

# **CHAPTER 5: INTERVENING IN CONFLICT- AFFECTED AREAS**

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## **Monitoring and Evaluation of Interventions in Conflict-affected Areas**

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Conflict prevention, conflict resolution and peacebuilding all aim to have long-term impact in terms of sustainable peace and development. Given the time-frames and the convergence of a multitude of activities in conflict-affected areas, it may be difficult to attribute quantifiable results to specific conflict prevention, conflict resolution and peacebuilding activities. This should not, however, be a deterrent, or an excuse for not conducting assessments.

There is consensus that many of the standard criteria for monitoring and evaluation are applicable to interventions in conflict-affected areas. In addition, the OECD-DAC provides a series of common monitoring and evaluation principles that can be applied to different types of conflict prevention and peacebuilding interventions. These are: inclusiveness; the testing of underlying theories of change; the use of qualitative and quantitative methods; testing assumptions and learning; ethical standards for approaching informants and handling the reporting of findings.

The following are a selection of monitoring and evaluation frameworks and tools developed by international organisations, donor agencies, academics and non-governmental organisations. They cover conflict prevention, conflict resolution, conflict transformation, stabilisation, and peacebuilding interventions.

### ***Conflict prevention and peacebuilding***

[OECD-DAC, 2007, 'Encouraging Effective Evaluation of Conflict Prevention and Peacebuilding Activities: Toward DAC Guidance', A Joint Project of the DAC Network on Conflict, Peace and Development Co-operation and DAC Network on Development Evaluation, Paris](#)

The past decade has seen growing numbers of governments and organisations devote resources to interventions intended to avert or end conflict. How can these be evaluated? This report from CDA Collaborative Learning Projects (CDA) represents a step in the development of practical evaluation guidance. Scope, conflict analysis, impacts, skills and tools all need to be considered. Next steps should include donor experimentation with evaluations, an annual review of evaluations and a policy review.

[Access full text: available online](#)

Scheers, G., 2008, 'Assessing Progress on the Road to Peace Planning, Monitoring and Evaluating Conflict Prevention and Peacebuilding Activities', Issue Paper, no. 5, European Centre for Conflict Prevention

[Access full text: available online](#)

### ***Conflict resolution, conflict transformation and peacebuilding***

[Cuhadar-Gürkaynak, E., Dayton, B., and Paffenholz, T., 2009, 'Evaluation in Conflict Resolution and Peacebuilding', in Handbook of Conflict Analysis and Resolution, eds., D. J. D. Sandole, S. Byrne, I. Sandole-Staroste, and J. Senehi, Routledge, Oxon and New York, pp. 286-299](#)

Why is evaluation essential in conflict resolution and peacebuilding work? How can traditional evaluations be adapted for this purpose? This chapter from the *Handbook of Conflict Analysis and Resolution* examines the difficulties and possibilities of evaluating conflict resolution and peacebuilding initiatives. Renewed attention to evaluation strengthens connections between peacebuilding theory and practice.

[Access full text: via document delivery](#)

[Lanz, D., Wählich, M., Kirchhoff, L., and Siegfried, M., 2008, 'Evaluating Peace Mediation', Proposal of a General Framework for Evaluating International Mediation Activities, Initiative for Peacebuilding \(IfP\) - Mediation Cluster](#)

How can accountability mechanisms be established for international peace mediation given that it takes place in extremely complex contexts and its contributions are difficult to grasp? This study, from Swisspeace and the Centre for Peace Mediation, has developed a framework for evaluating international mediation activities that differ from standard methodologies. It proposes a series of non-suggestive evaluation questions that allow a systematic but flexible assessment of aspects of peace mediation.

[Access full text: available online](#)

Church, C., M.M. Rogers, 2006, 'Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs', Washington, DC: Search for Common Ground

[Access full text: available online](#)

### ***Stabilisation***

[Cohen, C., 2006, 'Measuring Progress in Stabilisation and Reconstruction', Special Report, United States Institute of Peace, Washington, DC](#)

Measuring progress is essential to the success of stabilisation and reconstruction efforts. This report, published by the United States Institute of Peace, examines the shortcomings of current processes, including the tendency to measure implementation rather than impact. Proper assessment tools and reliable measures of progress are needed to enable policymakers to take stock of the challenges before intervening and to continuously track the progress of their efforts towards stabilisation. Political will is also essential to ensure leadership and cooperation across organisational boundaries.

[Access full text: available online](#)

## Peace and Security Architecture

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### International and regional engagement: coherence, coordination, sequencing and funding mechanisms

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#### *Coherence and coordination*

Conflict prevention, post-conflict recovery and peacebuilding interventions involve a wide range of internal and external actors, including governments, civil society, the private sector and international and regional agencies. They also entail a broad range of activities that span security, political, economic, social, humanitarian, human rights and justice dimensions. There is broad consensus that inconsistent policies and fragmented programming increases the risk of duplication and inefficient spending; reduces capacity for delivery; and results in a lower quality of service, difficulty in meeting goals, and ultimately weak outcomes on the ground.

