



CARE NEPAL'S STRATEGY ON

# Conflict Sensitivity Peace Building & (2008-2012)





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**Conflict Sensitivity &  
Peace Building**  
**(2008-2012)**

CARE Nepal's strategy on Conflict Sensitivity and Peace Building (CSPB) was published in september 2008 by CARE Nepal.

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## Foreward

The CARE Nepal's Conflict Sensitivity and Peace Building (CSPB) Strategy is an effort to support the Strategic Direction no.3 of CARE Nepal's current strategic plan 2006-2009-which highlights the need to mainstream conflict sensitivity into all CARE Nepal programs, but is also an attempt to synthesize learnings from the various programs and processes which were undertaken during and subsequent to the years of armed conflict in Nepal.

This strategy is an attempt to systematically ensure that programming and development efforts build into their very design and implementation strategies, these learnings so as to address and ameliorate the causes and impact of conflict specially on the poor , vulnerable and socially excluded(PVSE) groups who are the focus of development efforts of CARE Nepal.

Many International agencies are involved in peacebuilding efforts in Nepal. Some time back, CARE Nepal had done a scan of such efforts in several INGOs and produced a booklet called - "Conflict Sensitive Practices in Peer Organisations". This strategy document is also an attempt to define some of the important considerations that need to go into overall development programming which seeks to redress the negative impact of the conflict on the lives of the PVSEs who suffer its consequences and are affected the most. This strategy has built upon the

experiences of CARE Nepal but have also drawn from the works of experts in this area both nationally and internationally. These theories and practices have been applied to our programs and the learnings gleaned therein are presented here. Most importantly the thoughts and advice of several people affected by the conflict particularly those living in remote and difficult areas, particularly women and girls, and who have been impacted in various ways has also been sought in this effort and documented.

Several people and resources have supported this effort the prime one being Sama Shrestha who has facilitated this process from its infancy to its completion. This has also been done with support from a core group of staff (CSPB Working Group Members) from the field and headquarters of CARE Nepal. Rachel Goldwyn, Victor Robinson, Dr PK Adhikary, Dr Bishnu Upreti and Mr. Shyam Sundar Sharma have contributed very meaningfully in the completion of this strategy to address a key element of our work in Nepal.

Finally the commitment and support of the Organisational Management Team (OMT) in guiding and successfully completing this process is greatly appreciated.

I hope this document is found useful by all those who continue the struggle for lasting peace in Nepal .

Alka Pathak  
Country Director

## *Execution of Conflict Sensitivity and Peace Building (CSPB) Strategy for CARE Nepal*

CARE Nepal has developed a strategy on Conflict Sensitivity and Peace Building (CSPB) so as to better equip itself and its partners to work in and on conflict. The following key steps will be used by CARE Nepal and its partners for the execution of the Conflict Sensitivity and Peace Building (CSPB) Strategy:

1. Introduce the CSPB strategy to CARE staff by organizing orientation program for three cluster levels at Doti, Bharatpur and Janakpur. (Responsible: CSPB working group members).
2. Conduct general orientation and interaction of CSPB strategy to our national and local level partners and key networks. (Responsible: Partnership Managers).
3. Look upon Women and Youth as a Pillar of Sustainable Peace (WYSP) Program as a lead project to implement the CSPB strategy.
4. Revise job descriptions of CSPB working group members by incorporating CSPB strategy's possible work areas.
5. Reflect commitments to integrate conflict sensitivity and peacebuilding in all programs in all clusters.
6. Be attentive to the government's decision regarding peacebuilding processes at all district levels and generate ideas on how CARE Nepal can collaborate with peace committees and government peace initiative and help implement their activities better. Refer: CSPB Strategy Framework.
7. Use Conflict Sensitivity Checklist (enclosed in this strategy, page:...) yearly and highlight these in the project wise annual report.
8. Embark on field questions (enclosed in this strategy: page...) before developing Monitoring and Evaluation (M & E) plan and Baseline Study of every ongoing and new project and highlight these in M & E and Baseline Reports.
9. Review and assess the progress of CSPB strategy in each cluster level during every annual meeting.
10. Review Conflict Sensitivity and Peace Building Strategy during the review of CARE Nepal's Strategic Plan (FY 09) in 2009 and at the end of 2012.
11. Mainstream the outcomes of conflict analysis from field in all CARE's system and policies like that of Human Resource Manual, procurement, contingency plan, partnership modality, structure and program delivery.
12. Explore and design new program in line with CSPB Strategy by 2012. (Responsible: Program Development Unit).

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## *Executive Summary*

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### **Introduction**

In Nepal, although entire communities suffered the consequences of the decade long armed conflict, the most affected have been the poor and vulnerable ones especially women and children. Many children were orphaned or separated from their parents and families. Single women had to take increased work load and family responsibilities. Many victims of armed conflict especially women were forced to be silent due to the fear of added atrocities from the armed forces. Many families were forcefully displaced. There were also many incidences of trafficking of women and children to carpet factories, circuses, farms, road construction and sex industry. The development organizations on the other hand, which without saying have been doing mainly peacebuilding work by addressing the

root causes of conflict with their non-partisan short, medium and long-term programs, have been adversely affected in their performance.

As a development program is not neutral, it creates impacts that can be both negative and positive, often in favor of its target beneficiaries and excluding others. The common concern expressed in adoption of the Conflict Sensitivity and Peace Building (CSPB) approach is that national and international development organizations should be conscious of the fact that they should not intentionally or unintentionally fuel the conflict but contribute directly or indirectly to peacebuilding. In view of the above, CARE Nepal has developed a Strategy on Conflict Sensitivity and Peace Building (CSPB) so as to capacitate itself as well as its partners to work in and on conflict. This

document is structured in such a way that it provides brief information first on a wider context including national and international experience followed by CARE Nepal's own efforts as well as thoughts on working in conflict situation so as to link it with others having similar concerns. With a brief note on its experience, it deals with the participatory approach that was adopted in developing the CSPB Strategy, which included a series of workshops and group work meetings.

CARE Nepal's portfolio includes 21 programs in 42 districts, working with more than 1,000 community groups with more than 50 local partner NGOs, networks, and federations. In order to contribute to achieve the goal of sustainable and equitable development resulting in greater gender and caste equity and improved livelihood of the poor, vulnerable and socially excluded people (PVSE), CARE Nepal has adopted four strategic directions in its Strategic Plan 2006-2009.<sup>1</sup> The first two strategic directions respond to the structural aspects of the conflict, the fourth focuses on disaster and emergency response, and the third intends to mainstream conflict sensitivity into its programming in order to minimize its negative impacts and position itself to engage in peacebuilding. The CSPB Strategy has also adopted the following definitions of conflict sensitivity and peacebuilding.

**Conflict Sensitivity**<sup>2</sup> means the ability of an organization to understand the conflict context in which one is operating and there of mutual interaction between one's own

interventions and the context, and then have sufficient eagerness to act in a way to avoid negative impacts and maximize positive ones.

**Peacebuilding**<sup>3</sup> is programming which seeks to consolidate peaceful relationships, strengthen political, economic & cultural institutions and mechanisms to mediate conflict, and then create conditions for sustained peace by bringing positive benefits to the target population by avoiding or overcoming negative impacts and maximizing positive ones.

Based upon the recently undertaken analysis on underlying causes of poverty in Dhanusha District, CARE Nepal's experience indicates that poverty and conflict are interrelated and have many similar causes.<sup>4</sup> As CARE Nepal has been committed to work in and on conflict, the need has been felt to develop its Strategy on Conflict Sensitivity and Peace Building (CSPB) as an integral part of its Strategic Plan 2006-2009. CARE International UK has also committed to support CARE Nepal in capacity building around conflict sensitive practices in development and peacebuilding through the Partnership Programme Agreement (PPA) funded by DFID. This strategy development work has also partly used this fund. Based upon lessons learned from practices elsewhere as well as CARE Nepal's own sporadic initiatives in peacebuilding with such programs like UJYALO, SAKCHAM, ASHA, Gender and Peacebuilding, Women and Youth–Pillar of Sustainable Peace, it adopted the following process to prepare the CSPB strategy.

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<sup>1</sup> CARE Nepal Strategic Plan 2006-2009, Kathmandu 2006

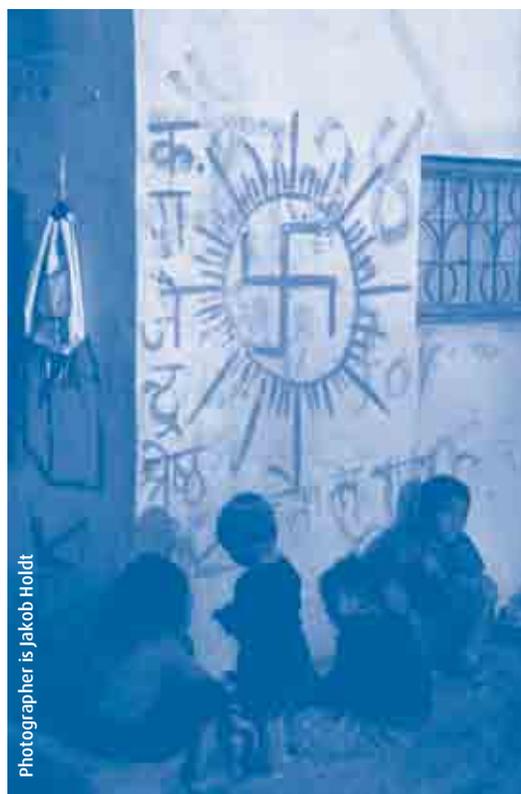
<sup>2</sup> *Conflict Sensitive Approach to Development, Humanitarian Assistance and Peacebuilding—a Resource Pack (2004)* by African Peace Forum, Centre for Conflict Resolution, Consortium of Humanitarian Agencies Forum on Early Warning and Early Response, International Alert, and Saferworld.

