

EU External Action: Fragility, Security and Development in a Changing World
Tuesday 15th of April 2014: 10.45 - 12.15

TOOLS & METHODOLOGIES FOR UNDERSTANDING THE CONFLICT CONTEXT

(Early Warning Systems, Conflict Analysis, Post-conflict and
disaster needs assessment, Fragility Assessments)

EU funded project:

« Post-Conflict and Post-Disaster Needs Assessment

(PCNA/PDNA): development of assessment capacity and tools »



CONFLICT INTENSITY

CONFLICT
EARLY

CONFLICT ANALYSIS

POST
CONFLICT
NEEDS

CONFLICT
SENSITIVITY

PEACE
BUILDING

PEACEKEEPING

TIMELINE

Conflict Early Warning System (EWS)

Hadewych Hazelzet
EEAS, Security Policy and Conflict Prevention Directorate

15th April 2014

Purpose

- **To *identify* opportunities for the EU to help prevent the emergence, re-emergence or escalation of violent conflict**
 - *Long term risk*: structural factors - is situation fragile, such that violent conflict could emerge over the next years?
 - *Short term risk*: events / potential triggers for violence, e.g. next 6 months
- **To *assess* risk for violent conflict while taking into account:**
 - Wider EU interests (other than to prevent conflict and build peace)
 - EU capacities / added value to engage
- **Using analytical tools and a process to:**
 - Enable forward-looking exchanges between EU institutions and with Member States on risks of violent conflict that are of particular concern to the EU
 - Generate options for possible mitigating actions through the full spectrum of the comprehensive approach (by EU and MS) + monitor early action

Process and Tools

1. EU Delegation completes **Checklist for Structural Risks** of Conflict based on 10 risk areas



2. Analyst completes a **Country Conflict Risk Report** leading to summary risk assessment using: EU Del Checklist, SIAC reports, public data sources, trigger / events analysis

Country Conflict Risk Report (C2R2): Assessment

Country: Burkina Faso Year: 2012 Date of Data collection this page: 01-02-2013

Risk Area	Source	ANNUAL EXTERNAL ASSESSMENT		EU ANNUAL INTERNAL ASSESSMENT	
		5-year Trend	Annual Change	Annual Change	Current Status of Factor
Legitimacy	Democracy Index (EIU)	N/A	stable	improving	(+/-)
Rule of Law	World Justice Project	N/A	N/A	stable	(+/-)
Security	I H S Jane's Country Risk Rating	stable	stable	worsening	(+)
Fundamental Rights	Freedom House	stable	stable	improving	(+)
Civil Society and Media	World Press Freedom Index	?	worsening	improving	(+)
Inter-communal Relations	I H S Jane's Country Risk Rating	stable	worsening	worsening	(-)
Economic Performance	World Economic Outlook (IMF)	improving	improving	improving	(-)
Disaster/Environmental Resilience		N/A		stable	(-)
Social Welfare & Equality	Human Development Index (UNDP)	N/A	improving	worsening	(-)
Geopolitical Stability	I H S Jane's Country Risk Rating	stable	stable	worsening	(+)

HIGH-RISK COUNTRY CHARACTERISTICS
[Please copy those that apply from the "DATA" worksheet]
! Geopolitical regional instability
! GDP per capita (poverty or low levels of economic development)
! Economic dependence on limited number of sectors
! Land-locked country

LONG-TERM CONFLICT RISK FACTORS

	Previous	Latest
Arms transfers, Trend Indicator Values (US\$ m.)	2 (2009)	15 (2011)
Military expenditure (% of GDP)	1.3 (2009)	1.3 (2010)
Number of ICG alerts per year	0	0
Failed State Index (Country Rankings 1-120 = Worst > Best)	37/120	41/120



3. Desks (EEAS/Cion):

- Validate risk assessment
- Wider EU interests / added value
- Propose options for action

