destruction and misuse of the land and other natural resources begins. At the same time there might be a weak or absent government. Armed groups (sub-clans) and possibly multinationals that occupy the region establish new settlements, or buy up land leading to exclusion of others. It is not uncommon to see a man holding a gun at a water source for the purpose of preventing others from using that water.

In the absence of, or in case of weak governmental structures for conflict resolution and natural resource management, prepared and empowered community groups become critical structures. Strengthening and supporting these groups will certainly contribute to a reduction in natural resource-based conflicts in the area and improve resource management. In fragile countries the customary institutions involving elders and clan leaders are very crucial bodies. Below is a list of institutions that help resolve community conflict in fragile states:
traditional elders (*samadon*), community elders, religious leaders, Intellectuals, women groups (e.g. through songs, such as playing *burambur*[18]), youth groups and local authorities.

Local strategies for conflict resolution are usually a three-tied process:
- The first stage is an intervention to halt the conflict,
- The second stage involves identification of the conflicting groups and the mediation team is set up, usually consisting of community and religious leaders. Discussions are held on the root causes of the problem, violators are determined, and decisions are made in favor of the victims. The violators are given stern warnings not to repeat the violations committed, and
- Religious leaders are called in for determination of compensation in

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[18] women play these songs to restrain the men from fighting and encourage them to mediate

cases where lives/property have been lost and/or damages occurred or for further guidance based on (Islamic) religious teachings.

12.1.3. The Pros & cons of this intervention
- ⊕ Long-term collaborative work enables communities and governments to get a better understanding and appreciation of the value and potential of civil society institutions.
- ⊕ Where government is absent or weak the community groups become entry points for development work.
- ⊕ Training is an effective tool for promoting community ownership of project activities.
- ⊕ Awareness creation through the use of video footage stands out as an effective methodology for dissemination of NRM messages owing to its visual content and its ability to engage communities with low literacy levels.
- ⊖ The success of the intervention is heavily dependent on the security and stability of power actors in the region.
- ⊖ Financial dependency could be generated when there is no strategy to get the actors to act independently of foreign donors, risking unprofessional, unsustainable strategies.
- ⊖ Drought and other natural disasters remain a constant threat to development activities.

12.1.4. Major risk of the initiative
First of all, natural hazards remain the most important risk to not reaching the goals as well as not reaching a fair distribution of resources. To reach the objectives, a serious preparedness- and early warning system should be designed and developed according to a strategy that includes the community, private enterprises and government.
The second major risk is to be found in the existing actors of power in the region and neighboring regions. Strategies should include a conscious action plan in which these actors are included and a way should be found to consolidate a peace dialogue.

Gender and Natural Resource Management
There is a growing awareness that men and women have different roles when it comes to the preservation of biodiversity and the conservation of for example land and plant genetic resources. Gender roles also have an impact on the local knowledge that people have about their natural environment. For example:
"In smallholder agriculture, women farmers are largely responsible for the selection, improvement and adaptation of plant varieties. In many

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regions, women are also responsible for the management of small livestock, including their reproduction. Women often have a more highly specialized knowledge of wild plants used for food, fodder and medicine than men."
FAO, Women – users, preservers and managers of agrobiodiversity, 1999
Other sources state that natural resource management can be used to address risks and opportunities related to women in conflict contexts. NRM provides certain entry points that can be used to strengthen the role of women in peacebuilding processes, by increasing their role in decision making processes as well as in economic recovery.
Source:
http://www.fao.org/sd/nrm/nrmresrch.htm
http://www.unep.org/disastersandconflicts/Introduction/ECP/WomenandNaturalResourcesinPeacebuilding/tabid/131156/Default.aspx

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12.2. Resilience project - Puntland, Somalia
The Puntland Pastoralists Livelihood Project was implemented in four districts of Grower, Bandarbeyla, Eyl and Qardho within Kaarkar and Nugal regions in North Eastern Somalia. The action sought to improve the livelihood security of 13,900 pastoralists through sustainable natural resource use and increased resilience to droughts.