<sup>3</sup> *Ibid*

<sup>4</sup> Bode, Brigitta. *Preliminary report on Underlying Causes of Poverty and the Chuli Program*, CARE Nepal, Kathmandu 2007

In order to understand the situation, at the outset, the process adopted included: a review of relevant literature on peace-conflict, practices and approaches of various development organizations both in Nepal and elsewhere in working in conflict situations, in-house discussions with CARE Nepal staff, and two cluster level workshops on peace-conflict analysis in Dhanusha and Doti that were carried out during 8-10 January and 14-10 January 2008 respectively. The ideas generated were fed into a national level workshop during 4-6 February 2008 to prepare the CARE Nepal Strategy on Conflict Sensitivity and Peace Building. The cluster level workshops applied the tools to develop the situation profile of CARE Nepal's working area, benefit-harm analysis of its programs and analysis of its important stakeholders. Based upon such analyses the CARE Nepal staff and their partners identified major challenges, opportunities and good practices for peacebuilding. One day long consultation each was carried out in Janakpur and Ranagaun Doti following the cluster level workshops in Dhanusha and Doti respectively to obtain perceptions of the local communities on peace-conflict. Together with the representatives of CARE Nepal target population, various local political party and civil society leaders including journalists, teachers and lawyers participated in such consultations.

The ideas thus obtained were processed further at the national level workshop to generate ideas on elements of positive and negative dynamics in peace-conflict, strengths and shortcomings of CARE Nepal in working in and on conflict. CARE Nepal also reviewed national level efforts, especially that of the Ministry of Peace and Reconstruction (MoPR) and UN agencies, to determine its position on Peacebuilding. This strategy also took into consideration recommendations made for



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CARE Nepal by Conflict and Peace Consultant, Victor Robinson and Conflict Programme and Policy Advisor, CARE International UK, Rachel Goldwyn, Nepal Conflict Advisor, Bishnu Raj Upreti and Conflict Consultant, Koennaad Denayer. Following the national workshop, which provided a rough strategic framework, a series of in-house discussions took place both in Kathmandu office among the senior staff of CARE Nepal as well as in Nepalgunj Cluster Office during 12-14 March 2008 with CSPB working team. It has been recommended that CARE Nepal should work jointly with MoPR and its LPCs as well as other agencies engaged in peacebuilding. The CSPB team also updated its TOR for strategy implementation. All the above exercises were used as background material in fleshing out the CSPB Strategy. The whole process of the CSPB Strategy formulation was facilitated by Dr. Poorna Kanta Adhikary, President of Institute for

Conflict Management, Peace and Development (ICPD), Kathmandu. He had also acted as the Team Leader of the process and the main writer of this document.

The Strategic Direction number 3 of CARE Nepal's Strategic Plan (2006-2009) is focused on strengthening its capacity and that of its partners in conflict analysis and response, conflict sensitivity and communicating guiding principle/framework for engagement in peacebuilding, that are to be mainstreamed with rest of the regular programs. These CSPB Operational Strategies required achieving the Strategy Direction no.3, and their indicators for performance measurement which are described below.

As the structural aspects of conflict are addressed more by CARE Nepal's Strategic Directions 1 and 2, CARE Nepal's Five Year (2008-2012) Strategy on Conflict Sensitivity and Peace Building (CSPB), focuses more on post-armed conflict issues, national armed conflict, regional conflict issues at the project level addressing key impacts and causes of armed conflict in Nepal. Conflict which are caused by denial of basic human needs (psychological as well as physical) are the most deeply rooted, the most intransigent of conflicts and the most difficult to resolve. This CSPB strategy also focuses on addressing such deep rooted issues. The indicators for performance measurement of strategic Direction no.3 and its Operational Strategies are given below.

<p><b>Strategic Direction 3: Mainstreaming conflict sensitivity into all CARE Nepal's Programming in order to minimize its negative impacts and position itself to engage in peacebuilding</b></p>	<p><b>Indicators for performance measurement (Revised):</b> By the end of 2012, :</p> <p><b>A. CARE Nepal program target population found:</b></p> <ul style="list-style-type: none"> <li>♦ Having enhanced knowledge &amp; skills in understanding, analyzing &amp; responding to managing conflict &amp; promoting peace, and</li> <li>♦ Actively engaged in peacebuilding processes in their respective working areas. (This would involve both community level and national level peacebuilding)</li> </ul> <p><b>B. CARE Nepal and its partners found:</b></p> <ul style="list-style-type: none"> <li>♦ Aware of benefits and harms of CARE Nepal's programming</li> <li>♦ Engaged effectively in micro-macro linkages in relation to some critical issues of conflict transformation and peacebuilding.</li> <li>♦ Incorporating CSPB concerns in their organizational policies and systems, and their implementation.</li> </ul>
<p><b>Operational Strategies:</b></p> <ol style="list-style-type: none"> <li>1. Making CARE Nepal's policy and systems sensitive to the local operating environment</li> <li>2. Establishing effective partnership with national institutions</li> <li>3. Enhancing capacity of CARE Nepal and its partners to implement projects in &amp; on conflict</li> <li>4. Strengthening local peace building initiatives</li> <li>5. Aligning Design Monitoring and Evaluation (DM&amp;E) system to peace-conflict</li> </ol>	<p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li>1. By June 2010, significant emerging issues related to peace-conflict in working areas<sup>5</sup> have been found analysed and updated in such policies and systems of CARE Nepal as Human Resources, Finance, Procurement and Programs, and Partnership Strategy.</li> <li>2. By the end of 2012, CARE Nepal is found engaged in long term partnership based upon mutually agreed roles and responsibilities with different national level institutions<sup>6</sup> to advocate the issues related to peace-conflict giving specific priorities to armed conflict survivors specially children, youth and women.</li> <li>3. By the end of 2012, CARE Nepal and its partners have enhanced their capacity<sup>7</sup> in CSPB knowledge, skills, attitude that are found applied in CARE Nepal supported programs and projects.</li> <li>4. By end 2012, a number of interventions found executed/supported technically and financially by CARE Nepal Program in its working area with such peacebuilding activities as dialogue, mediation, facilitation, social healing, relationship building,... for local self-help promotion and dispute resolution including issues related to reconstruction, rehabilitation and reconciliation.</li> <li>5. By end 2009, peace-conflict related issues are found incorporated in D, M and E system and then updated periodically.</li> </ol>

<sup>5</sup> working areas: Primary Focus in Churia and Remote Areas; Secondary Focus in Far/ Mid-West and Central Terai with selected urban and peri-urban centers

<sup>6</sup> MoPR, AIN, PPCC, CAAFAG, GOs and NGOs peace & advocacy networks, alliances, federations, media, professional organization and academic institutes, national NGOs working on human rights and peacebuilding

<sup>7</sup> Capacity in CSPB consists of knowledge, skills and attitude in: understanding and analyzing peace-conflict; ability to link between programming and conflict as well as mediation, facilitation, negotiation, psycho-social counselling and trauma healing; and rehabilitation, reconstruction and reconciliation.



## 1. *The Context*

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1

CARE NEPAL'S STRATEGY ON CONFLICT SENSITIVITY AND PEACE BUILDING

### 1.1 Nepal's Conflict Scenario

The decade long armed-conflict causing more than 13,000 deaths, thousands mutilated, displaced, orphaned, widowed and billions of Rupees worth of destruction of the infrastructure, and obstruction to socio-economic development, has been most affecting the poor and vulnerable groups including women, children and elderly people. Those youth who have been left out and/or pushed out of school system have been in the center of the vicious cycle of the cause and effect relationship of the armed conflict. Even those development organizations which have been working with their non-partisan short, medium and long-term programs have been adversely affected in their performance by the armed-conflict.

After the November 2006 Comprehensive Peace Agreement (CPA) to end the decade old violence between the Government of Nepal (GON) represented by Seven Party Alliance (SPA) and the Maoists, the latter joining the Interim Parliament and Government, and holding of the Constituent Assembly (CA) Election on 10 April 2008, Nepal has clearly entered into the post-armed conflict situation. The main armed rebellion Communist Party of Nepal, Maoist has emerged as the biggest party at the 601 member Constituent Assembly, a mix of the directly elected, proportionally represented by the political parties and due to be nominated by the government. After the postponement of the CA election scheduled in May 2007, several months were witnessed with both peaceful and armed ethnic and

regional movements in some parts of Terai, Chure Vabar and Eastern Hills, which caused many people to be worried about the holding of the election in April 2008. Following the separate agreements of GON with United Madhesi Democratic Front (UMDF) and Federal Republican National Front (FRNF), all political parties, except a few armed groups in Terai, participated in the CA election. The Constituent Assembly is expected to work onward to charter a new constitution that hopefully addresses the concerns of all the citizens. As many unresolved issues including restructuring of the state were left to be addressed by CA, many upheavals can be foreseen if the constitution making process is not handled properly.

## 1.2 CARE International in Nepal

CARE International, established in 1945 as an international NGO, is a non-profit and non-sectarian international humanitarian organization operating in over 70 countries in Asia, Africa, Latin America, the Middle East and Eastern Europe. It seeks a world of hope, tolerance and social justice, where poverty has been overcome and people live in dignity and security, and is committed to serve individuals and families in the poorest communities in the world. Its vision is to find itself as a global force and a partner of choice within a worldwide movement dedicated to ending poverty.