4. Regional Conflict Risk Map and Cross Regional Assessment



5. Priority Setting & Initiation of Early Action



6. Monitoring & Review

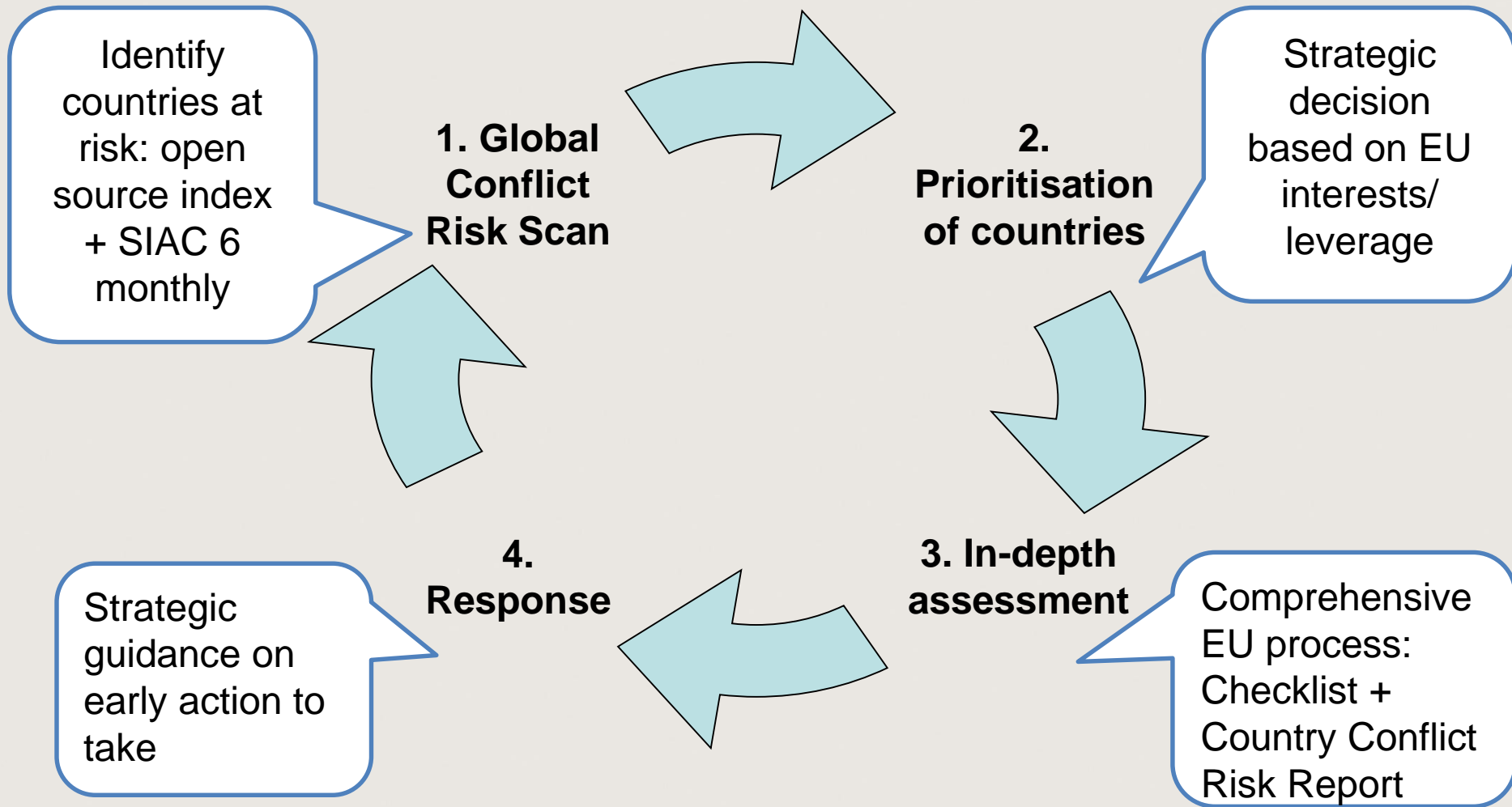


Checklist: Structural Risks of Conflict

Checklist for Structural Risks of Conflict

1. Legitimacy	6. Inter-ethnic / Inter-communal Relations
Political/administrative power is exclusive	Tensions/confrontations exist between identity groups
State authority is rejected	There are no effective mechanisms for managing inter-group dialogue
Corruption is widespread	There is a large/frequent flow of inter- and intra-territorial migrants
2. Rule of law	7. Economic performance
There are no checks and balances in the constitutional order	The structure of the economy is vulnerable to shocks
The justice system is weak	Inadequate or corrupt management of the economy promotes instability
Police and security forces operate outside the law	Management of macro-economic policy is weak/inappropriate
3. Security	8. Disaster / Environmental Resilience
Violence is widespread	The country's capacity to respond to disasters is inadequate
Illicit trade and/or criminal operations operate freely	Management of the effects of climate change is insufficient or ineffective
There is no state monopoly on the use of force	Private sector investment in natural resources is poorly managed
4. Fundamental Rights	9. Social Welfare / Social Equality
Civil and political freedoms are violated	Social welfare is underdeveloped or non-existent
Religious and cultural rights violated	There are overt geographic disparities in social and economic welfare
There is no respect for the international human rights regime	There are high levels of social and/or gender inequality
5. Civil Society and Media	10. Regional Stability
Civil society does not operate effectively	The geopolitical situation in this region is unstable
There is little or no independent media	The state cannot / does not ensure territorial integrity
Professional standards for media are weak	The actions of the state contribute to regional instability

Global Roll-Out: Steps



What's new?

(In development)

Global Conflict Risk Scan

Security

Internal security:

- Past conflicts (years since last violent conflict)
- Current conflicts

External security:

- Neighbours in conflict

Peoples under threat

Economic

Poverty:

- GDP per capita

Inequality:

- Gini

Crisis Indicators:

- Unemployment rate
- Inflation

Social

Under 5 mortality

Public Service

Ethnic polarization

Environment

Water access:

- Sanitation
- Water source

Land degradation

Political

Regime type

Factionalism

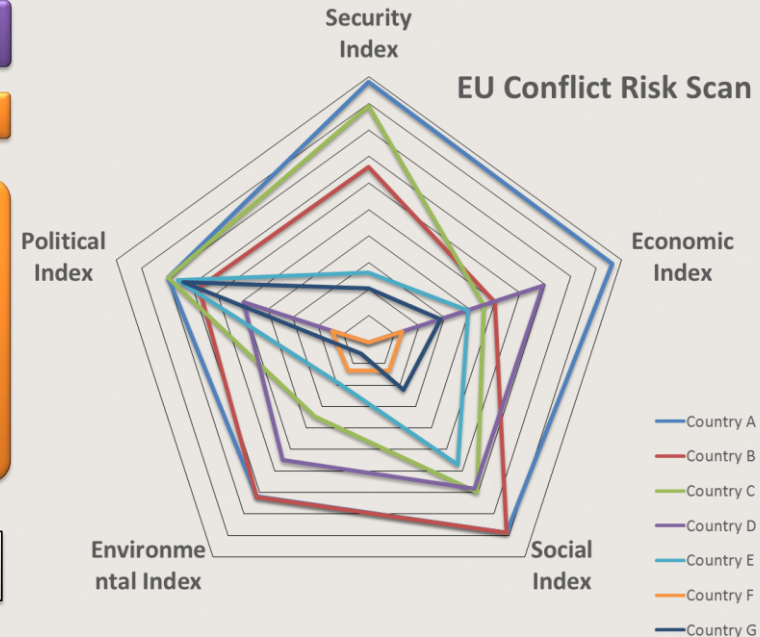
Rule of Law

Press Freedom:

- Press Freedom Index
- Freedom of press

Indicators listed above are examples of those under consideration

EU Conflict Risk Scan



RANK	COUNTRY	Security Index	Economic Index	Social Index	Environmental Index	Political Index	PEACE & STABILITY INDEX	Current Conflict
1	Country A	9.8	9.7	8.9	7.2	7.9	8.7	1
2	Country B	8.8	6.0	8.9	9.4	5.9	7.8	1
3	Country C	8.2	6.7	8.5	6.7	6.5	7.3	1
4	Country D	9.1	6.7	7.1	6.4	7.2	7.3	1
5	Country E	6.5	5.6	7.2	9.4	6.3	7.0	0

Summary

Objectives:

1. Anticipate conflict risks (identify slow burning conflicts)
2. Prioritisation of EU resources for conflict prevention
3. Strategic engagement with Member States
4. Comprehensive Approach in action
5. Global roll-out in course of 2014

Tools

- Checklist for Structural Risks
- Country Conflict Risk Reports (C2R2)
- Options for early Action
- Conflict Risk Index
- Combine quantitative/qualitative and open/internal sources and analysis

Process

- EU-wide buy-in
- produce, validate and review actionable and timely information as basis for decision making
- Monitor and steer early action

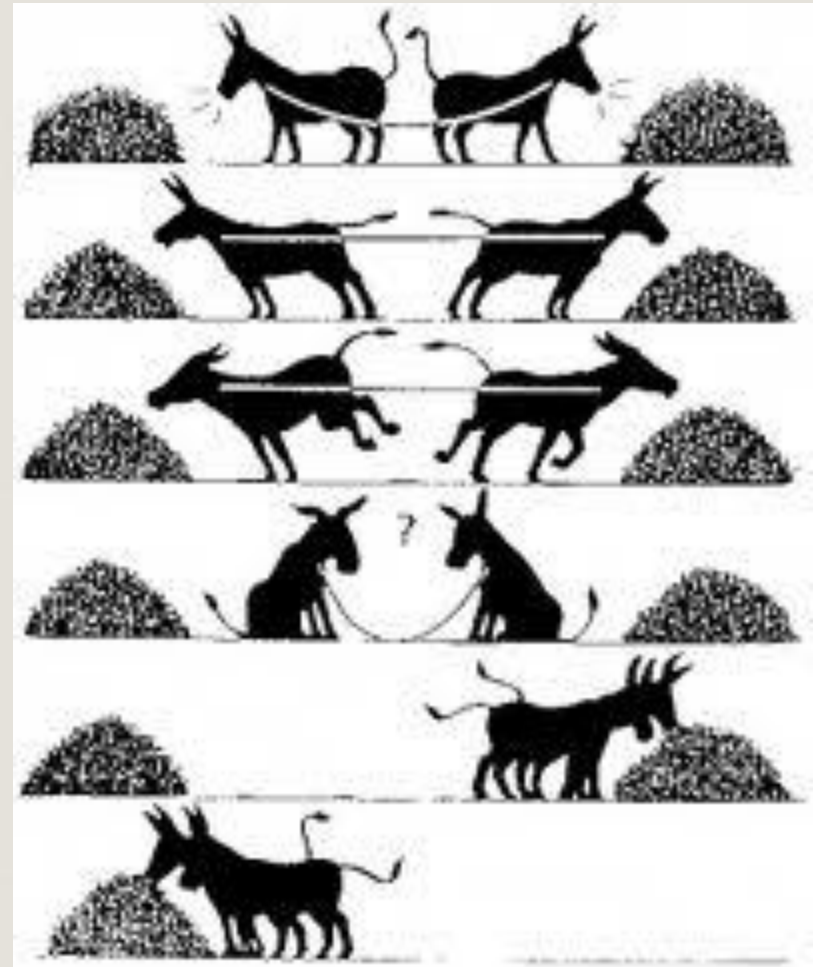
Conflict Analysis in Support of EU External Action

Timothy Baines
DG DEVCO-EuropeAid, Fragility and Crisis Management Unit
Brussels, 15th April 2014

Conflict - a definition

A conflict is a relationship between two or more parties who have, or believe they have, incompatible interests or goals

After Johann Galtung



Conflict is...

- Neither good nor bad in itself
- Normal to human society

It is the associated **violence** and destructive behaviours and attitudes that is problematic

Why conflict matters to the EU

Conflict is a threat to EU values & interests:

- Democracy, Respect for H.R. ...
- Security (terrorism, regional instability, energy supplies, migration)
- Prosperity and trade
- Global poverty reduction

Why do a conflict analysis?

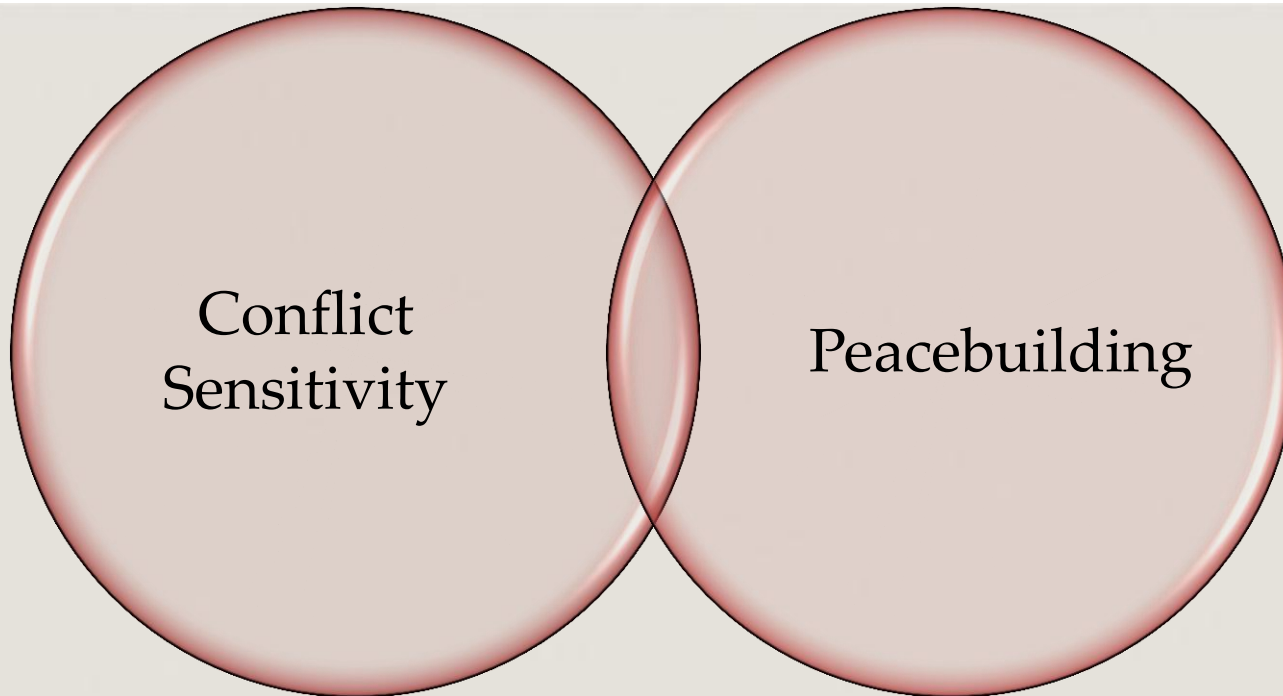
- ❑ Analyses is basis for a response;
- ❑ Joint analysis is starting point for a Comprehensive Approach;
- ❑ Baseline to measure change;
- ❑ Critical for conflict sensitivity;