The pursuit of coherence helps to manage interdependencies and allows for the development of an overarching strategic framework. There are four elements of coherence (see De Coning 2007: 6):

- Agency coherence: consistency among the policies and actions of an individual agency
- Whole-of-government coherence: consistency among the policies and actions of different government agencies of a country
- External coherence (harmonisation): consistency among the policies pursued by various external actors in a given country context
- Internal/external coherence (alignment): consistency between the policies of the internal and external actors in a given country context

Coordination is the means through which coherence is pursued. Through coordination tools, such as action plans, common needs assessments and productive division of labour, the various actors involved in conflict prevention and peacebuilding can connect to the overall strategic framework. Coherence has been difficult to achieve, however, in part because of resistant organisational behaviour. Governments should give greater attention to organisational dynamics in seeking to promote all four elements of coherence.

[De Coning, C., 2007, 'Coherence and Coordination in United Nations Peacebuilding and Integrated Missions' NUPI Report, Norwegian Institute of International Affairs, Oslo](#)

How important are coherence and coordination in United Nations peacebuilding missions? This study from the Norwegian Institute of International Affairs argues

that pursuing coherence helps to manage the interdependencies that bind the peacebuilding system together. Coordination is the means through which individual peacebuilding agents can ensure that they are connected to the overall strategic framework. Unless peacebuilding agents, including the Norwegian Government, generate a clearly articulated overall peacebuilding strategy and operationalise the principle of local ownership, peacebuilding systems will continue to suffer from poor rates of sustainability and success.

[Access full text: available online](#)

[Lotze, W., De Carvalho, G. B., and Kasumba, Y., 2008, 'Peacebuilding Coordination in African Countries: Transitioning from Conflict Case Studies of the Democratic Republic of the Congo, Liberia and South Sudan', \*African Journal on Conflict Resolution, Occasional Paper Series\*, vol. 3, no. 1](#)

How can the coordination of African peacebuilding initiatives be improved? This occasional paper from the African Centre for the Constructive Resolution of Disputes includes case studies from the Democratic Republic of Congo (DRC), South Sudan and Liberia. There is much scope for coordination to be improved, particularly among local, internal actors who do not own their national peacebuilding frameworks. Peacebuilding coordination is currently too donor driven.

[Access full text: available online](#)

[Kent, R., 2007, 'The Governance of Global Security and Development: Convergence, Divergence and Coherence', \*Conflict, Security & Development\*, vol. 7, no. 1, pp. 125 – 165](#)

How can we explain the lack of coherence within international conflict-handling mechanisms? This article from *Conflict, Security and Development* examines the gaps in the international community's conflict-handling mechanisms from the perspective of coherence and organisational behaviour. It finds that organisational behaviour is one explanation for a lack of coherence and the various disconnects within international conflict-handling mechanisms. Ultimately, solutions to the organisational problems that inhibit coherence in international peace-building efforts will depend on political will.

[Access full text: via document delivery](#)

Rintakoski, K. and Autti, M., eds., 2008, 'Comprehensive Approach: Cooperation in Crisis Prevention and Management', Seminar Publication, Ministry of Defence - Finland, Helsinki

[Access full text: available online](#)

For discussion and resources on the UN coherence and coordination, see 'United Nations' in the [international peace and security architecture](#) section of this guide.

For further resources on coherence and coordination, see [whole of government approaches](#) in the GSDRC's fragile states guide.

### ***Sequencing***

One of most debated issues with respect to post-conflict recovery and peacebuilding is how to prioritise and sequence the range of necessary interventions. There is consensus among academics, policy makers and practitioners that in post-conflict situations, the immediate need for security is paramount. Without security, all other interventions are likely to fail. Beyond this, the consensus seems to dissipate. Some

advocate that governance and economic stabilisation should take precedence over service delivery and large-scale infrastructure. Others stress that service delivery should be prominent early on to address pressing needs and to provide a 'peace dividend'. Others argue infrastructure projects should begin early in the process both as a base for development and to provide necessary employment.

Sequencing is contextual and should be tailored to the specific needs and requirements of each country. Job creation and income-generation will be more important in some contexts than others. In divided post-conflict societies, repairing fractured social relations is also often an immediate priority. Regardless of how activities are sequenced, it is important to recognise that interventions cannot be rushed. In order to succeed in peacebuilding and conflict prevention, donors may need to remain engaged for a large number of years.

[Timilsina, A., 2006, 'Getting the Policies Right: The Prioritisation and Sequencing of Policies in Post-Conflict Countries', Chapter 9 - 'Conclusions, Implications and Recommendations', RAND dissertation, Pardee RAND Graduate School, Santa Monica, CA](#)

How should policies be prioritised in post-conflict countries and how should they be sequenced? This chapter from 'Getting the Policies Right' uses case studies from post-conflict countries to identify a framework to help policymakers better navigate the complexities and challenges of prioritisation and sequencing. It argues that in the early stages of post-conflict security should be prioritised, along with humanitarian and relief efforts; governance and democratisation; economic stabilisation and reforms; and large-scale infrastructure and long-term development. Sequencing should be non-linear, context-dependent and specific to the needs and requirements of each country.

[Access full text: available online](#)

[Chand, S. and Coffman, R., 2008, 'How Soon Can Donors Exit From Post-Conflict States?', Working Paper no. 141, Centre for Global Development, Washington, DC](#)

When can donors successfully exit from post-conflict states? The answer, according to this Centre for Global Development (CGD) analysis, is in decades. In Liberia, Mozambique, Solomon Islands, and Timor-Leste, the best case scenario for successful exit ranges from 15 to 27 years. Successful exit entails the creation of sufficient fiscal space to fund the recurrent budget from internally generated revenues. Extended donor presence provides space for the creation and maturation of institutions capable of preventing the state from rolling back into failure.