CARE started working in Nepal since 1978 with a Mission to strengthen people's ability for self-help; influence policy decisions at all level; provide economic opportunity; address discrimination of all forms; and deliver relief in emergencies. Mutual respect, integrity, commitment and excellence have been its core values. The programming principles have been



photos by Jakob Holdt

to: promote empowerment, work with partners, ensure accountability and responsibility, address discrimination, promote non-violent conflict resolution, and seek sustainable results.<sup>8</sup> CARE Nepal's portfolio includes 21 projects and programs in 42 districts, working with more than 1,000 community groups with more than 50 local partner NGOs, networks, and federations<sup>9</sup> in remote areas and Churia Hills, with secondary focus in the Mid/Far-Western and Central Terai, and selected urban and peri-urban centers. The population focus has been the women, children and youth among the landless, *Dalits*, *Janajatis*, *Kamaiys*, *Haliyas*, people living with HIV/AIDS, sex workers, and conflict-and disaster-affected people, who are poor, vulnerable and/or socially excluded.<sup>10</sup>

## 1.3 CARE Nepal's Strategic Plan 2006-2009

With a Vision to seek a peaceful and harmonious society in which the poor vulnerable and socially excluded (PVSE) people live in dignity, with their rights duly recognized as the partner of choice for social

<sup>8</sup> CARE Nepal: An Introduction, CARE Nepal Kathmandu, May 2007

<sup>9</sup> CARE Nepal Annual Report, Kathmandu, December 2007

<sup>10</sup> CARE Nepal Annual Report, Kathmandu, December 2007

justice, CARE Nepal has been committed to work for the landless, Dalits, Janajatis, Kamaiyas, Haliyas, people living with HIV and AIDS, sex workers and conflict affected people living in selected remote areas of the Hills and Mountains, the Churia Hills, and Mid/Far-Western and Central Terai, and urban and peri-urban centers. The Mission has been to: address social, cultural and political discrimination; facilitate micro/macro linkages for policy influence; forge local, regional and global alliances and partnerships; support sustainable economic development; promote conflict sensitive programming; and prepare for disaster risk reduction and emergency response. In order to contribute to achieve the goal of sustainable and equitable development resulting in greater gender and caste equity and improved livelihood of the PVSE, CARE Nepal has adopted the following four Strategic Directions:<sup>11</sup>

- SD1: Integrate rights, equity and governance perspectives in all its programs to address systemic, structural and policy related causes of poverty and social justice.
- SD2: Promote and advocate for equitable and sustainable access of poor, vulnerable and socially excluded people to basic services and resources for secured livelihoods.
- SD3: Mainstream conflict sensitivity into its programming in order to minimize its negative impacts and positioning itself to engage in peacebuilding.
- SD4: Build strategic alliances and accountability of its partners and communities for disaster risk reduction and emergency response.

SD1 and SD2 respond to some of the structural aspects of the conflict not necessarily cultural norms, biases and prejudices, SD 4 focuses on disaster and emergency response, and SD3 focuses more on post-armed conflict issues addressing key impacts and causes of armed conflict in Nepal and intends to:

- ♦ Strengthen capacity of CARE Nepal and its partners on conflict analysis (at community, regional and national level as demanded by its programs) and response
- ♦ Develop and communicate a guiding principle/framework for CARE Nepal's engagement in peacebuilding

## 1.4 National/International Experience in Conflict Sensitivity & Peacebuilding

During the second half of the twentieth century nearly a million people perished each year as a result of armed-conflict. Nearly two-third of the countries around the world have gone through some sort of major internal armed-conflict or civil war, which have not only caused loss of lives and property but also made innumerable damages in terms of socio-economic and cultural institutions including individual mental health of the citizens. However, many local and international organizations have joined hands to work together to re-establish security, monitor human rights, build peace or support efforts to rebuild the democratic and economic institutions that are essential to build sustainable peace.<sup>12</sup> The development practitioners have been making efforts in designing approaches to work effectively in the conflict affected zones or post-armed conflict situation.

<sup>11</sup> CARE Nepal Strategic Plan 2006-2009, Kathmandu 2006

<sup>12</sup> Paffenholz, Thania. *Peace and Conflict Sensitivity in International Cooperation: An Introductory Review in Internationale Politik und Gesellschaft*, 4/2005. Friedrich-Ebert-Stiftung, Bonn

Concerns have also been raised that development aid is not neutral and it can fuel the conflict. This was demonstrated in the tragic events of the genocide in Rwanda in 1994, when the development actors were caught by surprise to see how their development aid was fueling the conflict. This realization led Mary Anderson to come up with an instrument called Do No Harm (DNH).

In 1998 Kenneth Bush came up with a set of tools on Peace and Conflict Impact Assessment (PCIA)<sup>13</sup>, which facilitated development actors to reorient themselves for conflict sensitivity<sup>14</sup>. Johan Galtung came up with a Transcend method for conflict transformation by peaceful means by defining conflict as a sum of attitude, behavior and contradiction.<sup>15</sup> The United Nations by being increasingly drawn into working in internal conflict of member countries<sup>16</sup> has realized that the post-conflict reconciliation, rehabilitation and reconstruction works are many more times expensive than conflict preventive works<sup>17</sup>. The United Nations System Staff College (UNSSC) has been providing the UN staff and their counterparts training on Early Warning and Preventive Measures (EWPM).<sup>18</sup> UNFPA has demonstrated commitment to promote UNSCR 1325 on women, peace and security as a tool to be mainstreamed in different programs. UNICEF Nepal is also hosting a national network of

different organizations working on the issues of children affected by armed force and armed groups (CAAFAG).

In order to ensure peace and conflict sensitivity German Technical Cooperation (GTZ) has adapted a four part 'Aid for Peace' step wise approach, which provides the framework to their planning, implementation and evaluation procedures.<sup>19</sup> Asian Development Bank (ADB) has made its programs flexible to look for working space in a conflict situation. A number of INGOs, and bilateral and multilateral organizations have devised Basic Operating Guidelines (BOG) for working in Nepal. GTZ and DFID joined hands together to establish Risk Management Office (RMO) focusing on providing training and advice to their project staff and partners on basic security measures, situation assessment, mine and socket bomb awareness, and what to do and what not to do in case of a cross-fire situation. The RMO has developed the Safe and Effective Development in Conflict (SEDC) Approach<sup>20</sup> by merging good development practice, risk management, and DNH concept. Their intention has been to mainstream the SEDC in project cycle management.

Canadian International Development Agency (CIDA) and Dutch Development Cooperation (SNV) on the other hand have a similar venture in the application of PCIA,

<sup>13</sup> Bush, Kenneth: *A Measure of Peace: Peace and Conflict Impact Assessment of Development Projects in Conflict Zones, Working Papers No. 1 The Peacebuilding and Reconstruction Program Initiative and the Evaluation Unit, IDRC, Ottawa, 1998*

<sup>14</sup> Anderson, Mary: *Do No Harm: How Aid Can Support Peace – or War, Boulder, Colorado 1999*

<sup>15</sup> Johan Galtung: *The Transcend Method: Conflict Transformation by Peaceful Means, Manual for trainers and Participants, United Nations 2000.*

<sup>16</sup> United Nations: *An Agenda for Peace, Preventive Diplomacy, Peacemaking and Peace-keeping, Report of the Secretary General on the Summit Meeting of the Security Council on 31 January 1992, New York 1992.*

<sup>17</sup> United Nations: *Prevention of Armed Conflict, Report of the work of the Secretary-General on the work of the Organization, New York 2001*

<sup>18</sup> *Early Warning and Preventive Measures, UNSSC, Turin, Italy 2001*

<sup>19</sup> Paffenholz, Thania. 'Third Generation PCIA' in *Berghof Handbook, Dialogue Series, New Trends in PCIA, Berlin 2005*

<sup>20</sup> *A Guidebook to Safe and Effective Development in Conflict: A tool for Analysis, Risk Management Office of DFID and GTZ, Kathmandu 2005*

whereas Swiss Development Cooperation (SDC) has adopted 'Do No Harm' course. UNDP Nepal with the support from a number of international donors implemented a separate three years program during 2003-2005 on supporting local initiatives for peace and development. After its evaluation, although planned for the next phase of implementation starting 2006, the program was discontinued. Instead a full time expatriate advisor has been assigned to look into the matters at UNDP level. International Alert has developed a resource pack consisting of a series of modules for conflict sensitivity and peacebuilding that could aid development programs to prepare their own strategy.

Association of International NGOs (AIN) in Nepal has established peace groups to work through joint effort on Nepal's peace process. Helvetas Nepal while working with DNH concept has adopted a strategy for civil peace promotion based upon the principle that development measures must neither reinforce nor aggravate conflicts. MS Nepal has included a theme 'Conflict Management and Peacebuilding' in its Country Program Strategy 2008-2012. Institute for Conflict Management Peace and Development (ICPD) team in collaboration with CECI Nepal developed Participatory Peace-Conflict Assessment (PPCA) tool to assist development organizations to work in conflict situation by making in-depth peace-conflict analysis and preparing the strategy to work accordingly both for in-armed and post-armed conflict situations, which can be mainstreamed in project/program cycle management. ICPD has also developed a series of participatory tools which can be used by development organizations adopting conflict sensitive development approaches (CSDA).

Peace-conflict sensitive development approach both in Nepal and elsewhere is being



photos by Jakob Holdt

mainstreamed in many of the international development organizations. The common concern expressed in adoption of the approaches is that national and international development organizations should be conscious of the fact that they should not intentionally or unintentionally fuel the conflict but contribute directly or indirectly to peacebuilding. Attempts are being made by many international development organizations by adopting a holistic and participatory approach to mainstreaming conflict sensitivity and peacebuilding in the whole program management cycle and not treat conflict as a separate entity.

## 1.5 CARE's Experience in Conflict Sensitivity & Peacebuilding and

Over 16 country offices in the CARE International confederation implement

programming that seeks to contribute directly to peace, rooted in the belief that in order to address the causes of poverty it is necessary to address the causes of conflict. Over the past 6 years, CARE UK has been supporting the CARE network in capacity building and enhanced practice in conflict sensitivity and peacebuilding through its Programme Partnership Agreement (PPA) funded by DFID. Currently CARE UK is supporting 9 country offices with individual and specific enhanced practice agendas in conflict sensitivity and peacebuilding, which is expected to expand further with the establishment of the conflict centre of expertise. Recently completed work includes a range of initiatives on conflict M&E and theories of change, such as supporting a meta-evaluation of the impact of peacebuilding in Kosovo in conjunction with Collaboration for Development Action (2006) and supporting the development of innovative methods for communities to monitor and evaluate the impact of development/peacebuilding programming on conflict in both CARE Kosovo and CARE Burundi. Since 2007, CARE has also been an active member of the Darfur Community Peace and Stability Fund of Sudan (DCPSF). CARE has also developed country strategy on peace-conflict in Sri Lanka and Burundi.