The project was designed to strengthen pastoral livelihoods, with particular emphasis on building the capacity of government and pastoral institutions for effective natural resource management. Additional measures have been taken to improve access to water and improve pasture, as well as provide support to marginalized groups (women and IDPS), through micro enterprise outreach programs to increase their income opportunities and strengthen their position in society. The project also improved access for primary producers to livestock markets.

The intervention addressed the following key areas:
- Rehabilitation of degraded grazing lands.
- Improving access to water for both human and livestock use.
- Strengthening the role of pastoral institutions in advocacy for effective natural resource management.
- Capacity building of the Ministry of Environment, Wildlife and Tourism (formerly the Ministry of Livestock, Agriculture and Environment) in Natural Resource Management.
- Supporting marginalized groups in small and medium enterprise management.
- Improving access to livestock markets for primary producers.

A key initiative in enhancing resilience to shocks and related stress is the diversification of livelihood options, with a view to provide alternative sources of income for pastoralist households and as a means of empowering marginalized groups and promoting their inclusion in society. As such, the project worked with marginalized groups (women and IDPs) who had identified and developed viable small-medium enterprises (SMEs), in identified areas of enterprise development. Furthermore, the project worked with other government institutions to enhance institutional disaster preparedness and planning. The HADMA (Humanitarian Affairs and Disaster Management Agency) was for example supported by developing a framework that would trigger effective disaster preparedness and planning at all levels to the benefit of pastoral populations within the target areas.

The ministry of Environment was a key partner of CARE in the implementation of the project. Key support to the ministry was largely focused on capacity building initiatives and the development of a natural resource management policy. An important factor determining the performance of this policy was effectiveness of the pastoral institutions and the application of a community based natural resource management strategy. The strategy was eventually passed as an NRM act by the Puntland parliamentarians.

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- UNSSC, *Free online course on land, conflict and NRM* http://www.unssc.org/home/line-training-programme-land-natural-resources-and-conflict

Contacts:
- CARE Nederland, Iljitsj Wemerman wemerman@carenederland.org

> **Practical Tools**
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13. MULTIPLE STRATEGIES ON PEACEBUILDING

13.1. An Inter-Ethnical Dialogue

Approach: Holistic, broad empowerment strategies (psychosocial, economic, cultural and social) to build on human and social capital for peace
Organization: The UJYALO program was implemented by a partnership of 5 INGOs: Save the Children, CARE, International Development Enterprises, The Asia Foundation and Winrock International
Country: Nepal
Category UTSTEIN:
Bridge-building activities
Civil society capacity building
Grassroots dialogue
Bridge-building
Trauma therapy and healing
Physical reconstruction
Economic reconstruction
Infrastructure of health and education

Theory of Change
IF individuals have access to psychosocial support, develop skills to transform conflicts in their community and develop the skills to improve their livelihood AND if these individuals are part of groups across divider lines where they learn to use these skills,
THEN poverty, social exclusion and discrimination as root causes of conflict will diminish.
Assumptions to the theory of change:
- Individuals from all groups are willing to train or work together with individuals from other socio-economic, ethnic, etc. groups;
- Individuals will, through training and income generating activities, be able to sufficiently increase the income of their household to overcome poverty;
- Individuals recognize that the benefits of working together are bigger than the benefits of social exclusion (cost-benefit analysis);
- Poverty, social exclusion and discrimination are the main root causes of the conflict.

13.1.1. Description of the intervention

This chapter presents the experiences of CARE Nepal's UJYALO project (UJYALO literally means 'From dark to light'), as implemented between October 2004 and September 2007. The project was implemented in a partnership of five INGOs (Save the Children, CARE, International Development Enterprises, The Asia Foundation and Winrock International) and multiple NGOs, CBOs, and members of civil society. Underlying causes of conflict as poverty, social exclusion, discrimination, and lack of good governance had been identified.

Rather than using one specific approach to Peacebuilding, the specific strength that this chapter wants to highlight is the synergy between the different categories used and actors involved.