[Access full text: available online](#)

[Suhrke, A., Buckmaster, J., 2006, 'Aid, Growth and Peace: A Comparative Analysis', \*Conflict, Security and Development\*, vol. 6, no. 3, pp. 337 – 363](#)

What factors shape the sequencing of post-war aid? What effect do aid patterns have on the long- and short-term stability of peace? This article from *Conflict, Security and Development* maps patterns of post-war aid in order to identify patterns of sequencing and magnitude. It finds that contrary to other studies and conventional wisdom, post-war aid is not always front-loaded immediately after peace and then rapidly phased out. Instead, post-war aid has followed a variety of patterns, influenced by the political contexts of donation and implementation.

[Access full text: available online](#)

### *Financing*

There are also debates concerning the sequencing of financing. Some scholars and practitioners argue that aid should be concentrated in earlier phases when the demands for multiple recovery programmes are greatest as well as the need to quickly provide jobs and protection to 'at risk' groups. They also assert that investment in capacity building is required upfront. Others argue that the absence of absorptive capacity in the immediate post-conflict period means that aid should peak a few years after a crisis in order to be used effectively.

Trust funds are a form of financing that allows aid to be collected upfront but dispersed gradually. Multi-Donor Trust Funds (MDTFs) have been adopted in recent years in order to improve donor coordination. They are established ideally in close connection with a comprehensive needs assessment, with extensive involvement of donors, aid agencies and local authorities. This allows for a shared understanding of the pressing needs and methods of addressing them. It is also advocated that MDTFs are linked to recipient country budgets so that a balance can be struck between immediate post-conflict priorities and long-term institutional development.

It is also important that local organisations and NGOs are not by-passed in recovery and peacebuilding programming and financing; they are often the only ones capable of implementing activities on the ground.

[Schiavo-Campo, S., 2003, 'Financing and Aid Arrangements in Post-Conflict Situations', World Bank, Washington, DC](#)

What does the international experience with post-conflict reconstruction tell us about financing modalities and aid arrangements in post-conflict situations? Are there a series of recommendations that emerge from the experiences of post conflict countries? This paper written on behalf of the World Bank looks at the experience of aid funds in four post-conflict environments. In a general sense a pre-requisite for post-conflict reconstruction and effective financing, is the establishment and maintenance of peace.

[Access full text: available online](#)

[GSDRC, 2007, 'Post-conflict Recovery: Financing and Coordination Instruments', Helpdesk Research Report, Governance and Social Development Resource Centre, Birmingham](#)

There has been a push in recent years towards greater coordination and pooled financing mechanisms to promote sustainable post-conflict recovery. Donor coordination is facilitated through negotiated strategic frameworks, which articulate a shared vision, action plan and productive division of labour; and through common needs assessments. Pledging conferences, (the more common form of financing recovery in the past) have been criticised for non-delivery or late delivery of funds and a donor-driven agenda. Pooled funds can correct for these shortcomings and foster greater coordination. They come in the form of Post-Conflict Funds (small grants for flexible, smaller scale interventions), Multi-Donor Trust Funds (for large scale collaborative programmes) and the proposed Strategic Post-Conflict Recovery Facility (a flexible fund that would bridge the gap after emergency relief tapers). These un-earmarked funds would also allow financing to be channelled through the local government.

[Access full text: available online](#)

Cutillo, A., 2006, 'International Assistance to Countries Emerging from Conflict. A Review of Fifteen Years of Interventions and the Future of Peacebuilding', Policy Paper, International Peace Academy, New York

[Access full text: available online](#)

### *Case Studies*

[IDA, 2007, 'Bosnia and Herzegovina: From Reconstruction to Development', International Development Association \(IDA\) at Work, World Bank, Washington, DC](#)

This brief stresses that such strong engagement early on was critical since the financial package offered the prospect of reconstruction and return to normalcy, which helped to secure the peace deal. In the first few post-war years, financing was made under simplified procedures due to BiH's initial weak absorptive and managing capacity. The brief also emphasises that repairing fractured social relations should be an immediate post-war priority. This can be assisted through community development initiatives, such as small infrastructure projects, micro-finance for new local businesses, and grants to NGOs to strengthen civil society and protect vulnerable groups. Longer-term goals include developing a market economy, reforming the public sector and building state capacity so that it can provide a social safety net; as well as constructing larger infrastructure, such as a motorway linking BiH to neighbouring European countries.

[Access full text: available online](#)

[IDA, 2007, 'Sierra Leone: Recovering from Years of Conflict', International Development Association \(IDA\) at Work, World Bank, Washington, DC](#)

In 1997, the World Bank administered a multi-donor trust fund for disarmament, demobilization and reintegration (DDR). The basic security that this DDR programme provided paved the way for reconstruction and economic recovery, critical for a transition to peace. In subsequent years, IDA worked with other donors to support government efforts to rehabilitate schools, clinics, markets and roads; and NGO training and employment programmes – all of which promoted the return of internally displaced persons, refugees and former combatants. In 2003, donors greatly enhanced their coordination of public financial management reforms; they provided multi-donor budget support that underpinned a full poverty reduction strategy, as opposed to funding select reforms. One of the key lessons learned is that significant up-front investment in capacity building of implementing agencies is crucial.

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## **International peace and security architecture**

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Peace and security architecture refers to the collection of organisations, mechanisms, and relationships through which the international, regional and local communities manage conflict, conflict prevention and peacebuilding.