CARE Nepal has significant experience in conflict sensitivity and peacebuilding through a number of innovative peacebuilding programs like UJYALO, SAKCHAM, ASHA, Gender and Peacebuilding, and Women and Youth-Pillar of Sustainable Peace. It has mainstreamed conflict sensitive practice in development programs, emergency and relief programs and peacebuilding interventions. It has disseminated its learning widely and shared lessons with other NGOs active in peacebuilding. It has also created cross-country

and cross-regional mechanisms for peer-review on conflict sensitive practice and peacebuilding. CARE Nepal undertakes analysis of underlying causes of poverty (conflict analysis is also one component) in its working area and incorporates its findings as one of the integral part of project planning and implementation process. It has also supported a number of Peace Promotion Centers (PPC) at the community level in 13 districts of its working area. The main purpose of PPC is to enhance capacity of women and youth in peacebuilding, which includes political process, by identifying issues that create conflict in their community and advocate for their resolution. CARE Nepal is also one of the members of Partnership for Protecting Children in Armed Conflict (PPCC) which works on monitoring violations against children in armed conflict and undertaking appropriate responses including protection of children's rights in armed conflict as per UNSCR 1612. CARE Nepal has integrated UNSCR 1325 on women, peace and security in its training programs and also has specific programs that implement it.

As CARE Nepal has been committed to work in and on conflict, the need has been felt to develop its Strategy on Conflict Sensitivity and Peace Building (CSPB) as an integral part of CARE Nepal Strategic Plan 2006-2009. CARE International UK has committed to support CARE Nepal in capacity building around conflict sensitive practices in development and peace building through PPA. Since the Comprehensive Peace Agreement (CPA) and Constituent Assembly Election (CAE) the political environment in Nepal is rapidly opening up for peacebuilding. The Ministry of Peace and Reconstruction is reaching out to a number of agencies including CARE Nepal to implement peacebuilding interventions.



photos by Jakob Holdt

## 1.6 Understanding Conflict Sensitivity and Peacebuilding

Every conflict has its own dynamics, which evolves from societal tensions and reaches to a violent form if its root causes are not constructively addressed in time. For each conflict condition, there is an opportunity for peacebuilding, which has not only sustained the human society so long, but also formed a basis for human development and civilization. The experience in Nepal suggests that community level structural conflicts and the national level violent political conflict have mutually interacted and reinforced each other bringing each time much deeper ‘mutually hurting stalemate’ after every cycle of failed peace negotiation. This created enormous difficulties for people entrapped in the conflict situation including for those development workers engaged at the field level. Therefore, ending violence and building peace in Nepal requires work on both conflict sensitivity and peacebuilding at various levels.

In developing this CSPB Strategy the following definitions of conflict sensitivity and peacebuilding have been used. Conflict sensitivity<sup>21</sup> means the ability of an organization to understand the conflict context in which one is operating and there of mutual interaction between one’s own interventions and the context, and then have sufficient eagerness to act upon in a way to avoid negative impacts and maximize positive ones. As a development program is not neutral; it creates impacts that can be both negative and positive, often in favor of its target beneficiaries only. Peacebuilding<sup>22</sup> is programming which seeks to consolidate peaceful relationships, strengthen political, economic & cultural institutions and mechanisms to mediate conflict, and then create conditions for sustained peace by bringing positive benefits to the target population by avoiding or overcoming negative impacts and maximizing positive ones.

It is also understood that conflict has different levels. The conflict analysis, conflict resolution and conflict sensitivity can be applied to all sorts of different levels of conflict from school children fighting over toys to conflict in organizations and communities to national and international armed conflict. Therefore peacebuilding can take place within classrooms, within communities, within organizations, etc. Conflict can take place between, within or among different sorts of groups as well: ethnic conflict, caste conflict, class conflict, religious conflict etc. This means that CARE Nepal’s CSPB strategy has to facilitate, mediate and promote dialogue between and among related actors to respond to its program’s needs.

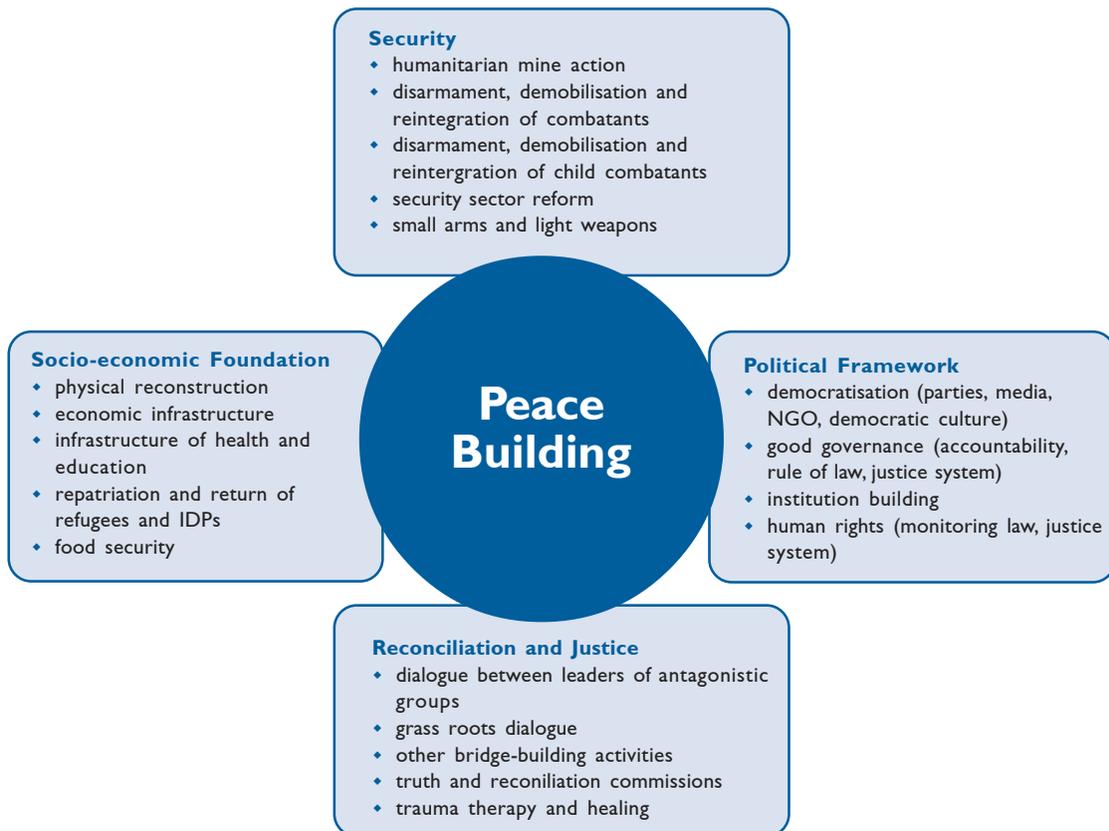
<sup>21</sup> *Conflict Sensitive Approach to Development, Humanitarian Assistance and Peacebuilding—a Resource Pack (2004)* by African Peace Forum, Centre for Conflict Resolution, Consortium of Humanitarian Agencies Forum on Early Warning and Early Response, International Alert, and Saferworld.

<sup>22</sup> *Ibid*

In order to help think through the broad array of peacebuilding interventions, one could use several models that are in practice. CARE Nepal had already applied multi-track diplomacy model as introduced by Institute for Multi-Track Diplomacy (IMTD) in its Ujyalo Program.<sup>23</sup> However, in addition to the experience gained from Ujyalo Program, a number of analytical tools of the Participatory Peace-Conflict Assessment (PPCA)<sup>24</sup> were used for social and community level peacebuilding approaches. In order to respond to the needs for post-armed conflict level peacebuilding, CARE Nepal used the peacebuilding palette, put forward by Dan

Smith from International Peace Research Institute, Oslo, which incorporates Security, Political Framework, Socio-economic Foundations, and Reconciliation and Justice. Dan Smith proposed this palette as elements of Peacebuilding during post-armed conflict situations, which are expressed in a comprehensive manner in the following palette. Using this palette CARE Nepal prepared its position on post armed conflict peacebuilding which is expressed in the section 2.2.6 below. Together with this, the findings from the analyses as mentioned above have provided the basis for CSPB Strategy formulation.

**Figure 2: The Peacebuilding Palette**



Source: Dan Smith: PRIO – International Peace Research Institute, Oslo

<sup>23</sup> <http://imtd.org> and [www.beyondintractability.org](http://www.beyondintractability.org)

<sup>24</sup> Adhikary, Poorna: *Participatory Peace-Conflict Assessment (PPCA)*. Presentation at International Conference on Sustainable Development in Conflict Environments: Challenges and Opportunities, Kathmandu. January 16-19, 2007



## 2. CARE Nepal's Strategy on CSPB

photos by Jakob Holdt

To demonstrate CARE Nepal's commitment to work in and on conflict, it developed CSPB Strategy based upon lessons learned from practices elsewhere as well as its sporadic initiatives in peacebuilding through a number of programs like UJYALO, SAKCHAM, ASHA, Gender and Peacebuilding, Women and Youth—Pillar of Sustainable Peace Programme. This Conflict Sensitivity and Peacebuilding (CSPB) Strategy is compatible with CARE Nepal's Strategic Plan 2006-2009, although it is designed to extend beyond the latter's time frame to go on to 2012. A series of steps were undertaken in the process adopted for situation analysis to understand the outset situation. The information through this process provided the basis for developing the CSPB Strategy.

### 2.1 Process Adopted in Situation Analysis

Ongoing and past efforts on peace building and conflict sensitivity were reviewed through a desk study. Discussions with a number of key officials of CARE Nepal were conducted to obtain their ideas on the process to be adopted in developing the CSPB Strategy. The documents reviewed among others included CARE Nepal Strategic Direction 2006-2009, Conflict Sensitive Practices of Peer Organizations, CARE Nepal DNH work, reports and comments by Conflict and Peace consultants, Ujyalo education, SAKCHAM project document, Conflict Analysis conducted in Doti, Dhanusha, Project documents of

ASHA, Gender and Peace Building, Women and Youth—Pillar of Sustainable Peace, CARE International—Sri Lanka Programme Strategy for the Conflict Affected Areas. Participation in a meeting with AIN on peacebuilding also gave insight about the efforts being made by other organizations in the country.