“Take context as the starting point”

What is Conflict Sensitivity?

- Applies to **all contexts**, regardless of the severity or frequency of violence, even in situations where underlying tensions have not recently resulted in violence
- Applies across and throughout **all areas of our work** and should be applied as an institutional approach (beyond tools)
- Applies to **all types of work**, to encompass humanitarian, development and peacebuilding, also including, where appropriate, work conducted by local civil society, government or private sector partners
- Does not require changing mandates/priorities/objectives, and does not entail an explicit commitment to peacebuilding as a priority

Do no harm and reduce tensions

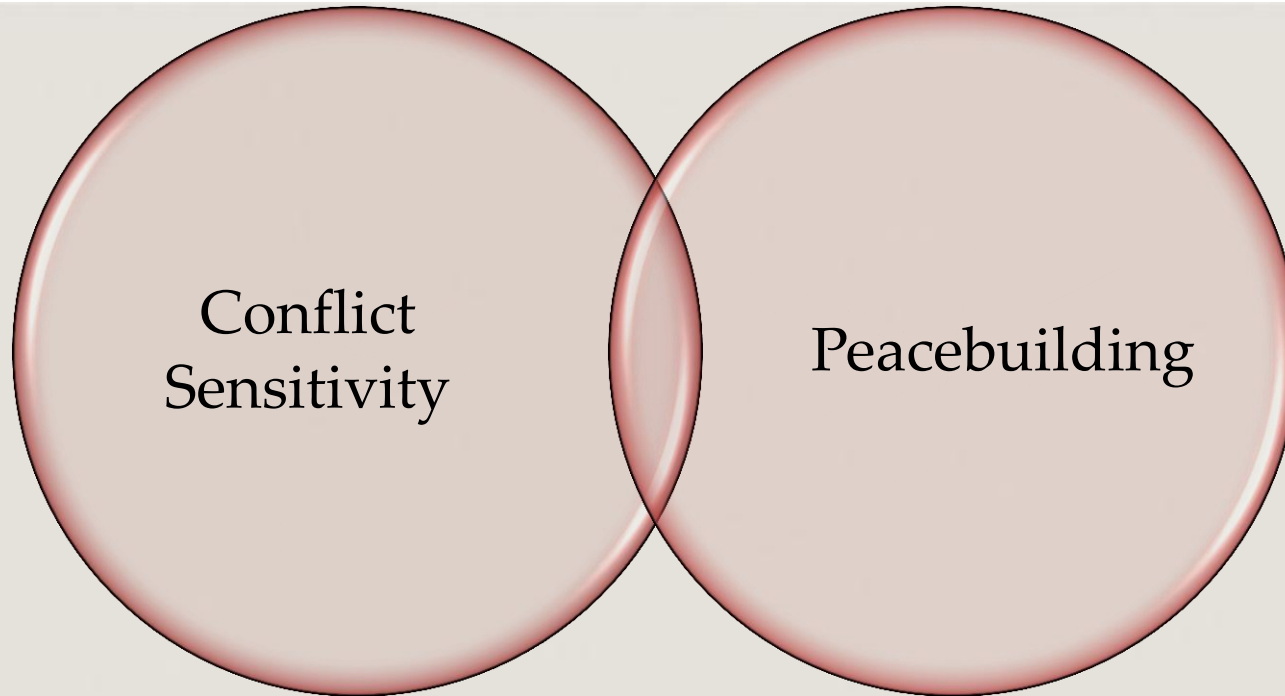


Conflict Sensitivity

Work **IN** the context of conflict to minimize negative and maximize positive impacts of intervention

Peacebuilding

Work **ON** conflict, seeking to reduce key drivers of violent conflict and contribute to broad societal-level peace



Conflict Sensitivity application

All interventions, of all types, in all sectors, at all stages of conflict should be conflict sensitive (including peacebuilding efforts)

Peacebuilding application

Interventions that articulate goals or objectives aimed at securing peace; can be integrated into other programming modes and sectors

Conflict Analysis Framework

1. Causes/structures of conflict
2. Conflict stakeholders
3. Conflict dynamics
4. Drivers of peace
5. Conflict responses
6. Scenarios
7. Options and opportunities for the EU

Conflict Causes

Structural causes: “pervasive factors ... built into the policies and fabric of a society which may ... create violent conflict”