This section focuses on the United Nations, which remains the key institution in charge of international peace and security; and international financial institutions.

### *United Nations*

The United Nations has sought to implement a number of organisational reforms in recent years. Among them is the adoption of an integrated mission concept that aims to engage the various capabilities within the UN system in a coherent and mutually supportive manner. This is to be achieved through the establishment of a common strategic objective and comprehensive operational approach among the various agencies of the UN. The goal is to maximise UN contributions in countries emerging from conflict. Such reforms have been hindered, however, by the absence of adequate organisational change and accompanying incentives and mechanisms to encourage UN agencies to pool resources, consolidate rules and procedures, and invest in collaborative efforts.

The establishment of the UN Peacebuilding Commission, mandated in 2005, is an attempt to provide coherence to and coordination of peacebuilding missions. The mandate of the Commission is: to bring together all relevant actors, including international donors, the international financial institutions, national governments, and troop contributing countries; to marshal resources and predictable financing; to advise on and propose integrated strategies for post-conflict peacebuilding and recovery; and where appropriate, to highlight any gaps that threaten to undermine peace. Recent evaluation of the Commission indicates that it has managed to create linkages between political, security, development and financial actors and to promote long-term attention to recovery and peacebuilding processes. Difficulties with coordination persist, however.

Hybrid operations are another possible mechanism for cooperation and coordination. Most have thus far consisted of either *ad hoc* short-term military support to a UN operation or the deployment of the UN in a long-term mission that takes over from a short-term regional intervention. The joint AU/UN peacekeeping operation in Darfur, launched in 2007, is the first time that a comprehensive hybrid operation has been adopted. The hybrid operation in this case was designed in large part because of the rejection by the Sudanese government of a UN presence. The way in which hybrid operations have been carried out has been critiqued, however, for attempting to match capacities from different organisations without providing the necessary mechanisms or political arrangements for coordination. There have been concerns about command and control mechanisms and methods of accountability.

United Nations, 2009, 'Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict', Report, no. A/63/881-S/2009/304, United Nations, General Assembly, Security Council, New York

[Access full text: available online](#)

[Campbell, S. P. and Kaspersen, A. T., 2008, 'The UN's Reforms: Confronting Integration Barriers', \*International Peacekeeping\*, vol. 15, no. 4, pp 470-485](#)

Have the UN integration reforms introduced between 1997 and 2007 increased efficiency and effectiveness in multidimensional peace operations? What are the barriers to better integration between UN agencies? This article from *International Peacekeeping* argues that the reforms have largely ignored the barriers to their implementation - such as the fragmentation of the UN structure and the complexity of war-to-peace transitions. Reform impact has been greatly diminished by the absence of accompanying incentives or effective organisational change backed by long-term political engagement and support.

[Access full text: available online](#)

[CIC/IPI, 2008, 'Taking Stock, Looking Forward: A Strategic Review of the Peacebuilding Commission' Centre on International Cooperation and the International Peace Institute, New York](#)

How successful is the United Nations Peacebuilding Commission (PBC)? This paper commissioned three years after the creation of the PBC assesses progress made and makes suggestions for enhanced impact. Continued focus on performance by all stakeholders will be necessary if the PBC is to (a) consolidate its positive impact on cases undertaken to date, and (b) extend its reach to new cases. In selecting new cases, the PBC should consider the potential to solidify its role as the central international meeting ground of political/security and financial/development actors.

[Access full text: available online](#)

[Andersen, L., 2007, 'UN Peace Operations in the 21st Century: State-building and Hybridity', Danish Institute for International Studies, Copenhagen](#)

How have global peace operations evolved in the past decade? What challenges do these trends create? This paper from the Danish Institute for International Studies maps recent United Nations led and delegated peace operations. It identifies two major trends in policy and practice: State-building interventions and hybrid operations. While these may be seen as pragmatic solutions to political problems, they also raise serious questions about accountability.

[Access full text: available online](#)

For further discussion and resources on the United Nations architecture, see the [peacekeeping](#) section of this guide. For resources on the UN Peacebuilding Commission in particular, see the [peacebuilding](#) sections of this guide.

### ***International Financial Institutions***

The international trend toward greater inter-agency cooperation and harmonisation in conflict prevention, peacebuilding and post-conflict reconstruction has extended to the international financial institutions (IFIs). The World Bank has traditionally distanced itself from matters related to conflict due to its non-political mandate. The increasing calls for World Bank participation and a growing recognition of the linkages between security and development have resulted in greater engagement by the World Bank in conflict contexts. The Bank has since emerged as a key player in coordinating and administering international support for post-conflict recovery.

The IFIs have also increasingly recognised that their policies must be adapted in conflict-affected countries and that conventional economic goals and activities will not automatically result in peacebuilding, and in some cases may be contrary to securing the peace. Instead new innovations may be required, for example, incorporating horizontal equity impact assessments into policy formulation and project appraisal; and rethinking the push for macroeconomic stabilisation, in particular cuts in government spending and potential tradeoffs with political stabilisation.

[Boyce, J.K., 2004, 'The International Financial Institutions: Post-Conflict Reconstruction and Peacebuilding Capacities', Paper prepared for the Centre on International Cooperation, Seminar on 'Strengthening the UN's Capacity on Civilian Crisis Management', 8-9 June, Copenhagen](#)

Do the international financial institutions (IFIs) have the capacity to respond effectively in the planning and implementation of the civilian components of post-conflict reconstruction and peacebuilding? This study from the University of Massachusetts suggests that the World Bank has gone further than other IFIs in addressing the distinctive challenges posed by engagement in post-conflict reconstruction and peacebuilding. However, there are areas where capacity building could enhance the effectiveness of their contributions. To respond effectively, the IFIs cannot stick to the same policies they would follow if a country has never had a civil war.