13.1.2. Contribution to Peacebuilding

The two core pillars of the project are the strengthening of human and social capital. Each of these pillars consist of multiple elements:

- **Capacity building of implementing NGOs (international and local)**
- By using a participatory approach and heavily relying on the local partners, NGOs were able to consolidate their learning from training by directly applying it in the field.
- One element that was important to build the synergy between the different approaches used by UJYALO, was the combination of technical (hard) and interpersonal (soft) skills of the staff working for the different project partners. This made synergy between infrastructural and social interventions possible, while it also helped staff to gain respect from communities.
- **Trauma healing and counselling**
- In order to deal with post-traumatic depression amongst the communities, community psychosocial workers (CPSWs) as well as community counsellors (CCs) were hired and trained. Besides treating specific cases, the CPSWs and CCs raised awareness on trauma and psychological disturbances. They also provided training to and coordinated with hospitals, teachers, government officials, and traditional healers.
- To address the specific needs of traumatized children, UJYALO organized 'courses' that strengthen children in the areas of trust, safety, personal narratives, cooperative games and future planning. This helped the children to overcome the atrocities that they have seen. To help parents to support their children in overcoming their traumas, parenting classes were also provided.
- **Peace education and mediation activities**
- In order to deal not only with the stress caused by past experiences, but also to prevent new conflict from flaring up in the communities, the project organized several activities to foster peace. These include

training teachers to provide peace education to fifth and sixth graders, training community peace builders and mediators to spread peace messages and help resolve disputes in the community, and lastly providing access to legal advisors and lawyers for those cases that were beyond the capacity of the community peace builders and mediators.
- Apart from preventing and solving conflicts, these activities had a positive impact on empowerment and inclusion. Community peace builders and mediators advocated against discrimination based on ethnicity and gender (being one of the factors fuelling conflict). At the same time, members from socially excluded groups were trained as mediators, leading to their empowerment and social acceptance. Lastly, training by the project was provided to a mixed group, with people from different castes, ethnicity, religion and gender. Throughout the training, people got to know each other and respect between the different groups grew.
- **Peace dividend**
- UJYALO also included several interventions in order to strengthen peace dividend. These activities gave people reason to actively support the sustenance of peace, while at the same time creating the pre-conditions for them to engage in and benefit from the 'soft' activities. The project used a combination of vocational and technical trainings and income generating activities. Special attention was given to war widows, who often had the biggest problems to sustain themselves.
- **Building Social Capital**
- UJYALO formed or enhanced a large number of community committees. In general, these groups worked towards a combination of the development of peace dividend, support for victims of conflict and strengthening a culture of peace in the community. In all groups, inclusion and participation of victims of conflict and marginalized people including children, war widows, Dalits, Janjatis, and other under-represented and socially excluded groups was ensured, in order to empower them, to strengthen relationships between different groups and to ensure that all groups of society felt represented. The groups also included representatives of the government and the business sector.
- **Synergy**
- UJYALO incorporated numerous forms of synergy. At the top level, the five INGO implementing partners worked together, which provided the experience needed for a wide range of psychosocial and structural interventions. At the next level, multiple NGOs and CBOs worked together to develop, coordinate and implement these interventions.

At the grassroots' level the individuals, communities, committees, and groups joined in a holistic approach to overcome the socio-economic, political, cultural, and structural obstacles to sustainable development and peace.

– In order to achieve synergy between the different elements and actors in the project, social mobilisers were essential. Leaders from the communities where the project was implemented played this role of connector between the NGOs, CBOs, civil society and the communities, committees, and individuals. Their primary task was to liaison and coordinate the multiplicity of activities within the same community. Social mobilisers received training in the different approaches used by the project, to help them play this role.

13.1.3. The Pros & cons of this intervention

⊕ A holistic approach, which looks at both 'hardware' and 'software' and tries to respond to both the causes and consequences of conflict.

⊕ A very participatory, decentralized and inclusive approach creating ownership and empowerment.