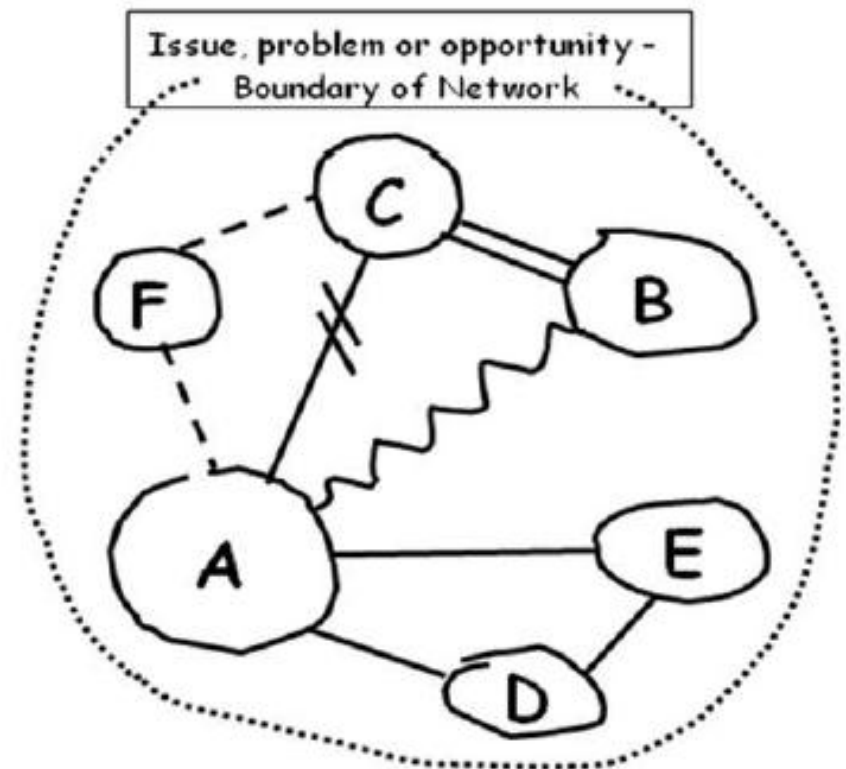
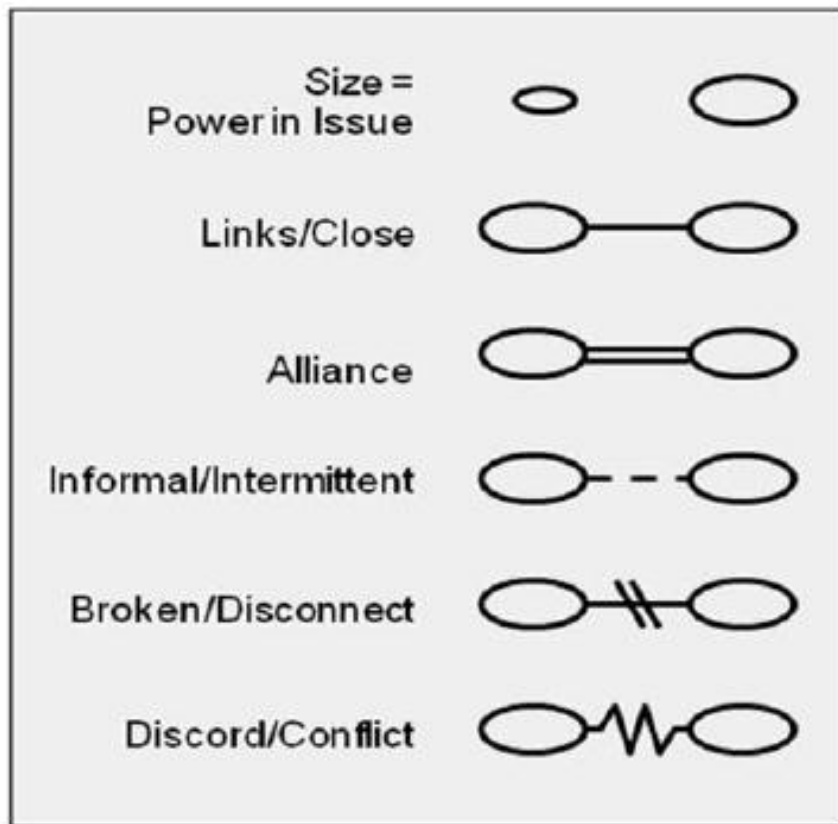
Proximate causes: “factors contributing to a climate conducive to violent conflict or its escalation”

Triggers: “single key acts, events or their anticipation that will set off or escalate violent conflict”

Causal Analysis

	Security	Political	Economic	Social
International	AQ influence Pressure from GWOT	Poor regional relations Interference KSA. US Pressure Is/Palestine	Oil/wheat price rises International aid policies No access to gulf labour mkt	Ideological/religious influence of AQ and radicalised groups
National	Radicalised fighters returning Army corruption	Patronage system Weak democratic institutions Ineffectual political opposition US security presence	Corruption Unemployment Oil subsidies Oil production falling	Exclusion of some groups from pol/economic power Changing position of women
Regional	Weak rule of law	Over centralised and unresponsive state	Unequal distribution of natural resources and government expenditure	
Local	Availability of light weapons Lack of Police presence	Powerless local institutions Lack of access to justice	Water/land conflict Local corruption	Discrimination against some groups and women Resentment about lack of basic services Violence against women

Stakeholder Analysis



What do parties want? Distinguishing positions, interests and needs



Positions

- Parties' stated demands
- 'What they say they want'
- Specific solutions they insist on