[Access full text: available online](#)

[Lie, J. H. S., 2008, 'The World Bank and Conflicts: From Narrow Rules to Broader Principles', NUPI Report, Norwegian Institute of International Affairs, Oslo](#)

What is the relevance of the World Bank (WB) to conflicts, peacebuilding and post-conflict reconstruction? This study from the Norwegian Institute for International Affairs argues that the WB's new operational policies promote a stronger inclination for the Bank to engage in conflict situations. Full participation in a Comprehensive Approach involving civil and military actors is still difficult. However, the WB is important to such an approach and it should be consulted and listened to on matters of reconstruction and development.

[Access full text: available online](#)

Bell, E., 2008, 'The World Bank in Fragile and Conflict-affected Countries: "How", Not "How Much"', International Alert, London

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## **Regional peace and security architecture**

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Violent conflicts often involve regional causes, dynamics and impacts, such as insecurity and poor governance in neighbouring countries, the presence of cross-border rebel groups, regional illicit trading networks in arms and high-value resources, refugee flows, destruction of cross-border infrastructure and other humanitarian and development spill-over effects.

Regional organisations have increasingly begun to work to promote peace and security. They may be considered more effective and legitimate external actors for conflict prevention, conflict management and peacebuilding than the United Nations and other international actors. They are also more likely to have an interest in preventing, containing or resolving conflicts in their region. Their approaches range from diplomacy, to peacekeeping, to regional cooperation over infrastructure and regional public goods. The level of engagement and effectiveness varies, however, across regions and among regional and sub-regional organisations. Literature on regional organisations document that the rise in assertiveness, self-assurance and capacity of the leading regional peace and security bodies in Latin America, Africa, and Southeast Asia has not been paralleled in the rest of Asia or in the Middle East. In addition, effectiveness is often not determinable by official organisational mandates. Economic organisations, such as the Economic Community of West African States (ECOWAS) for example, have developed effective peacemaking capacities.

Despite the rise in prominence of regional bodies, research highlights that in practice, they can, similar to the UN, suffer from internal divisions, a lack of common values (with the exception of the European Union) and inflexibility. In addition, many lack adequate institutions, procedures and capacity.

The rise of strong regional actors has also resulted in innovative coalitions in the South, with the inauguration of the India-Brazil-South Africa (IBSA) Dialogue Forum in 2003. IBSA could play a crucial role – within the framework of South-South cooperation – in addressing conventional non-traditional security threats in the contemporary global order, such as terrorism, drugs and drug-related crimes, transnational organised crime, illegal weapons traffic, and threats to public health, in particular HIV/AIDS.

[Wulf, H., 2009, 'The Role of Regional Organisations in Conflict Prevention and Resolution' in Still Under Construction: Regional Organisations' Capacities for Conflict Prevention', ed. H. Wulf, INEF Report, no. 97, Institute for Development and Peace, University of Duisburg-Essen, Duisburg, pp. 5-19](#)

What role do regional organisations have in conflict prevention and resolution? Due to an overburdened UN system, the international community has increasingly tasked regional organisations with conflict prevention and peacekeeping. This introductory chapter from the Institute for Development and Peace's report 'Still Under Construction' outlines why regional organisations have played such a marginal role in the past. There are still weaknesses in regional organisations' conflict prevention and management functions which will limit their future role.

[Access full text: available online](#)

[Soko, M., 2007, 'IBSA Regional Security Dimensions: The South African Perspective', Policy: Issues and Actors, vol. 20, no. 6, Centre for Policy Studies, Johannesburg](#)

In response to the high level of conflict and insecurity across the continent, African countries now seek to broaden the security issue by emphasising non-military security threats. However, this new paradigm poses the challenge of reconciling national sovereignty and non-interference with the more assertive security agenda championed by regional and sub-regional formations.

[Access full text: available online](#)

For further resources on regional peace and security architecture, see responsibility to protect in the [peacekeeping](#) section of this guide.

### ***Africa***

The transformation of the Organisation of African Unity (OAU) into the African Union (AU) in 2002 was an important step in developing a new African peace and security architecture. In comparison to its predecessor, which was hamstrung by the principles of sovereignty and non-interference in the affairs of its member states, the AU is more proactive and has adopted principles and norms that relate to the responsibility to protect. In addition, there is an increasing recognition and codification of a broader notion of security that encompasses non-military aspects. The NEPAD (New Partnership for Africa's Development) initiative has been instrumental in emphasising the links between development, peace and security. Regional Economic Communities (e.g. ECOWAS, Southern African Development Community, Intergovernmental Authority on Development (IGAD) in Eastern Africa) have also been incorporated into the African peace and security architecture – and

are experienced in the prevention, management and resolution of conflicts. They lack, however, effective crisis response structures.