⊕ Building on pre-existing structures.

⊖ Limited attention to the institutional level. However, through the synergy of a large variety of actors, a network with significant capacity for advocacy could be created.

⊖ Needs relatively large amounts of time & budget.

⊖ Limited evidence of impact beyond the direct beneficiaries was found.

13.1.4. Major risk of the initiative

When this intervention is implemented without the integration of a strategy aiming to influence and reach political-, social and economic changes at the national political level, a high risk of unsustainability exists as well as the creation of a strong dependency on the organizations involved on the project. On the long term this dependency could create an even more static context, than was the case before.

A strong advocacy and lobby intervention could diminish these, creating political will for change (including for the poorest, marginalized and excluded people in society, crossing gender and ethnic borders). Political will on local and national level is needed and essential to achieve sustainable change.

⚥ Gender and a holistic approach
Gender always plays a role on several levels, in identities, relationships and structures (laws, religion, culture, etc.), therefore a gender analysis should ideally address each of these levels. The same applies for gender inequality, which is a structural problem, that needs to be addressed with interventions at different levels.

13.2. Holistic approach - Nepal

"When I was first introduced to the concept of culvert construction as a synergetic activity that helped to build peace at the community level I was skeptical. How could a small culvert have an impact? After visiting several communities and committees involved in culvert (drain) construction, it is now my favorite example of synergy. The actual physical structure creates a bridge that connects farmers to markets, children to school, and in some cases communities that might have latent or overt tension." – Peter Bauman, best practice researcher.

The process of building the culvert begins with the local NGO having a meeting with the entire community and the community electing a culvert construction committee - role modelling democratic behavior and transparency through participation, social inclusion, and transparency. Besides financial support to build the culvert, the committee also receives training in Peacebuilding and human rights, which they use to raise awareness in the communities. In this particular case the culvert construction committee was able to work together with the school roofing committee and school management committee to focus on several issues in their community. The activities have helped a lot in terms of changing attitudes, behaviors, and structures (for example on equal wages between men and women, social inclusion of Dalits, and women's rights). The experience of being on a committee has led to individual transformations, particularly regarding women and lower caste empowerment. Many of the women on the committee said they felt like role models to other women in the community. Below is an excerpt from interviews with members of three different committees and the community they serve:

"The committee learnt a lot while building the culvert. We are thinking of doing 2 or 3 more. This particular culvert is important because it is a shortcut to the market and school. Before we had to walk very far because this way was always flooded. Through public/social audits we built trust and taught the community about the need for accountability and transparency. Several members of the culvert construction committee are members of other committees in their community. This

helped to share ideas, issues, and resources. All the committees work together to support each other. Each committee focuses on a different issue and then works together to achieve the objective."

13.3. Reference Source Material and Contact details

Reference material:
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- Danish Institute for Human Rights, *Applying a rights based approach,* 2007 http://www.humanrights.dk/files/pdf/Publikationer/apply-ing%20a%20rights%20based%20approach.pdf (see CD)

Sources used:
- CARE Nepal, www.CAREnepal.org

Contacts:
- CARE Nepal Santosh Sharma – santosh@np.CARE.org

13.4. Other Lessons Learnt or Best Practices
- Pedakhep, http://www.padakhep.org/introduction%20to%20 Padakhep-1.php
- UPHOLD, http://uphold.jsi.com/About.htm

Annex 1 CONFLICT SENSITIVE PROPOSAL DESIGN CARE

This process combines core questions with the tools to uncover them and bring them together.

Stage 1: Macro Analysis (Suggested Time Allocation – 1 to 2 DAYS)
Aim: To understand the broader peace and conflict dynamics affecting the region and how the proposed intervention navigates these trends.

