Conflict Analysis Practice Note

PURPOSE

This guidance note is an internal resource to support desk officers, planning officers and other staff in UN country teams, missions and headquarters who are responsible for undertaking a conflict analysis or are expected to contribute to one. A range of conflict analysis approaches already exists across the UN system; selection and tailoring of an appropriate method depends on the conflict context, the purpose of analysis and the institutional and contextual triggers. This note provides guidance and identifies good practice. It provides an overview of the core components of a conflict analysis and offers a guide to existing resources.

INTRODUCTION AND PRACTICAL ADVICE

Conflict analysis helps establish an accurate understanding of the root causes, proximate causes, triggers, dynamics, and trends of conflict as well as stakeholders involved, impacts on the people, the operational environment and the UN (and vice versa). UN conflict analysis should include a context-specific analysis of gender issues and of the relationship between human rights issues and violent conflict.

An up-to-date, evidence-based understanding of the conflict should underpin all decision making on UN engagement and programming, including in fragile and unstable environments with latent, as well as active conflict. It will help identify entry-points for engagement with local, national and international interlocutors, and provide a basis for informed strategies, programming, and advocacy. The absence of accurate conflict analysis could lead to missed opportunities to prevent violence or to poorly designed interventions that inadvertently trigger or exacerbate conflict.

A shared analysis of conflict is especially important when there is an opportunity to re-assess or re-design the work of the UN-system. Particular attention should be given to conflict analysis in planning the start-up, reconfiguration and drawdown of missions and when a new strategic plan is being prepared. Basing a response on a shared analysis will improve the credibility of the Organization and help to align the work of different UN entities towards common goals.

The decision to initiate a conflict analysis can be taken by leadership in the field or an Interagency/Integrated Task Force (IATF/ITF). Senior UN leadership should decide early on the purpose of the analysis (including the audience and any confidentiality requirements), the duration of the exercise and the level of investment (staff, budget, assets etc.) and the extent of national involvement. The precise purpose of each analysis will vary but

1 For example, a UN Development Assistance Framework (UNDAF), Integrated Strategic Framework (ISF), Peacebuilding Priority Plan, Country Programme document or a Compact etc.
the UN requires a *shared* view of a conflict for system-wide planning exercises and the development of strategic priorities.

A conflict analysis can quickly become dated, so it is important to refresh it as the situation changes. For this reason the method selected should be replicable. The UN’s policy on integrated assessment and planning (IAP) identifies certain triggers for updating integrated strategic frameworks (ISF), including conflict analysis: significant changes in circumstances; production or review of an integrated strategy; and production of a strategic assessment (or strategic review or mandate review). According to the IAP policy, an ISF should be updated at least every two years.

The composition of the analysis team will vary but should typically be multi-disciplinary, politically astute and include a mix of technical and contextually knowledgeable people who can identify a wide set of conflict causes and determine the motivations and relationships of stakeholders. As conflict analysis can be resource-intensive, consideration should be given to dedicating full-time staff and outside experts (national and international) to the process. The desire for a comprehensive and inclusive process will need to be balanced against the need for a focused, incisive analysis that identifies the most important conflict causes and drivers.

**KEY PRINCIPLES OF CONFLICT ANALYSIS**

1. **Do No Harm.** Conflict analysis can be sensitive: data collection, analysis and reporting approaches all have the potential to exacerbate tensions. The impact and risk of asking pointed questions or engaging with particular groups should be understood through early consultation with stakeholders and context experts.

2. **Flexible and timely.** Conflict analysis can be a light process. The analysis should be regularly updated to ensure it remains relevant over time in order to inform the most appropriate response.

3. **Collaborative and inclusive.** A conflict analysis process that jointly explores and reconciles a broad range of perspectives from across the UN system will be more useful and influential than an analysis prepared in isolation. If the conflict analysis is to be used as the basis for a joint strategy it should be produced through a collaborative, inclusive process with the full participation of the mission and UN country team, as well as humanitarian actors.