Interests

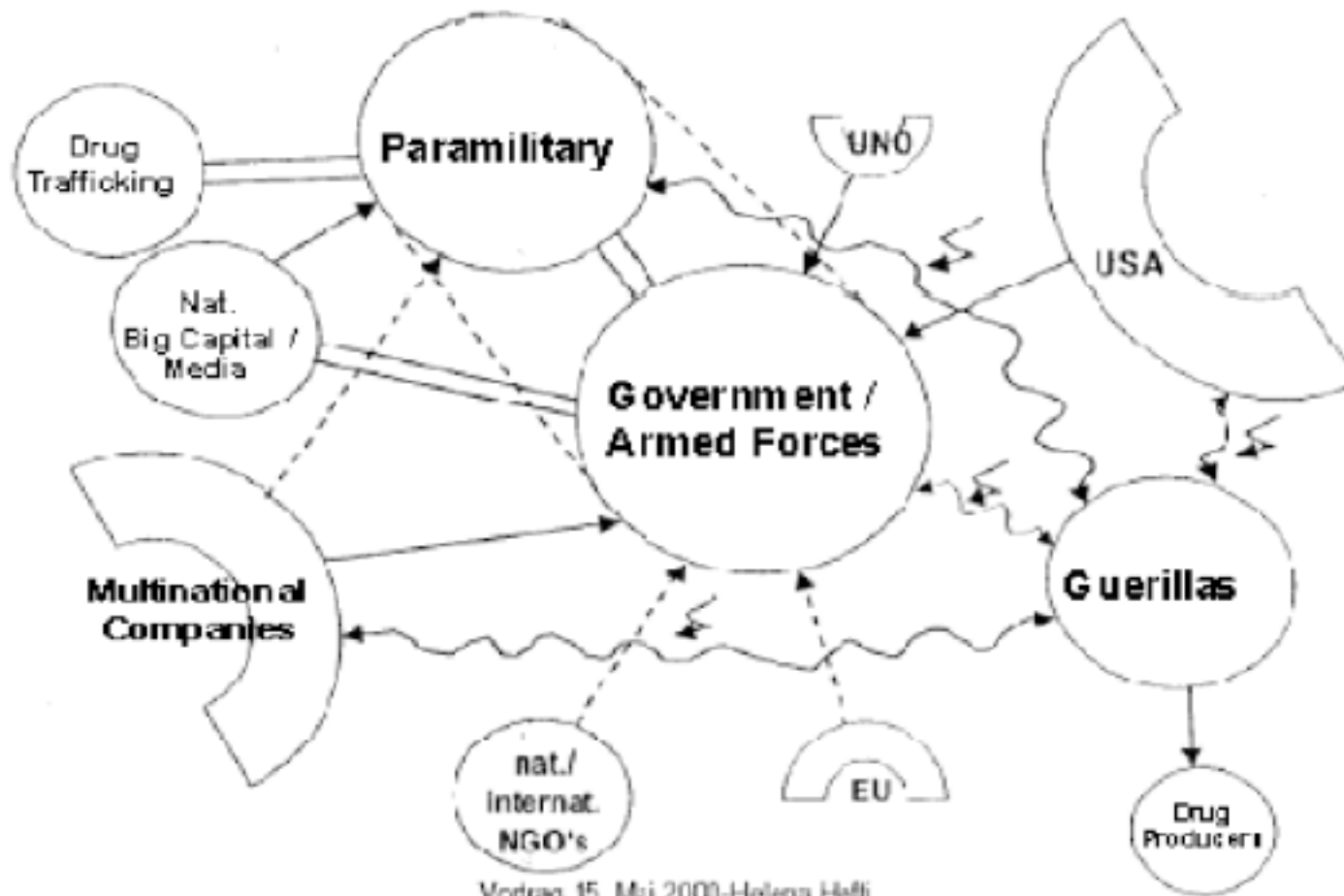
- Parties' motivations – why they want what they want
- Goal behind positions
- Open to multiple solutions



Needs

- What parties cannot do without
- Basic 'fundamentals'
- E.g. safety, recognition, survival

Stakeholder Analysis



Conflict dynamics

- Changes over time, escalating/de-escalating
- Nature and location of violence - patterns
- Interaction of causes and actors
- Trends
- Where is conflict not happening?
- What are “capacities for peace”?

Who does conflict analysis?

- EU institutions
- Member States
- International Organisation

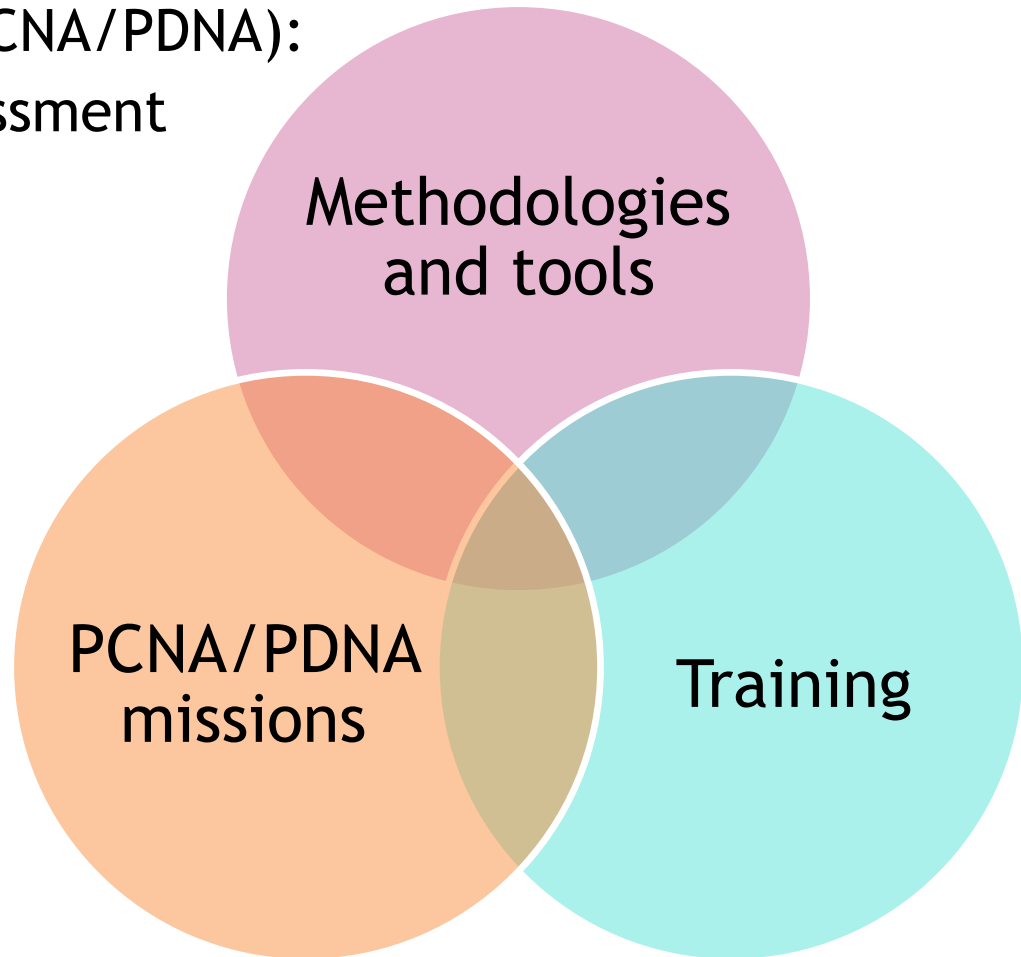
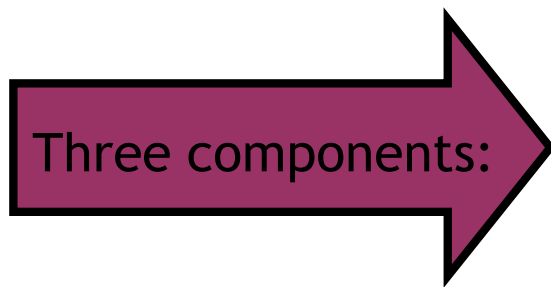
POST CONFLICT NEEDS ASSESSMENTS