Two cluster level workshops and community consultations in Dhanusha and Doti were designed for peace-conflict analysis to obtain field level information based upon the practitioners' experience. With application of the participatory technology for consensus decision, the three days long workshop each was conducted at Lalgadh Hospital premises, Dhanusha for the Janakpur Cluster and at Silgadh, Doti for the Doti Cluster during January 8-10 and 14-16, 2008 respectively. The workshops focused on building common understanding on the key concepts of CSPB and to undertake conflict analysis of operating environment and consolidation of lesson learned based upon experiences gained by CARE Nepal staff and partners. During the three days workshop, the participants constructed situation profiles of CARE working areas using various parameters like societal, cultural and communal; political and governance; legal and judiciary; economic and environmental; personal security; armed movements; and external factors. Elements causing conflicts as well as promoting peace in such parameters were analyzed in terms of how they affect CARE Nepal programs and vice-versa. Similarly, they also analyzed benefits and harms caused by CARE NEPAL programs and actors as groups and institutions as power centers which are directly, indirectly or potentially related to CARE NEPAL programs. Suggestions from each of these analytical steps were drawn to consider them later in strategy development.



photos by Jakob Holdt

A one day long workshop each was also conducted in two sites at Mujelia Training Center, Janakpur for Dhanusha and Saraswoti High School, Ranagaun VDC, Doti Clusters on January 11 and 17, 2008 respectively for community led visioning with respect to CSPB as well as to develop ideas for community led CSPB monitoring and evaluation system. Using the inputs as ideas and information generated from the products of the field level cluster and community level consultation workshops, a three days long national workshop was conducted at Shangri-La Hotel, Kathmandu during February 4-6, 2008 on building common understanding on the key concepts of CSPB and to facilitate quick conflict analysis of operating environment and consolidation of lesson learned and experiences gained in CSPB among key officials at Kathmandu.

The Kathmandu workshop was also attended by a representative of the SAKCHAM Project on women empowerment from the Bharatpur Cluster and two persons each from Janakpur and Doti Clusters, who had participated in the above mentioned field level workshops. The inputs at the Kathmandu workshop were also provided by the Conflict Programme & Policy Adviser of CARE International UK and Joint-Secretary of the Ministry of Peace and Reconstruction (MOPR). Two days long in house workshop, participated by some key officials of CARE Nepal representing Kathmandu, Janakpur and Doti Clusters and the Advisor from CARE UK, was carried out during February 7-8, 2008 at CARE Nepal premises for further processing the products of the Kathmandu workshop as well as generating ideas on its positioning on peacebuilding.

## 2.2 Situation at the Outset

Key information generated through the above process is presented below to describe the situation at the outset. For detail information, one could consult the workshop products.

### 2.2.1 Major Challenges, Opportunities and Good Practices to Peacebuilding

Such major challenges, opportunities as well as good practices as in the following matrix have been identified through processing information obtained from the cluster level workshops. For detail information, please refer to workshop products.

### 2.2.2 Community Perception of Peace-Conflict

Community perceptions on conflict are problems, which are related to their individual and social life. Their perceptions of peace are the conditions that emerge after

resolving the problems. The major information generated from their perceptions of peace-conflict is described below. Most of these conditions are found similar to both Eastern Terai and Western Hill communities. *Madhesi vs Pahadi* and religious conflicts at that time were more specific to the Eastern Terai, where as *chhaupadi* system has always been very specific to the Western cluster area. Such concerns should be integrated while implementing the Operational Strategy no. 2 and 4. For detail information on such concerns, one could refer to the products of the community consultations.

### 2.2.3 Positive and Negative Dynamics in Peace-Conflict

The national peace-conflict context is very dynamic, characterized by both positive and negative forces, which are often found acting simultaneously with their own intensity in opposite direction as expressed below. Based upon the information generated at the cluster level workshops, community consultations and internal discussions within CARE Nepal a forced field analysis was carried out at the national workshop, which provided the following negative and positive dynamics of peace-conflict in CARE NEPAL working areas. A significant change has already taken place in the country during and after the CA election. For example, mobility of people and goods, and threats from armed groups are not as much of the problems during and after the CA election as they used to be before as major rebel forces have already participated in it and are either already in the government or are expected to be in it very soon.

However, after the CA election and the Maoists having been expected to lead the government, there are sufficient anxieties existing in the country particularly related to some *Madhesi* and Hill ethnic movements

Major Challenges	Opportunities	Good Practices
<ul style="list-style-type: none"> <li>■ Staff as well as partners not having common understanding on peace-conflict nor able to differentiate between structural and armed- conflict</li> <li>■ Unclear policy to work with national and local government and political parties on issues like social inclusion, reconciliation and rehabilitation of victims of armed-conflict and climate change</li> <li>■ Persistence of status- quo thinking in the communities have added further challenges in an environment characterized by insecurity of staff especially women in the field during armed movement; frequent bandhs</li> <li>■ Forced donations, looting, abduction, killing and maiming of staff by armed groups</li> <li>■ Use of open international boarder by criminal elements</li> <li>■ Unclear policy of the government in state restructuring and reconciliation of the conflict affected people</li> <li>■ High unemployment rate among youth</li> <li>■ Decreasing competitiveness of agriculture sector and</li> <li>■ Emergence of armed groups in some areas of Terai, Chure Vabar and Eastern Hills</li> </ul>	<ul style="list-style-type: none"> <li>■ Government's growing interest to work on sustainable peace, poverty reduction and clean development mechanism</li> <li>■ National political atmosphere in favor of peace process</li> <li>■ Government initiative in rehabilitation of ex-combatant women and children</li> <li>■ Government and public support in resolving the armed-conflict as well as response to dissatisfactions through negotiated settlements</li> <li>■ Favorable environment to work with the national and local government bodies including Local Peace Committees (LPCs) in peacebuilding and reconciliation while the state is going through reform</li> <li>■ Commitment of political parties in the peace process</li> <li>■ Commitment of the state in the implementation of UNSCR 1325</li> <li>■ Emergence of more proactive civil society organizations with clearer vision on their role and actual involvement in peacebuilding</li> <li>■ Availability of more experienced partner organizations with a sense of ownership on programs</li> <li>■ Increasing consensus and social movements on the transformation of the society and the state</li> <li>■ Increased international concern and support in peacebuilding</li> <li>■ Availability of human resources in areas like human rights and right-based approach to development, gender sensitivity, organizational transformation</li> <li>■ Favorable situation to support people to raise their voice for achieving their rights</li> <li>■ Different networks coming together to work for specific thematic issues including peacebuilding; and</li> <li>■ Sharing knowledge and experience with various stakeholders at the national and community level</li> </ul>	<ul style="list-style-type: none"> <li>■ Public/social auditing and public hearing</li> <li>■ Participatory review and reflection; regular coordination meetings and workshops with partners for cross learning and joint planning</li> <li>■ Networking with different agencies for common issue including with AIN in peacebuilding;</li> <li>■ Resource sharing; public awareness campaigns</li> <li>■ Promotion of non-violent behavior and communication;</li> <li>■ Program integrating the role of mediators in working area</li> <li>■ Practice of inclusion at all level;</li> <li>■ Early emergency preparedness plans</li> <li>■ Program development and resource transfer with more focus to community user groups</li> <li>■ Encouragement of community ownership for social development</li> <li>■ Supporting community led peace initiatives</li> <li>■ Mapping of disaster related vulnerability of the communities</li> <li>■ Linking economic opportunities with peacebuilding activities; and</li> <li>■ Strengthening local capacity for Peace</li> </ul>

## Community Perception of Conflict

- Killing, maiming, detention, sexual harassment, psychosocial trauma to people due to armed conflict
- Families forcibly being displaced due to insecurity, death threats, unreasonable imposition of “donations,” harassment, destruction and loss of personal property including land and homes, food insecurity, lack of access to education and health services
- Threat of abduction and/or forced recruitment
- Compulsion to live in fear and insecurity, and under the constant threat of violence
- Children being orphaned or separated from their parents and families as caused by the armed conflict
- Due to armed conflict increased level of trafficking of women and girls into India for domestic servitude or work in carpet factories, circuses, farms, road construction and other purposes, as well as for sexual exploitation
- Increased work load and responsibilities to women especially single women due to absence of men at home
- Parties not providing attentions to support women political leaders and give attention to women’s issues
- Increased level of displacement
- Victims of gender-based violence forced to remain silent due to lack of protection for them
- Schools and children being used for political activities hampering their education
- Men spending money in alcohol and gambling even when there is not enough food at home
- Tensions due to inequalities in class, caste, gender, ethnic, language, cultural, religious , geographic and political identities
- Unequal payment of wages as well as unequal distribution of domestic responsibilities for men and women; and
- Unequal access to resources

## Community Perception of Peace

- Harmony and safety in the community
- Community self motivated to work for peace
- Government giving priority to long term peace
- Work addressing needs and rights of conflict affected people
- Community leaders, facilitators, motivators working for peace and harmony of the community
- Mental peace and psychosocial wellbeing of conflict affected people
- Justice to victims of conflict
- Community unity
- Those displaced and those whose families were killed during the armed-conflict having respect in the community
- Free and fair election
- End of human rights violation and respect to human rights of all
- Constructive dialogue among power holders and poor people
- Events fostering better communication between generations, men and women, and among people with different class and castes, geographic identity (madhesi vs pahade), religious beliefs and political ideologies
- Opportunities to express one's own opinion without any hindrances
- Transparency in the use of common resources
- Increased engagement of political leaders for the benefit of the people and society at large
- Provision of employment opportunities to uplift communities
- Collective and consensus-based approach taken to resolving common problems
- Implementation of anti-discriminatory laws
- Actions taken to end alcoholism, corruption and religious discrimination and unscientific traditional practices like chhaupadi
- Programs enhancing equitable access to resources and opportunities
- Inclusive representation in socio-political affairs
- Actions taken to assure respect to rights of children, women, dalits and other disadvantaged groups

### Negative Dynamics as Elements of Conflict

- Increasing socio-economic disparity between rich and poor
- Not enough employment opportunities available for all within the country
- Increased militancy for regional autonomy threatening the national peace process
- Increased conflict related to regional, ethnic, caste and class identity
- Violent conflict between political parties
- Absence of elected representatives in local government bodies
- Continuing threat of armed groups and movement of arms through the porous international borders
- Armed-conflict affected individuals and families are suffering through trauma and psycho-social problems
- Some communities are entirely traumatized by the armed-conflict
- Constraint in mobility in some parts of Terai, Chure Vabar and Eastern Hills
- Threats of unexploded ordinances (UXOs) and landmines
- Persistence of marginalization of many poor and vulnerable communities;
- Socio-cultural practice of discrimination and
- Women still feel being exploited in various forms.