**Back-up support is available from:**

- EOSG (Paul Keating, keatingp@un.org and Jo Nickolls, nickolls@un.org)
- DPKO Integrated Assessment and Planning (IAP) team (Ekaterina Pischalnikova, pischalnikova@un.org and Jonathan Robinson, robinsonj@un.org)
- DPA Policy and Mediation Division (Katja Flueckiger, flueckigerk@un.org)
- UNSSC (Svenja Korth, s.korth@unssc.org)
- UNDG Task Team on Conflict Prevention (Jonas Horner, Jonas.horner@undp.org)

These colleagues can help with technical questions on conflict analysis and can also put you in touch with experts in cross cutting issues such as gender, human rights and environmental issues.
4. **Participatory.** Local, national and international stakeholders outside the UN may be invited to participate in the conflict analysis and should be encouraged to use the findings. The inherent risks of a participatory process – across political, ethnic, religious, age and gender groups – may well be outweighed by capturing different perspectives, which can help address issues of bias or subjectivity and contribute to the credibility of the analysis.

5. **Balanced.** A conflict analysis will never be fully comprehensive, but it should identify the key factors that contribute to conflict and peace consolidation\(^2\). Findings should be rigorously validated and triangulated through diverse reliable sources.

### MINIMUM ELEMENTS

No two conflict analyses will be identical as each should be purpose-driven and contextually specific. Even a light update to an existing analysis will depend on perpetually changing factors and so the approach will also need to evolve. Some exercises, such as those conducted to inform the future footprint of the United Nations presence in a country, may be more time-consuming. Others may be done in a few hours with local partners at the start of an urgent intervention. All should be driven by a contextual knowledge of the situation and actors and with a clear objective in mind. Four minimum elements should be included in all conflict analyses:


#### 1. Situation Profile

The situation profile is a factual “snapshot” of the current and emerging historical, political, economic, security, socio-cultural and environmental context (see page 26). It offers an overall picture of the conflict, highlighting key issues relevant to the purpose of the analysis, including the impacts of the conflict, while drawing out issues that warrant further analysis. For example, some profiles may consider the impact of conflict on humanitarian aid and vice versa. The situation profile may be in the form of a timeline. It should explicitly highlight human rights, protection of civilians and gender trends and issues, many of which will be relevant when looking for drivers of conflict and peace. For UN peace operations, it may be important to consider the regional dimensions of conflict and the relationships with neighbouring countries.

The focus and contents of the factual situation profile will vary depending on the purpose of the conflict analysis. For example, the IAP Handbook explains that conflict analysis for integrated assessment and planning of a UN presence should look at the nature of the political settlement, including its legitimacy (is it disputed? if so, by whom, and why?). The 2016 UN Conflict and Development Analysis tool (CDA)\(^3\) recommends that as well as looking at the processes and people driving the conflict, a situational analysis should also consider the drivers of peace or the ‘present or emerging foundations for peace’. The World Bank Conflict Assessment Framework

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\(^2\) For an explanation of peace consolidation see Appendix A of this UN document on Monitoring Peace Consolidation

\(^3\) Not on-line yet - see page 53
consider the linkages of six variables to both conflict and poverty (Social and ethnic relations; Governance and political institutions; Human rights and security; Economic structure and performance; Environment and natural resources; External factors).

2. Causal Analysis of Conflict Factors

Understanding the causes of conflict requires mapping the root causes (or structural factors), the proximate causes (or intermediate factors), and triggers of conflict and establishing linkages and synergies between causes / factors. The most useful causal analysis will focus attention on the most important causes, striking a balance between long un-prioritised lists and an overly light or generic summary. Understanding the different layers of the causes of conflict allows for the development of strategic responses as well as conflict-sensitive programming and issue-specific prevention initiatives.

Different tools can be used to support this assessment of the causes of conflict and causal connections. The tools can be used to facilitate a discussion but should not become the focus of the analysis.

The dynamic nature of conflict means one conflict factor may shift or straddle across categories. For example, human rights violations may be a proximate cause or a trigger or a consequence. Addressing past violations may be both a trigger for conflict and essential for lasting peace. Elections may be a proximate cause or a trigger of violent conflict or a driver of peace.

Examples of commonly used tools include the “conflict tree” and the “iceberg”. The conflict tree (or problem tree) can be a useful visual aid with the trunk as the core problem, the roots as causes, and the branches as effects, consequences or symptoms.