Thomas Hockley (consultant FPI)
PARTICIP, 15th of April 2014



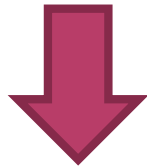
The Particip project with the IcSP

Post-Conflict and Post-Disaster
Needs Assessment (PCNA/PDNA):
development of assessment
capacity and tools



What are the Institutional Partnerships?

EU, UN and WB sign Joint Declaration on Post-Crisis Assessments and Recovery Planning (September 2008)

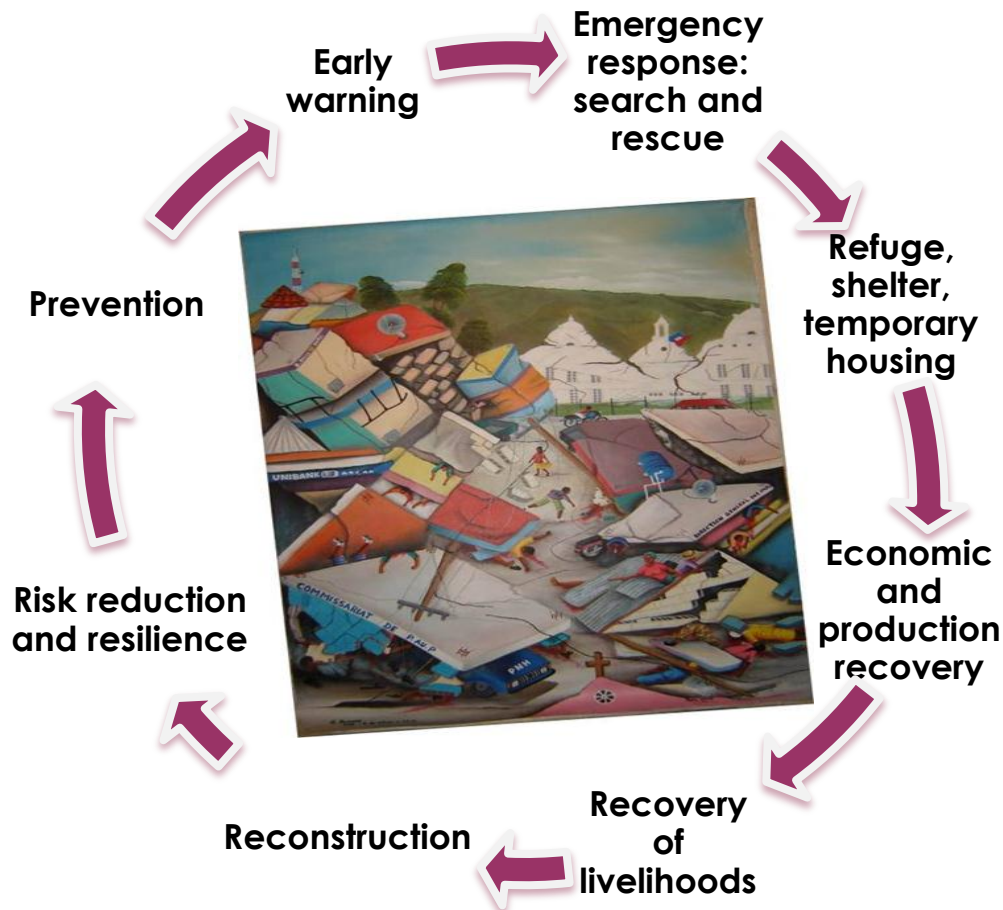


These agreements formally establish a platform for partnership and action for an effective and sustainable international response to disaster and conflict-related crises and emergencies



What a Post Disaster Needs Assessment leads to:

- Integrated effects assessment across sectors and cross cutting issues (damages, losses and needs);
- Economic and Social impact analysis;
- Economic and social needs prioritized for comprehensive recovery framework;
- Basis for financial resource mobilization and international cooperation.



What a Post Conflict Needs Assessment leads to:

- A **joint** process in a country emerging from **conflict or political crisis**;
- Aims to **identify, prioritize and cost** post conflict needs;
- The process is **tailored** to each country situation;
- An overarching principle of **peacebuilding**.