### Positive Dynamics as Elements of Peace

- Efforts are made in poverty reduction
- Growing foreign employment opportunities are being available as stop gap arrangements
- Political commitments are demonstrated in resolving the problems through dialogue
- National consensus towards state restructuring after the CA election
- State commitment for inclusive representation in the proposed Constituent Assembly
- Political parties including the Maoists and other major rebel forces were already committed to hold the CA election and they participated in it
- Increase in social hearing practices for greater transparency of the use of public fund and positions
- Increased realization has taken place at various level for the need of psycho-social and economic support to the conflict victims
- Recognition of the importance of reintegration and rehabilitation of the ex-combatants in the economic activities
- Increasing importance is being felt for inclusive democracy both at the people and government level
- State commitment to implement the UNSCR 1325 on women, peace and security
- Local Peace Committees are being formed and
- Many civil society organizations committed to work at various levels of peacebuilding

and the traditional forces as the major power holders in the past being sidelined as well as potential emergence of rift among the members of the seven parties alliance (SPA) in the governance are some factors in the negative dynamics. On the side of the positive dynamics, international support is being available for change as desired by the people, Maoists are facing the challenge for having to turn 180 degree in their own behavior

which demands performance as per international norms and standards as opposed to their usual ideological rhetoric of the past.

#### 2.2.4 CARE Nepal's Capacity on Peace-Conflict

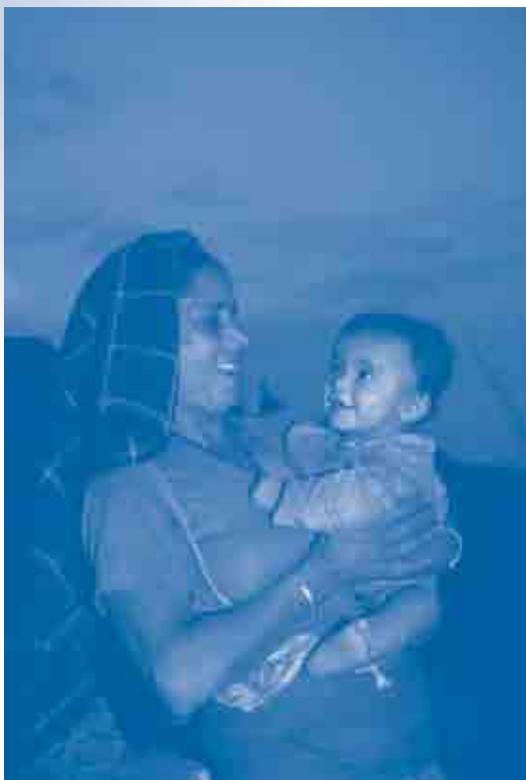
An examination of CARE Nepal's capacity on peace-conflict indicates that it has certain strengths as well as shortcomings, which are expressed below:

## Strengths

- Priority and initiative to formulate strategy on conflict sensitivity and peacebuilding
- Interest towards establishing clarity on the nexus between development, conflict, violence and peacebuilding
- Dedicated staff skilled in RBA, gender sensitivity and organizational transformation, and conceptualization of DNH framework
- Programs linked with RBA have had greater possibility to run during the peak period of the armed-conflict
- Hiring local staff with local language competency and building their capacity to work in conflict
- Strong commitment to work in and on conflict by implementing peacebuilding programs
- CARE Nepal programs have their clear target groups with strong focus to structural conflict
- Enhancing vocational skills of youth for their increased employment opportunities to promote sustainable peace
- Experienced partner NGOs with their ownership on program implementation
- Practice of public hearing and
- Political parties, civil society leaders as well as government officials in general have good opinion about CARE Nepal

## Shortcomings

- Lack of a clear policy and operational guidelines to work on CARE Nepal's programming and national Peacebuilding agenda
- Not been able as yet to mobilize its social capital to initiate sufficient programs in peacebuilding
- Insufficient proactive action of the leadership to build relationship with national level governmental and non-governmental actors
- Different level of understanding and capacity among staff on CSPB
- Inadequate skills in the staff related to mediation, negotiation, dialogue, peace-conflict analysis, and psycho-social and trauma healing
- Lack of clear policy guidelines regarding working in conflict including explicitly informing staff about security mechanism
- Staffs feel unsecured and traumatized as they feel threatened by the armed groups
- Staff hesitating/fearing to report up their hierarchy on the challenges faced while working in armed-conflict environment
- Insufficient caring and supporting attitude in the leadership as per expectations from subordinate staff
- Possibility of drainage of competent professionals from field level works
- Insufficient initiatives to engage conflicting parties including political actors in dialogue
- Lack of direct involvement in interventions like psycho-social recovery, community mediation, medical and legal support to conflict victims for their rehabilitation
- Insufficient link with important power holders in society to engage them in state supported reconstruction and reconciliation processes at the national and community level
- Insufficient context analysis in program design and documentation around lessons learned that could be shared internally at CARE as well as externally with others
- Insufficient articulation to link structural issues with peacebuilding
- Lack of transparency of overall budget lines
- Inability to convince donors to agree to budget lines that enable mainstreaming of conflict sensitivity and
- General lack of clarity to work with government line agencies and local bodies and political parties



photos by Jakob Holdt

### 2.2.5 Government of Nepal's (GoN) Position on Peace and Reconstruction

The Government has established Ministry of Peace and Reconstruction (MoPR), which has the mandates to manage the peace process that include peace negotiations and agreements, peace mechanisms including national commissions and local committees, support to conflict affected people including the internally displaced ones, cantonment management, reconciliation and social and physical reconstruction.<sup>25</sup>

The Ministry being aware of significance of peace, democracy, reconciliation, reconstruction and rehabilitation is seriously trying to accomplish sustainable peace. As the Ministry alone cannot achieve all the objectives, it is aware of the need of

cooperation of all sections of the society. The government would expect from organizations like CARE Nepal in realization of such tasks as: coordination with MoPR on all peace related activities, mobilization of partners and local NGOs through local mechanisms like Local Peace Committees (LPC); implementation of joint programs and initiatives; redesigning or reviewing of programs in view of sustainable peace and reconstruction; expansion of activities in view of capacity building of peace initiators and promoters; and support constitution assembly election and post-election activities. MoPR is expected to play a greater role to facilitate various stakeholders in the peace process including the constitution making one as demanded by the conditions of the nature of representation that is taking place in the Constituent Assembly.

In line with the Comprehensive Peace Agreement (CPA) and in order to respond to the root causes of conflict and to sustain peace through rehabilitation, reconstruction, reconciliation, social healing and trust-building of conflict affected people at local level, the Local Peace Committees (LPCs) are being established in all districts. The composition of the LPCs in a given district represents political parties in parliament including the signatories of CPA, civil society with social or political movements having legitimate claims to represent women, Janajati, Dalits, Madeshi and others. The office of the CDO and the police attend as observers; whereas the business sector together with specific individuals having an outstanding track-record of peacebuilding work in the community could be invited for representation.

<sup>25</sup> Sharma, Shyam Sunder. Presentation made to CARE Nepal on Peace and Reconstruction (progress and prospects), MOPR, GON, February 6, 2007, Kathmandu.

The LPCs are administratively accountable to MoPR and local civil servants are obliged to cooperate. A panel of approximately five members as “Local Peace Promoters” as primary implementer of the decisions of the LPC has the mandate to facilitate dialogue or mediation processes as may be required to enhance local capacities for peace, where the National Human Rights Commission (NHRC) and the United Nations will be invited to attend as observers. The LPC has the mandate to advise or liaise with the Consultative Committee of MOPR on any local developments or conditions that are relevant to or have the potential to threaten the national peace process, to collaborate closely with all national or international monitoring agencies including the relevant UN agencies during the phase of elections for the Constituent Assembly, and to cooperate with all relevant governmental and non-

governmental agencies in the management of conflict at local level. MoPR has the responsibility to support LPCs with necessary material, structural and logistical resources; services of skilled facilitators, trainers or mediators on request; and provide full autonomy and power within the framework of the CPA. In order to assure local ownership, public participation at the district level has been mandated in formation of the LPCs.

### 2.2.6 CARE Nepal’s Position on Specific Areas of Peace Building

Using the Dan Smith palette incorporating the broad array of peacebuilding interventions as Security, Political Framework, Socio-economic Foundations, and Reconciliation and Justice CARE Nepal’s organizational position was worked out in a two days internal working group meeting

### CARE Nepal’s Position on Specific Area of Peacebuilding

SN	Elements of PB Framework	Position
1.		
1.1	<b>Humanitarian Mine Action</b>	Integrate mine awareness into CARE Nepal programs. Incorporate the knowledge on mine awareness in relevant training programs
1.2	<b>Disarmament, Demobilization and Reintegration (DDR) of combatants</b>	Make interventions to reach specific needs of women ex-combatants as part of wider inclusion programming Examine specifically how current programming reaches women and children ex-combatants Carry out research based advocacy to influence policies of those disbursing big funds in this area
1.3	<b>Disarmament, demobilization and reintegration of child combatants</b>	Review CARE NEPAL’s own role in the existing network where it is involved (e.g. PPCC, CZOP, CAAFAG) Explore possibility of expansion and strengthening the local as well as district level networks
2.		
2.1	<b>Democratization (parties, media, NGO, democratic culture)</b>	Take stock of existing programming on political engagement, and work in network/alliance for advocacy to GoN Pilot a local development mechanism (local elected development body) to position this for when these bodies become re-established or newly constructed

Contd...