4 The terms ‘causes’ and ‘factors’ in this document are used interchangeably, but other documents may distinguish between the two terms.
The iceberg tool uses the metaphor of an iceberg to prompt thinking about the manifestations of conflict (the triggers and proximate causes – usually the violence we can see and its consequences – displacement, casualties etc.) and perhaps the more significant conflict causes (those beneath the waterline) which are the structural causes that are not always visible. This is particularly relevant for countries that are emerging from conflict and where the structural or root causes must be addressed to build long lasting sustainable peace.

A European Commission eight-point checklist for root causes of conflict is a useful aide-memoire for facilitating a discussion. The NGO Islamic Relief’s Conflict Toolkit (page 21) recommends a participatory tool that considers five dimensions of human dignity: Faith (deen); Life (nafs); Intellect (‘aql); Posterity (nasl) and Wealth (maal).

3. Stakeholder Analysis

A mapping of stakeholders (which may include people, groups – including religious and ethnic minorities – or institutions) that directly or indirectly influence or are affected by the conflict and their relationships is an integral step of a conflict analysis. A systematic stakeholder analysis involves mapping actors’ positions, interests, needs (PIN), constituencies/partners, capacities, sources of power, alliances or animosities. Understanding the characteristics of stakeholders helps decide with whom to work and to determine the risks involved.
There are many tools available for stakeholder mapping. Where the objective is to build a common understanding of a high-level situation or a national context, a power analysis may be useful - a simple two-by-two quadrant, may be used to map the position of various actors across level of motivation/interest/support and level of impact or influence. Where the objective is to devise an engagement strategy – e.g. for a mediation process – an analysis of positions, interests and needs will be useful.

An alternative tool which can stimulate discussions on the approach of stakeholders is a visual mapping of stakeholders and their connection to other stakeholders. See here for an external source interactive social network analysis of support networks of national and regional support networks.

The process of collectively mapping stakeholders onto visual tools can help build a shared understanding of the key allies and important opponents. It can also trigger constructive discussions about the roles of stakeholders and whether they act as ‘dividers’ which risk escalating conflict, or ‘connectors’ which can help build resilience or reduce conflict. As a joint exercise, this can be useful when developing strategies to engage key stakeholders. In all cases the focus should be on understanding the links rather than designing a graphic.

When the purpose of the stakeholder analysis is to inform the implementation of a specific strategy or to further the achievement of a political or policy objective, it may be necessary to develop a detailed stakeholder matrix for each objective. If different parts of the Organisation are each undertaking outreach to the same stakeholders, it might be useful to map each interaction/engagement and use it to update positions.

4. **Conflict Dynamics / Drivers of Change Analysis**

Understanding conflict dynamics involves an examination of the interaction between the causes of conflict and the actors; the trends of the conflict over time and; the conflict systems. For example, a root cause (historic marginalisation) may be linked to a proximate cause (perceived unfairness in service delivery) and a trigger (public demonstrations) which results in the conflict dynamic of a fractured social contract, a corrupt state response and spiral of violence. This analysis helps to identify the conditions driving the conflict and factors which support or undermine peace efforts, and helps detect windows of opportunity for engagement.
The conflict dynamics analysis looks at the distribution of power held by the different actors and how they drive the conflict in a positive or negative direction; and how power dynamics affect the environment and influence the causes of conflicts. Analysis should be gender sensitive: Conciliation Resources’ Gender & Conflict analysis toolkit provides a useful list of guiding questions on conflict dynamics and patterns. USAID’s Conflict Assessment Framework describes the need to look at how key actors mobilize the communal grievances and resiliencies found in social systems. SIDA’s practical guide to power analysis proposes three clusters of questions (1. structures and norms; 2. actors and institutions and; 3. politics and contestation) and helps to identify new issues and entry points outside of programmes and strategies. The World Bank’s development-orientated Problem-Driven Political Economy Analysis approach may be appropriate when focusing on a specific problem. It looks at (a) relevant structural factors that influence stakeholder positions; (b) existing institutions, including institutional dysfunctions that channel behaviour, as well as ongoing institutional change; and, (c) stakeholder interests and constellations.