PCNA: A focus on peacebuilding

POLITICAL GOVERNANCE & JUSTICE

- Elections;
- Parliament;
- Executive;
- Justice & rule of law;
- Public administration & Finance;
- Central governance;
- Local governance.

SECURITY

- SSR;
- DDR;
- Civilian disarmament & arms control;
- Protection of the civilian population.

ECONOMY

- Economy;
- Trade;
- Private finance, private sector & investment climate;
- Transport & infrastructure;

SOCIAL

- Education;
- Health;
- Water & sanitation;
- Land & property, housing, shelter;
- Social protection.

What triggers a PCNA?

- A request from government: a **government led process**
- A **peace agreement or cease-fire agreement**
- An opportunity to address **localised crisis**
- As a **catalyser** towards peace
- In slowly evolving transition processes, **significant milestones** provide an opportunity to focus on concrete transition planning.



Snapshot of PCNA Phases



Pre-Assessment

- Assemble background data
- Conflict analysis & capacity assessment
- Security & access assessment
- Ensure linkages with other processes
- Write concept note / ToRs
- Ensure that there is a common vision / "peace-building storyline" and identification of priority sectors
- Develop communication strategy

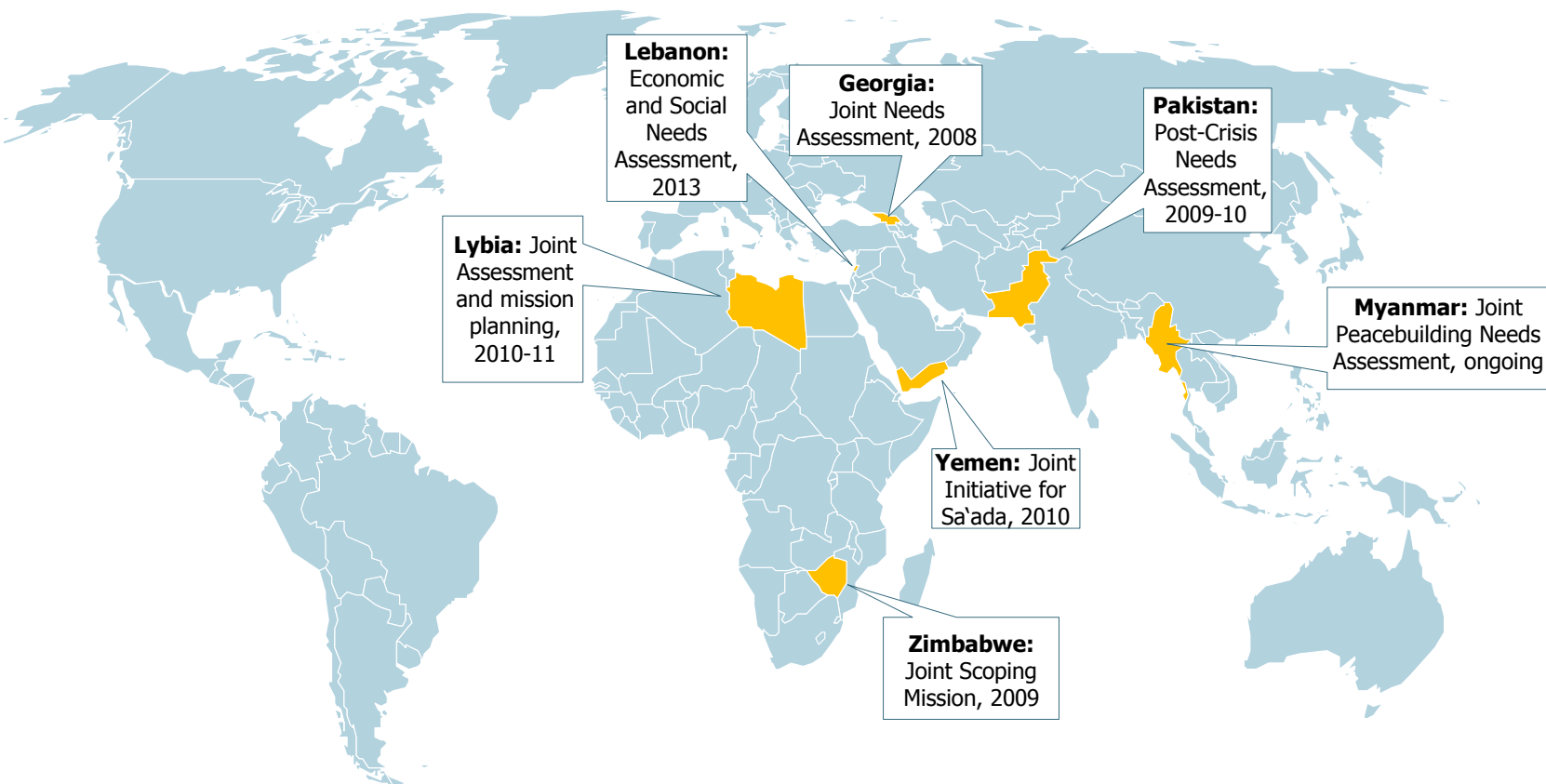
Assessment

- Produce work plan and guidance for clusters/sectors
- Ensure there is common understanding of responsibilities, parameters and TRF
- Ongoing validation and consultation
- Harmonization of cluster reports
- Drafting of synthesis report and TRF
- Ensure monitoring mechanisms are part of TRF
- Advice on financing and coordination mechanisms

Implementation

- Support local teams in drafting implementation platform and assuring linkages with longer term planning processes
- Assist local team with reporting to donors

PCNAs since 2008



PCNA Review: challenges and opportunities

- Purpose;
- The changing nature of crises situations;
- Time-frames;
- Communications and guidance;
- Coordination and Consultation;
- Synergies with new policies and processes;
- Outputs.

QUESTIONS?