Part of the new peace and security architecture in Africa involves setting up crisis anticipation and response structures. Development of the AU's Panel of the Wise and the Continental Early Warning System (CEWS) are underway. While the latter will anticipate and prevent conflicts on the continent, the former will be deployed in preventive diplomacy. The African Standby Force (ASF), which is scheduled to be operational by 2010, seeks to act as a rapid response force. It will be available for activities ranging from preventative deployments and observer missions to peacekeeping or peace-enforcement operations and post-conflict activities. The ASF when ready could be adopted for hybrid operations, in which the AU deploys first followed by the UN. There are concerns, however that the ASF has focused too much on the military components and that more attention is required to develop the civilian dimension, including child protection, gender issues, human rights, civil affairs, economic recovery and HIV/AIDS issues.

Literature on Africa's peace and security architecture state that progress has been made in creating a sound architecture that can act effectively to protect regional peace and security. This is evident for example in the AU's ability to act at the political level to mandate peacekeeping missions and the steps it has taken to establish the ASF. Key challenges remain, however – for example, the lack of political will to intervene in the affairs of sovereign countries; as well as the lack of adequate financial resources to meet demands, and the inability displayed thus far by African organisations to mobilise such resources. External support is essential – and donors have become increasingly involved in helping to develop the regional architecture. Donor involvement has centred on capacity-building for the political and administrative structures; support for early warning systems; and enhancing military capacities.

[Klingebiel, S. et al., 2008, 'Donor Contributions to the Strengthening of the African Peace and Security Architecture', German Development Institute, Bonn](#)

How can the African Peace and Security Architecture (APSA) be strengthened? What is the role of external support? This study from the German Development Institute (DIE) analyses how external support for the new APSA is changing. African reform dynamics, the emerging international security agenda and the complex relationship between security approaches and development policy have led external actors to search for new approaches across foreign, security and development policy areas.

[Access full text: available online](#)

Aning, K. and Atuobi, S., 2009, 'Responsibility to Protect in Africa: An Analysis of the African Union's Peace and Security Architecture', *Global Responsibility to Protect*, vol. 1, no. 1, pp. 90-113

[Access full text: available online](#)

Cilliers, J., 2008, 'The African Standby Force: An Update on Progress', *Occasional Paper*, no. 160, Institute for Security Studies, Pretoria/Tshwane

[Access full text: available online](#)

El Abdellaoui, J., 2009, 'The Panel of the Wise. A Comprehensive Introduction to a Critical Pillar of the African Peace and Security Architecture,' ISS Paper 193, Institute for Security Studies, Pretoria/Tshwane

[Access full text: available online](#)

For additional discussion and resources on the African peace and security architecture, see the [peacekeeping](#) and [third party mediation](#) sections of this guide.

### ***Asia***

As noted in the outset, apart from Southeast Asia – and its Association of the Southeast Asian Nations (ASEAN), there are few prominent regional organisations in the rest of Asia involved in peace and security.

In contrast to most regions, the peace and security architecture in Asia has primarily involved informal mechanisms. The ASEAN approach has focused on ‘softer’ aspects, such as regional understanding, trust and long term relationships, as methods of conflict prevention and conflict management.

The absence of comprehensive Charter provisions addressing conflict prevention and management has not hindered ASEAN's recent movement into conflict prevention and management, in particular its ceasefire monitoring in Aceh and conflict prevention efforts in Cambodia and Burma. ASEAN continues, however, to place primacy on sovereignty and non-interference.

[Swanström, N., 2005, 'Regional Cooperation and Conflict Prevention', Chapter 4 in Conflict Prevention and Conflict Management in Northeast Asia, ed. N. Swanström, Central Asia-Caucasus Institute and Silk Road Studies Program, Washington, DC and Nacka, Sweden, pp. 71-101](#)

What is the future of regional cooperation and conflict prevention? This book chapter discusses the links between regional cooperation and conflict prevention. Conflicts often have regional implications, dimensions and connections that necessitate a multilateral approach to conflict prevention. Effective regional cultures of prevention are needed, and these require agreement on core values and increased trust between member states. Regional, national and international actors need to engage in a process to redirect norms and values towards prevention and long term strategies.

[Access full text: available online](#)

### ***Europe***

Although the European Union (EU) and the Organisation for Security and Cooperation in Europe (OSCE) are structured very differently, there are functional crossovers in the fields of diplomacy, civilian crisis management, and more generally in areas such as the promotion of democracy and human rights. The two organisations have cooperated in the past, for example, in efforts to promote conflict prevention and political and economic stability in Southeast Europe. Joint efforts could also be beneficial for conflict prevention activities in the South Caucasus and Central Asia.

Cooperation in the field may not always contribute to long-term conflict prevention, however. The EU's acceptance of Estonia and Latvia as EU candidates and later as members, for example, undermined the OSCE's efforts to persuade governments of the two countries to protect minority rights.

[Stewart, E., 2008, 'Restoring EU-OSCE Cooperation for Pan-European Conflict Prevention', \*Contemporary Security Policy\*, vol. 29, no. 2, pp. 266-284](#)

Is cooperation with the Organisation for Security and Co-operation in Europe (OSCE) important to the European Union (EU)? Could an EU-OSCE partnership end OSCE's current crisis? This paper from *Contemporary Security Policy* examines EU-OSCE relations, outlining modes of co-operation and overlap in objectives. The OSCE, with its inclusive membership and consensus-based approach, remains a relevant and essential actor in European security. Its current political crisis should not jeopardise EU commitment to cooperation.