SN	Elements of PB Framework	Position
2.2	<b>Good governance (accountability, rule of law, justice system)</b>	<p>Develop collaboration at various level with like minded organizations</p> <p>As above</p> <p>Incorporate public hearing program in all CARE Nepal program at district level involving stakeholders and program beneficiaries</p>
2.3	<b>Institution Building</b>	<p>Intensify the institutional building activities at all level to promote good governance, democratization</p>
2.4	<b>Human Rights (monitoring law, justice system)</b>	<p>Work through partnership with different human rights organizations at local and national level to respond to violation and to ensure that violations are reported</p> <p>Explore possibilities to respond to needs of victims through exiting project, especially violation against women in project area</p> <p>Invest in enhancing the capacity of different groups to monitor and respond to violation</p>
3.		
3.1	<b>Dialogue between the leaders of antagonistic groups</b>	<p>At national level, engage when necessary through AIN or other national networks</p>
3.2	<b>Grass root dialogue</b>	<p>Involve in capacity building of partner's and other potential bodies (example Local Peace Committee, VDC, DDC, Association of VDC and DDC elected and nominated representative) in negotiation, mediation, facilitating dialogue.</p> <p>Take proactive role to facilitate dialogue between different groups with active engagement of conflict victims, IDPs, returnees, ex-combatants and different stakeholders</p>
3.3	<b>Other bridge-building activities</b>	<p>Support initiatives to bring together different groups to promote and initiate social harmony and reconciliation through existing projects.</p> <p>Establish fund beyond project to bring in conflicting groups together for reconciliation. If there is some willingness among conflicting groups, to come together, CARE will support such initiatives through various initiatives.</p>
3.4	<b>Truth and reconciliation commission</b>	<p>Facilitate communities to provide feed back on the draft to establish TRC mandates and also to incorporate victim's specific needs in the process.</p> <p>Educate to make people aware once the TRC has been established.</p>
3.5	<b>Trauma therapy and healing</b>	<p>Work through national and other local partners for psycho-social and trauma healing of conflict survivors and other vulnerable people needing such support.</p> <p>Build the capacity of partners, front liners and counselors through project intervention and collaboration with other organizations.</p>

Contd..

SN	Elements of PB Framework	Position
		<p>Develop a favorable module to promote psycho-social healing and their linkages and sustainability issue.</p> <p>Learn from different organizations and other countries how they are supporting in this area. (i.e policies, programs and other mechanism).</p>
4.		
4.1	<b>Physical reconstruction</b>	<p>Continue efforts in establishing physical reconstruction and side by side support community to mobilize resource.</p> <p>Focus to enhance rural employment opportunity (reducing the transaction cost) through these activities.</p> <p>Link reconstruction of physical infrastructure with reconciliation work.</p> <p>Support to link up infrastructure activities with local mechanism and also suggest/support government and donor's in their approach in providing physical infrastructures.</p>
4.2	<b>Economic infrastructure</b>	<p>Provide opportunity for economic empowerment, economic recovery at the micro level and also support for systematic linkages to market. (Engage more and more people specially conflict victims, returnees, IDPs, single women, youth and women in rehabilitation and construction of economic infrastructures as rural roads, irrigation schemes, community and school buildings, micro-credit as means to building peace).</p> <p>Develop/facilitate public, private partnership (including banks, finance company, development banks. Example: Uni-lever private sector, Dabar, FNCC, saving credit organizations).</p> <p>Support economic recovery in conflict prone and conflict affected areas.</p> <p>Develop projects that specially focus more intensively in enhancing particular market products and provide efforts in linking the whole chain from production to processing, marketing and consumption.</p>
4.3	<b>Infrastructure of health and education</b>	<p>Work with health management committee and school management committee to strengthen the peacebuilding roles of different stakeholders (students, community, teachers and health institutions, government).</p> <p>Support community managed school to promote bridge building effort (focus schools in conflict affected areas).</p>
4.4	<b>Repatriation and return and IDPs.</b>	<p>Support IDPs and returnees through different reconciliation activities including skills training and economic opportunities.</p> <p>Work with local peace committees to support IDPs and returnees issues.</p>
4.5	<b>Food security</b>	<p>Overall, CARE will take broader view of food security (land rights, land reform issue). It's main role will be to influence land reform policy, promoting appropriate technologies, and influence in land use and land reform issues and its mechanism.</p>

during Feb 4-8, 2008. CARE Nepal programs adopt peacebuilding through both crosscutting as well as specific project perspective. The organizational policy, structure and working approach are being gradually aligned according to this position.

## 2.3 CSPB Strategy Framework

Basic ideas on the hierarchy of objectives for the CSPB Strategy were also generated at the Kathmandu workshop. Significant part of the in-house workshop during February 4-5 was used to process the products obtained from the workshop on the hierarchy of objectives and activities. A number of in-house consultations supplemented from outside of it including that from CARE UK as well as in Nepalgunj during March 12-14, 2008 with the CSPB working team were carried out. Information and ideas generated from the above steps were taken as the inputs to finalize CSPB Strategy, which is described below.

The **Goal**, as the condition that could be attained as a contribution of the five year (2008-2010) CARE Nepal Strategy on CSPB, is: **Poor vulnerable and socially excluded (PVSE) people enabled to fulfill (exercise) their rights in a peaceful and harmonious manner.**<sup>26</sup> This statement is very much in line with the goal statement of the CARE Nepal overall program strategy 2006-2009. The **Purpose**, as the cumulative effect of all achievements of the CSPB strategy is: **“CARE Nepal and partners would be found engaged in community and national level peacebuilding processes”**, which is compatible with its overall **Strategic**



photos by Jakob Holdt

**Direction 3: Mainstreaming conflict sensitivity into all CARE Nepal's Programming in order to minimize its negative impacts and position itself to engage in peacebuilding.** As some of the root causes of conflict are addressed by Strategic Directions 1 and 2, CARE Nepal's Strategy on Conflict Sensitivity and Peace Building (CSPB) is focused on comprehensive causes of conflict including post armed conflict issues addressing key impacts and causes of armed conflict in Nepal and intends to: strengthen its capacity and that of its partners in conflict analysis and response, conflict sensitivity, and implement guiding principle/framework for engagement in peacebuilding.

The rationale behind in planning CSPB Strategy for 2008-2012 is that in one hand it provides slightly longer perspective strategic thinking and in another hand it is allowed to overlap its first two years with the last two years of the overall CARE Nepal Strategy to find sufficient space for mainstreaming. Its final evaluation in 2009/2010, could easily integrate the mid-term evaluation of the CSPB

<sup>26</sup> Note: Quite often justice (rights) and peace are not compatible – sometimes it requires breaking the peace, disrupting harmony to call attention to rights violations or demand justice. As CARE Nepal's philosophy is to work for the rights of PVSE, tensions may appear among power holders. However, the efforts of CARE Nepal's CSPB strategy is that such an inevitable tension can be minimized and rather contributes positively in societal development.

Strategy findings so that it can be totally mainstreamed in the overall program from then onwards. The Operational Strategies required for achieving the Strategic Direction

3, their indicators for performance measurement, and needed interventions are described below.

## CARE Nepal's CSPB Strategy Framework

### Strategic Direction 3: Mainstreaming conflict sensitivity into all CARE Nepal's Programming in order to minimize its negative impacts and position itself to engage in peacebuilding

#### Indicators for performance measurement:

##### By the end of 2012, :

- A. CARE Nepal program target population found:
  - Having enhanced knowledge & skills in understanding, analyzing & responding to managing conflict & promoting peace, and
  - Actively engaged in peacebuilding processes in their respective working areas. (This would involve community level and national level peacebuilding-also refer CARE Nepal's position- page 17)
- B. CARE Nepal and its partners found:
  - Aware of benefits and harms of CARE Nepal's programming
  - Engaged effectively in micro-macro linkages in relation to some critical issues of conflict transformation and peacebuilding.
  - Incorporating CSPB concerns in their organizational policies and systems, and their implementation.

#### Operational Strategies:

- 1 Making CARE Nepal's policy and systems sensitive to the local operating environment
- 2 Establishing effective partnership with national institutions
- 3 Enhancing capacity of CARE Nepal and its partners to implement projects in & on conflict
- 4 Strengthening local peace building initiatives
- 5 Aligning Design Monitoring and Evaluation (DM&E) system to peace-conflict

### Operational Strategy I: Making CARE Nepal's policy and systems sensitive to the local operating environment

#### Indicator:

By June 2010, significant emerging issues related to CSPB in CARE Nepal working areas<sup>27</sup> have been found analyzed and updated in such policies and systems as Human Resources, Finance, Procurement, Programs and Partnership Strategy etc.

#### Interventions:

- Establish a system for periodic orientation to staff on conflict sensitive practices, tools and other relevant guidelines including basic operating guidelines
- Apply conflict analysis tools/frameworks for periodical situation analysis including the emerging tensions/latent conflict analysis for program design, planning and implementation
- Institutionalize 'public hearing' at project/program level
- Update existing policies and plans including, human resource, placement, contingency plan, structure and program delivery in view of emerging geographic, socio-economic, political and cultural context

<sup>27</sup> working areas: Primary Focus in Churia and Remote Areas; Secondary Focus in Far/ Mid-West and Central Terai with selected urban and peri-urban centers

## Operational Strategy 2: Establishing effective partnership with national institutions

### Indicator:

By the end of 2012, CARE Nepal is found engaged in long term partnership based upon mutually agreed roles and responsibilities with different national level institutions<sup>28</sup> to act upon the issues related to peace-conflict giving specific priorities to armed conflict survivors specially children, youth and women

### Interventions:

- Map out national agencies engaged in peacebuilding especially that has focus on political peacebuilding
- Work with alliances/networks/organization, political institutions at national and local level to broaden the constituency ensuring the issues of PVSE and to make grassroots issue a national agenda
- Work as per critical need with national networks/organizations (e.g AIN, Human Rights/professional organizations) to promote dialogue among conflicting parties
- Engage with MoPR and its Committees to contribute in the peace process
- Support for the critical engagement of women constituent members to ensure their meaningful participation in the constitution making process and to collectively represent and defend women's rights and interest

## Operational Strategy 3: Enhancing capacity of CARE Nepal, partners and networks to implement projects in & on conflict

### Indicator:

By the end of 2012, CARE Nepal and its partners have enhanced their capacity<sup>29</sup> in CSPB, demonstrated by their increased knowledge and skills, attitude and behavior in social and political participation as well as found applied in relevant CARE Nepal supported programs and projects

### Interventions:

- Assess current capacity of CARE Nepal, partners & collaborating networks to work in and on conflict
- Develop specific/targeted capacity building program to address the gap
- Build linkage to enable local partners, Local Peace Committees (LPCs) for their effective implementation including access to peace funds
- Implement capacity building initiative on such skills as peace-conflict assessment, negotiation, conflict resolution and transformation, mediation, facilitation, communication and psychosocial counseling, trauma healing) to CARE Nepal and Partners

<sup>28</sup> MoPR, AIN, PPCC, CAAFAG, GOs and NGOs peace & advocacy networks, alliances, federations, media, professional organization and academic institutes, national NGOs working on human rights and peacebuilding

<sup>29</sup> Capacity in CSPB consists of knowledge, skills and attitude in: understanding and analyzing peace-conflict; ability to link between programming and conflict as well as mediation, facilitation, negotiation, psycho-social counselling and trauma healing; and rehabilitation, reconstruction and reconciliation.