Key Questions	Suggested Methodology	Resources Required
Actors: Who are the influential actors on the peace and conflict dynamics of the region and what are their relationships with each other? • What are the relationships between these actors? • Are there any relationships or actors that we need to understand better? • Which actors will CARE specifically aim to work with? Are there any actors that CARE will need to avoid? • Are there any key relationships that CARE could feasibly strengthen that could impact the peace and conflict dynamics of the region?	Actor Mapping & Analysis[2]	A small group of people with good knowledge of the region • Pens, flip-chart paper, scissors, colored paper. • At least two hours
Conflict Drivers: What are the key drivers of conflict in the region and how are these expressed at a regional level? • Within these, which are the underlying, proximate, and triggers of violent conflict? • On which, and at what level, does CARE want to work?	Conflict Analysis[3] • Underlying Drivers of Conflict • Cause analysis	A small group of people with good knowledge of the region • Pens, flip-chart paper • At least two hours
Peace & Conflict Trends: What has been the historical trend in peace and conflict trends in the affected region? • Are there key events which regularly alter the trajectory of the peace/conflict trend? • Historically, how has this fluctuation impacted upon or has civil society reacted to these broader changes?	Trends analysis • Peace & Conflict • Timeline	A small group of people with good knowledge of the region • Pens, flipchart paper
Initial TOC Review: On the basis of the project design so far, what is the initial TOC underpinning the intervention? • Are there any 'logic gaps' in the current implicit TOC? • Are there any result or activity 'orphans'? • On the basis of the analysis today, are there elements of the TOC that could be strengthened or changed?[4] • What information would be useful to find out at a local level in order to help us strengthen the evidence for the robustness of our TOC? • Initial discussion about kinds of changes to achieve and how to reach them using different interventions.	Hierarchy of Results	A small group of people with good knowledge of the region • Pens, flip-chart paper, cards • At least two hours • Peacebuilding toolbox

Stage 2: Micro Analysis (Suggested Time Allocation – 1 to 2 DAYS)
Aim: To understand how the broader and local-level peace and conflict interact and are experienced at a community level and to what extent there is support and capacity for the proposed initiative.

Key Questions	Suggested Methodology	Resources Required
Community Perspectives What are the different ways people experience conflict in the community? • How has this changed in the recent years? What are the mechanisms by which these are resolved? • Who participates in these resolution mechanisms? • Which issues do people want to address the most? • What is the experience of women in terms of conflict experienced at a community level and what role do they play in its resolution?	Community based analysis • Focus Group Discussions	At least five meetings with community group members. • Support from partner and CARE staff in designing appropriate questions for the local community. • At least 1 day
Lead Partner Perspectives Which conflict issues experienced by the community do you feel that this initiative is best placed to address? • Have there been interventions that have been previously successful in reducing community tensions? • Which, if any of the conflict issues experienced here, should be resolved by the State or through formal mechanisms? • Make an analysis from a Gender perspective: how are women and men affected by conflict, what is the gender character of the key actors, how are women and men involved in resolving conflict, or the conflict resolution institutions, make a Gender power actors analysis, along with a political economy analysis (i.e.what are the key resources in the area, who controls and contests control of them, who has no access) • What capacity building do you feel that local CSO's need? • Is there any specific technical assistance that you would like to receive?	Meeting with the lead implementing partners	½ day meeting
Broader Civil Society Perspectives What is your perspective on the key peace and conflict trends within the region? • Have there been interventions that have been previously successful in reducing community tensions? How do you feel that civil society can best work to support peace dynamics locally and regionally?	Meeting with other prominent CSO's	½ day meetings, depending on availability

Stage 3: Integrating Analysis into Programme Design (Suggested Time Allocation – 1 to 2 DAYS)
Aim: Given the macro and micro level analysis above, the next stage is to consider how this analysis can inform our programme design. This will include revisiting the Peacebuilding theory behind the intervention, finalizing the TOC of the project and considering the conflict sensitivity implications of the proposal design.