[Access full text: available online](#)

### ***Latin America and the Caribbean***

Latin America and the Caribbean are considered to be among the more peaceful regions in the world. With the exception of Columbia, there are no ongoing violent conflicts or imminent threats of violent conflict. There are concerns, however, that weak states and unresolved structural tensions have the possibility to eventually evolve into violent confrontations. The region's security agenda focuses mainly on non-traditional security threats, such as illegal drug trafficking and money laundering, the illicit trafficking of firearms, corruption, transnational organised crime, the consequences of global warming as well as HIV/AIDS.

The Organisation of American States (OAS) is the region's primary peace and security organisation. The focus of the OAS agenda has historically been on peaceful resolution of inter-state conflicts, but the OAS has in the 1980s and 1990s also engaged in conflict prevention. Successful cases include interventions in Central America, where special peace programmes were set up with the participation of the political leadership and grassroots civil society organisations. Similar to other regional organisations, key challenges faced by the OAS include strongly embedded principles of sovereignty and non-intervention, and a lack of political will and difficulties in building consensus among its member states. Efforts to increase civil society involvement in the activities of the OAS, has been blocked in large part by a lack of political will among several member states.

[Jácome, F., 2009, 'Violent Conflict Prevention in Latin America and the Caribbean' in \*Still Under Construction: Regional Organisations' Capacities for Conflict Prevention\*, ed. H. Wulf, INEF Report, no. 97, Institute for Development and Peace, University of Duisburg-Essen, Duisburg, pp. 20-39](#)

This case study from the Institute for Development and Peace analyses the main conflicts in Latin America and the Caribbean (LAC) and examines the mechanisms that have been developed to prevent or resolve them. The paradigms that guide debates on the prevention of violent conflict in the region need to be changed. The causes of conflict are cumulative and so prevention should take into account the three interrelated aspects of development, governance and the promotion of a culture of peace.

[Access full text: available online](#)

Serbin, A., 2008, *The Organisation of American States and Conflict Prevention*, Centre on International Cooperation, New York University, New York

[Access full text: available online](#)

## Other actors: the private sector

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Much of the research about the private sector in conflict zones highlights 'war economies' – illicit and semi-illicit natural resource exploitation, trade as a means of financing wars, and how profit-seeking business activities contribute to the perpetuation of violence (see the [resource and environmental factors](#) section of this guide). Less attention has been given to the role of the private sector in peacebuilding.

Private sector actors have various motivations to engage in peacebuilding and conflict prevention. Violent conflict and instability have a big negative impact on the private sector through decreased investment and access to markets, damaged infrastructure, direct attack, loss of employees, and general costs related to the unpredictability of operating in a conflict environment. In addition to this economic rationale, there is a moral imperative for local business. They form part of the social fabric of a conflict context and experience the trauma and destruction it brings to their own families and communities.

There are multiple ways in which private sector actors can contribute to peacebuilding. These may relate to economic dimensions (e.g. job creation, addressing socioeconomic exclusion); security (e.g. participation in DDR processes; negotiating security with armed groups); reconciliation (participation in dialogue initiatives; joint economic activities across conflict-divides); and political dimensions (e.g. peace advocacy and lobbying; participation in multi-stakeholder political peace-processes).

In order to maximise these potential contributions, there needs to be a more balanced portrayal of the role of the private sector; greater exploration of the various positive roles that private sector actors can play; and better two-way engagement and learning between the NGO community and the corporate sector.

[International Alert, 2006, 'Local Business, Local Peace: The Peacebuilding Potential of the Domestic Private Sector', International Alert, London](#)

What role can the domestic private sector play in peacebuilding? This report from International Alert assembles evidence from numerous case studies to demonstrate that local businesses can contribute to peacebuilding. It argues that the international community should embrace the potential of this 'peace entrepreneurship' to provide necessary resources and skills for the promotion of sustainable peace.

[Access full text: available online](#)

[Rettberg, A., 2004, 'Business-Led Peacebuilding in Colombia: Fad or Future of a Country in Crisis?', Crisis States Research Centre, London School of Economics and Political Science, London](#)

The private sector has often been accused of fuelling armed conflict, but what motivates business-led peace building? What explains business preferences for peaceful solutions at the local level? This paper by the Crisis States Programme at the London School of Economics looks at four business initiatives in Columbia that are leading peace building initiatives and mitigating the effects of conflict. It asks what motivated them to become involved in business led peace building with a view to understanding the wider prospects for business to become a partner in peace building, whilst also pointing out potential limits and obstacles to this.

[Access full text: available online](#)

[Killick, N., Srikantha, V.S., and Gündüz, C., 2005, 'The Role of Local Business in Peacebuilding', Berghof Research Centre for Constructive Conflict Management, Berlin](#)

What peacebuilding role can local business play? Who can partner with business in the interest of peace? This paper, published by the Berghof Research Centre for Constructive Conflict Management, explores how to engage local business and with whom it is likely to succeed. Awareness raising, further research to identify peacebuilding roles and implementation of practical initiatives would strengthen the use of local business as peacebuilders.

[Access full text: available online](#)

[Zandvliet, L., 2005, 'Opportunities for Synergy - Conflict Transformation and the Corporate Agenda', Berghof Research Centre for Constructive Conflict Management, Berlin](#)

What is the role of business within conflict transformation? Why do companies and conflict transformation advocates have difficulty hearing each other within this debate? This Berghof Research Centre for Constructive Conflict Management paper argues that there is significant overlap between the corporate and conflict transformation community. However, both parties focus on their differences, rather than mutual interests. Collaboration is required between stakeholders, and the obstacles impeding constructive dialogue have to be removed.