## Operational Strategy 4: Strengthening local peace building initiatives

### Indicator:

By end 2012, a number of interventions found executed/supported technically and financially by CARE Nepal Program in its working area with such peacebuilding activities as dialogue, mediation, facilitation, social healing, relationship building... for local self-help promotion and dispute resolution including issues related to reconstruction, rehabilitation and reconciliation

### Interventions:

- Empower PVSE leaders to play effective role of political leaders, peace initiators, promoters and dialogue facilitators
- Enhance socio-economic empowerment and other safety nets (psycho-social healing, education and health) of conflict affected people through existing and specialized programs
- Collaborate with local initiatives and LPCs for effective peacebuilding at community level in support of state restructuring; inclusive issues in constituency making, democratization, good governance and justice system, truth and reconciliation activities
- Revitalize local indigenous knowledge & practice for peacebuilding in support of community level collective action for social harmony and reconciliation among conflict affected people
- Work with people's organizations and that of national and international ones in monitoring and response to human rights violations of conflict victims, discrimination & abuse of right especially those of women through task force and networks for UNSCR 1325

## Operational Strategy 5: Aligning Design, Monitoring and Evaluation (DM&E) system to peace-conflict

### Indicator:

By end 2009, peace-conflict related issues are found incorporated in CARE Nepal Program D, M and E system and then updated periodically

### Interventions:

- Develop a checklist for assessing whether projects/program designs are conflict sensitive and are using information obtained from periodical situation analysis.
- Innovate/Pilot test M&E system for conflict sensitivity and peace building
- Assess impact of project/program on peace-conflict during formal & informal evaluations and reviews
- Periodically revise CARE programming through a lens of conflict sensitivity
- Share lessons learned, research work, other report with relevant stakeholders through various medium (workshops/interaction, internet, media)

## 2.4 Conflict Sensitivity (CS) Checklist:

The following checklist will be used by CARE Nepal and its partners to appraise if the project/program being implemented is conflict sensitive and if they are making use of information obtained from periodic situation analysis so as to make Monitoring and Evaluation effective.

Source: 23-08-07 Koenraad Denayer

<b>Conflict analysis ?</b>	<b>1</b>
<ul style="list-style-type: none"> <li>■ Have you carried out a conflict analysis ?</li> <li>■ How did you do that ? (which tools, which sources) [Did you check the following fault-lines: ETHNICITY, RELIGION, GEOGRAPHIC ORIGIN, INSIDER/OUTSIDER, GENERATION/AGE, GENDER, PARTY POLITICS, POWER/VULNERABILITY (STATUS - ECONOMIC) ?]</li> <li>■ Is the scale of the conflict analysis adapted to the scale of the intervention ?</li> <li>■ Who was involved ? (for analysis, as resources)</li> <li>■ How many people were involved ? (for analysis, as resource persons)</li> <li>■ How much time did it take ?</li> <li>■ What are the results ?</li> </ul>	
<b>Intervention analysis ?</b>	<b>2</b>
<ul style="list-style-type: none"> <li>■ Have you carried out an intervention analysis ?</li> <li>■ How did you do that ? (what have you looked at)</li> <li>■ Did you look at the different dimensions: (1) people ; (2) strategy ; (3) operational management ; (4) threat management ; (5) what is perceived as urgent (peace) needs ?</li> <li>■ Who was involved ? (for analysis, as resource persons)</li> <li>■ How many people were involved ? (for analysis, as resource persons)</li> <li>■ How much time did it take ?</li> <li>■ What are the results ?</li> </ul>	
<b>Questionnaire ?</b>	<b>3</b>
<ul style="list-style-type: none"> <li>■ Did you <i>systematically</i> compare conflict analysis with intervention analysis ?</li> <li>■ How did you do that precisely ?</li> <li>■ Do you have a list of relevant questions that require an answer if you want to be CS ?</li> <li>■ What are these questions ?</li> <li>■ How are you going to monitor these issues ?</li> <li>■ Who is going to do that ?</li> <li>■ Was the mere asking of some questions enough to adapt your intervention already ?</li> <li>■ How did you adapt your intervention ?</li> <li>■ How many people (who) worked on this questionnaire ?</li> <li>■ How much time did it take ?</li> </ul>	
<b>Results ?</b>	<b>4</b>
<ul style="list-style-type: none"> <li>■ How did you get answers to your questions ? (educated guess, interviews, focus groups, workshop, ...)</li> <li>■ Who was involved in this ? (to ask and answer the questions)</li> <li>■ How many people were involved ?</li> <li>■ How much time did it take ?</li> <li>■ What are the answers to your questions / what are the results ?               <ol style="list-style-type: none"> <li>(1) What do you have to keep doing ?</li> <li>(2) What do you have to stop doing ?</li> <li>(3) What should you start doing from now on ?</li> <li>(4) Which aspect of the intervention should be adapted ? (How ?!)</li> <li>(5) Which link between conflict and intervention (= risk or opportunity) should be monitored in the future ? (How ? Who ?)</li> </ol> </li> </ul>	

Contd...

## Monitoring ?

5

- Are you monitoring (1) to (5) ?
- How ?
- Who is responsible ?
- Are you monitoring the changing conflict ?
- Does the changed conflict create new possible links with the intervention / new questions?
- Are you monitoring/recording the adaptations of the intervention ?
- Are you monitoring the effectiveness/performance of the intervention ?
- Are the various monitoring efforts above helpful ? (organizational learning, mainstreaming of CS ?)

## Adaptation (real Conflict Sensitivity) ?

6

- Do you adapt your intervention on the basis of the gathered knowledge (assessment & monitoring) ?  
(this should be monitored ; see above)
- Why not ? (if applicable) - see Issues
- Do you adapt your intervention for other reasons ? Which reasons ?
- How do you adapt ?
  - (1) What should you clearly keep doing ? (keep)
  - (2) What should you stop doing ? (cut away)
  - (3) What should you start doing ? (add, compensate)
  - (4) What should you change ? (transform)
- What is the most cost-effective adaptation ?

## Structural/sustainable Conflict Sensitivity ?

7

- Are the previous steps in this checklist a structural part of your organization / is this process mainstreamed ?
- If so, how ?
- Is it fully sustainable ?
- If not, why ? (strengths, weaknesses, opportunities, threats, Issues ?)
- How can this be remedied ?
- Do you have a work plan to remedy this ?

### Mandate

- Are your superiors / donors fully on board, i.e., do you have the **mandate** to adapt on the basis of gathered knowledge ?
- If not, can better communication solve this ?
- If your communication can not solve this, what then can solve this issue ?
- How can / will you do that or contribute to that ?
- Do you have a strategy for this ?

### Staff

- Do you have enough staff who are capable of *lateral thinking* / thinking outside the box ?
- Do you involve them enough ? (questionnaire, adaptation !)

## 2.5 Field questions

The following field questions will be used by CARE Nepal and its partners to assess the impact, for review and baseline surveys as part of project Monitoring and Evaluation to assess the Conflict Sensitivity and Peacebuilding:

### **Compare problem analysis with conflict analysis (what is place of conflict within overall problematic context ?)**

- what are the three most important problems for you in general right now ? (specify: not specifically conflict issues, but general problems such as employment, access to employment, etc.)
- can you rank them from 1 to 3 ?

### **Compare needs assessment with peace needs assessment (see questions below)?**

- what do you think is needed to solve these problems (1 to 3) ?

If the respondents do not automatically talk about conflict when asked about their problems in general, this provides a sharper idea of the relevance of peacebuilding: although peacebuilding is never irrelevant, you may perhaps want to decide to link up the peacebuilding to other activities which are perceived as an answer to problems that are ranked higher by the participants.

### **Conflict analysis**

- when do you feel there are tensions, that there is conflict ? (Give as many examples as possible)
- try and separate the following two questions: a)what are the actors (people) involved in this ?  
b)what are the most important conflict issues ?
- can you rank them from 1 to ... ?
- what outside events / groups of people influence / can influence these issues in a positive or negative manner ? (context)

### **Peace needs assessment**

- what do you need most to solve these conflicts ?
- can you rank these needs from 1 to ... ?
- how can you protect yourselves best against outside negative events ?
- how can you use best the opportunity of positive outside events ?
- how can you protect yourselves best against the negative influence of outside groups of people ?
- how could you try and increase the positive influence of outside groups of people ?

### **(Conflict-sensitivity)**

- do you think that some non-target groups may get upset when you try to solve some of your problems and conflicts ?
- why ?
- how can you avoid that best ?

### **Peace indicators**

- suppose you wake up tomorrow morning and all conflict has gone ; how will you see the difference between now and then ? (be very concrete, and give as many examples as possible!)

### **Peace impact indicators**

- how will you see that the social cohesion is better here ?
- when will you know for sure that the local and national policies are responsive to your problems ? what do they need to decide ?
- when will you feel safe and secure ? what has to happen before you feel that ?
- when will you know that you are indeed exercising your rights ? what has to change for that ?





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