Key Questions	Suggested Methodology	Resources Required
Linking Macro & Micro Analysis How are regional conflicts expressed at the local level? • Which local conflicts can be addressed through advocacy at a national level? • Which local-national linkages do we understand better/are there ones we need to explore further? • How can our grassroots intervention influence broader peace processes?	Group discussion	Meeting with core proposal team • At least two hours
Peacebuilding Conceptual Frameworks What assumptions does the current programme design make? Are these the most suitable?	**Either:** More People/Key People[5] • Lederach's Five Operating Principles for Peacebuilding • Direct-, Structural-,Cultural Violence • Structures, Attitudes, Behaviors	Meeting with core proposal team • Pens, flipchart paper • At least two hours
Peacebuilding Theory of Change(Toolbox) TOC Review • How do the perspectives above support or contradict our initial TOC. Are the assumptions known and viable? • Is the chosen intervention appropriate, relevant and effective given the analysis and the theory of change so far articulated? • Is there a correct risk analysis done? • What are the ways in which the proposed intervention could positively or negatively interact with the context? • How might we mitigate against negative consequences? • Is there enough capacity and knowledge to develop and oversee the action-reaction of the intervention on individual, community, local and national level? • Are lessons learned from other experiences taken into account?	Review of implicit TOC • idem • Risks/Mitigation Exercise • Conflict Sensitivity 'Audit'	Peacebuilding Toolbox • Meeting with core proposal team, group discussion/ study of cases , case by case • Pens, flipchart paper • At least two hours
Assessing the conflict sensitivity implications of the programme design What to use as effective conflict & interaction indicators? • Are there ways of including feedback mechanisms into the project design? • Are there ways in which the existing conflict analysis can be updated?	Group discussion / study of cases and/or Peacebuilding toolbox • idem • Conflict Sensitivity 'Audit'	Meeting with core proposal team • Pens, flipchart paper • At least two hours • Either using Do No Harm tool in its entirety, or looking at flashpoints only. – by checking main concerns of Targeting, Distribution, and Partnerships.
TOC Finalization Any final TOC adjustments to make?	Group discussion	Meeting with core proposal team • At least two hours

ACRONYMS AND ABBREVIATIONS

BMAU Budget Monitoring and Accountability Unit
CAB CARE Capacity Building Project
CAB-E CARE Capacity Building Project in the East
CBMES Community-based Monitoring and Evaluation System
CBO Community-based organizations
CCP Conflict Community of Practice
CCs Community Counsellors
CD Is the CD of the toolbox containing additional documentation
CPSW Community Psychosocial Workers
CSC Community Score Card
CSO Civil Society Organization
CSSP Civil Society Strengthening Project
DDP District Development Plan
DDR Disarmament, demobilization and reintegration
HADMA Humanitarian Affairs and Disaster Management Agency
ICGLR International Congference of the Great Lakes Region
IDP Internally displaced person
IDEA International Institute for Democracy and Electoral Assistance
INGO International Non-Governmental Organization
IREX International Research & Exchanges Board
LRA Lord's Resistance Army
LMC Local Monitoring Committees
LTTE Liberation Tigers of Tamil Eelam
MCC Millennium Challenge Corporation
M&E Monitoring and Evaluation
NGO Non-Governmental Organization
NIMD Netherlands Institute for Multiparty Democracy
NRM Natural Resources Management
PAL Participatory Action Learning
PM&E Participatory Monitoring and Evaluation
PRI Penal Reform International
RBA Rights-based Approaches
SASA Start, Awareness, Support, Action
SGBV Sexual and Gender Based Violence
SME Small-medium enteprises
ToC Theory of Change
TRC Truth Reconciliation Commission

UDN Uganda Debt Network
UN United Nations
UNDP United of Nations Development Program
UNICEF United Nations International Children's Emergency Fund
UNSCR United Nation Security Council Resolution
UPR Universal Periodic Review

REFERENCES AND FURTHER READING

General Peacebuilding online manuals:
- Accord: http://www.accord.org.za/images/downloads/book/ACCORD-Peacebuilding-handbook.pdf
- CRN: http://www.crnhq.org/pages.php?pID=77
- Berghof: http://www.berghof-handbook.net/all/
- Caritas: http://www.caritas.org/activities/peace_reconciliation/index.html

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