[Access full text: available online](#)

For further resources on the role of the private sector, see the [socioeconomic recovery](#) section of this guide.

## **Other actors: the media**

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Similarly to the case of the private sector, much of the research about the role of media in conflict zones highlights negative aspects – its use as a tool to spread propaganda, indoctrinate, dehumanise and mobilise populations into acts of violence, including collective violence. Yet, in recent years, there has been increasing attention to the positive role that media can play in conflict contexts. This has been matched by increasing donor and NGO interventions in conflict-affected societies to promote the development of independent, pluralistic, and sustainable media to foster long-term peace and stability. Media strategies have included: raising the profile of moderate voices; creating peaceful channels through which differences can be resolved non-violently; and creating a robust media culture that allows citizens to hold government accountable. Activities have ranged from training to provision of equipment; from launching media regulation initiatives to enhancing professional associations; and from supporting individual media to transforming former state radios into public service broadcasters.

It is important to distinguish between support for independent mass media in their role of providing society with a full account of relevant topics, including background and context, and the communication efforts done by peace promoters via the media amongst other channels. Support to mass media has to ensure that the media does not follow any hidden agenda as this is the main source of their credibility, whereas communication activities can target media with tailored information.

Thus, there are various ways the media can play a role in conflict prevention, conflict management and peacebuilding. Various media channels can act as peace promoters, for example, at the start of negotiations in order to build confidence and create a climate conducive to negotiation. The media might also mobilise public support for peace agreements when media reporting is done in a balanced and comprehensive way. Media may have the potential to contribute to conflict transformation and peacebuilding as well by countering stereotypes and misconceptions, promoting empathy and depolarising attitudes by portraying similarities with the 'other', and facilitating dialogue and understanding.

More research is required to determine what is required for media to make a sustainable positive contribution. There should also be greater collaboration between the media and peace professionals. Conflict prevention and peacebuilding professionals can use the media in conjunction with their other programming – and need assistance in determining how they can combine these interventions to have the biggest impact. Media professionals also need to learn about why and when their work can contribute to preventing violent conflict and building peace between groups.

[Bajraktari, Y. and Hsu, E., 2007, 'Developing Media in Stabilisation and Reconstruction Operations', United States Institute of Peace, Washington, DC](#)

What strategies, tool and methods work best in the development of post-war media institutions? In war-torn societies, the development of independent, pluralistic, and sustainable media is critical to fostering long-term peace and stability. This report from the United States Institute of Peace aims to provide guidance by drawing on best practices from past and present post-war media development efforts. A permanent, indigenous mechanism dedicated to monitoring media development is critical to fostering a healthy, independent media sector. It is particularly important to monitor hate speech.

[Access full text: available online](#)

[Spurk, C., 2002, 'Media and Peacebuilding: Concepts, Actors and Challenges', Swisspeace, Bern](#)

How can media support peacebuilding? Media have played a destructive role in many conflicts; but media programming can also play a positive role, particularly when integrated into an overarching peacebuilding strategy. Free and independent media can also foster democracy. This report from Swisspeace summarises concepts of media and peacebuilding and looks at trends and challenges. Media can contribute to peacebuilding through indirect activities (providing non-partisan, balanced information and accountability) and through direct conflict-related programmes.

[Access full text: available online](#)

[Bratic V., and Schirch, L., 2008, 'Why and When to Use the Media for Peacebuilding', GPPAC Issue Paper, Global Partnership for the Prevention of Armed Conflict](#)

How can civil society organisations working in conflict prevention and peacebuilding improve their interactions with the media? Why and when should they use the media? This paper from the Global Partnership for the Prevention of Armed Conflict argues that different types of media can bring about different types of change. Information programming can encourage cognitive change by increasing knowledge and framing public discussion. Entertainment programming and advertising encourage attitudinal change. The media rarely directly affects behaviour, but it influences attitudes and opinions that shape behaviour. Behavioural change happens

through the cumulative impact of the media and other social institutions; an integrated strategy is important.

[Access full text: available online](#)

James, B., ed., 2004, 'Media: Conflict Prevention and Reconstruction', The United Nations Educational, Scientific and Cultural Organisation, Paris

[Access full text: available online](#)

Bratic, V., 2009, 'Examining Peace-Oriented Media in Areas of Violent Conflict', Search for Common Ground

[Access full text: available online](#)

### ***Case Studies***

Bajraktari, Y. and Parajon, C., 2008, 'Media and Conflict: Afghanistan as a Relative Success Story', United States Institute of Peace, Washington, DC

[Access full text: available online](#)

Acayo, C. and Mnjama, N., 2004, 'The Print Media and Conflict Resolution in Northern Uganda', African Journal on Conflict Resolution, vol. 4, no. 1, pp.27-44

[Access full text: available online](#)

Paluck, E. L., 2009, 'Reducing Intergroup Prejudice and Conflict with the Media: A Field Experiment in Rwanda',

Journal of Personality and Social Psychology, vol. 96, no. 3, pp. 574-587

[Access full text: available online](#)

Šajkaš, M., 2007, 'Transitional Justice and the Role of the Media in the Balkans' Discussion Paper prepared for the International Centre for Transitional Justice

[Access full text: available online](#)

Tripathee, S. R., 2007, 'Monitoring a Moving Target: Peace Building Soap Opera in Nepal', Paper presented at the 3rd Symposium Forum Media and Development: Measuring Change in Media Development, September, Bonn

[Access full text: available online](#)