Analysis of conflict dynamics helps to identify patterns or directions of a conflict and their consequences and how conflict changes over time. Where history plays an important role or where elements of the conflict appear to be cyclical (e.g. political or climatic), a conflict timeline may be useful.

Systems analysis or systemic conflict analysis takes the idea of conflict as dynamic one step further. Systemic analysis identifies reinforcing feedback loops that either escalate or de-escalate conflict. It acknowledges that social conflicts do not follow a simple linear logic of cause and effect but that the consequence of an action or event can develop with a significant time delay and that small catalytic events can cause profound changes in systems. In feedback loops, the solution to a problem for one party (such as increased arming) can be the problem for the other one (perceived security threat).

Assessing the backwards and forwards links of a particular element (how it came about and what it influences in turn) and then conceptualizing feedback loops in a comprehensive mapping of a conflict system can help build an understanding of vicious (negative or escalation) cycles and virtuous (positive or de-escalation) cycles, and, subsequently, entry points for intervention. Understanding conflict dynamics is fundamentally useful for developing scenario-based responses. Examples of systemic conflict analysis mappings can be found here (a systemic approach to conflict transformation) and here (good practices in conflict analysis).

NEXT STEPS

The sequencing of a conflict analysis should not be seen as prescriptive or linear (situation profile; causal analysis of conflict factors; stakeholder analysis; conflict dynamics / drivers of change. In some cases, it may be necessary to go back to the causal analysis or to the stakeholder mapping because new information has become available or the initial findings were revised. In other cases, some tools can get the analysis stuck (so-called “paralysis by analysis”) or provide different elements of the “truth”. Analysts should feel comfortable moving from one tool to another and vice versa.
Finalisation: In circumstances where stakeholders do not reach consensus on the findings of a conflict analysis, these differences should be explained rather than deleted or toned down. Under the UN’s IAP policy, it is the collective responsibility of the Integrated Task Force to endorse the analysis, including with explicit recognition and assessment of divergent views. The lead department is responsible for quality control and should confirm that the analysis has been prepared according to established guidance and policies.

Dissemination: Once the conflict analysis has been finalised and validated with key constituencies, it should be shared with actors who may benefit from the findings. In some situations, it may be published, whereas in others, the audience may be limited to contributors who were promised access to the findings. In disseminating the conflict analysis, the likely positive impact of an improved understanding of the conflict and the potential risks of sharing sensitive analysis should be considered.

Scenario Building: The findings of the conflict analysis can be used to help build scenarios that identify several plausible alternative outcomes based on particular assumptions. The team should define the duration of the scenarios, noting that long-term scenario building is less likely to be accurate. Usually, three scenarios will be prepared: (a) optimal outcome of the current context; (b) status quo scenario which describes the continued evolution of current trends; and (c) worst case scenario. Scenarios can be used in planning, to help identify strategies and plans and to check that the UN options stand up to the conditions in the different scenarios. PAPEP, a UNDP approach to political prospective analysis (a reflection on the future), helps to identify key decisions for the future. Contingency planning is used for humanitarian response, under Advanced Preparedness Actions of the Emergency Response (see annex 7), using situation and risk analysis.

Risk analysis and management: A risk to UN planning is anything that affects the realisation of intended outcomes. The OECD groups risks as contextual, programmatic, and institutional with additional categories depending on the situation. A risk can be evaluated by considering the likelihood of an event occurring multiplied by the consequence if the event occurs. When the conflict analysis will inform the future footprint of the UN, the risks and benefits resulting from integration arrangements should be identified, particularly for humanitarian activities. Following identification of risks, a decision should be taken about whether to tolerate, transfer, treat or terminate them.

Design of interventions: The conflict analysis provides the basis for the design of activities and programmes including collective outcomes. Joint planning, joint fundraising, and if required joint monitoring and evaluation may then follow. Some interventions may seek to specifically address the drivers of conflict in a coherent, integrated, comprehensive manner (e.g. peacebuilding programmes). Other programmes may have different purposes (e.g. delivery of humanitarian assistance or agricultural support) but may lean on the new conflict analysis to refine or introduce conflict sensitivity into programme design.
LINKS TO AND SUMMARIES OF EXISTING TOOLS

UN Conflict Development Analysis or CDA (February 2016 version will be uploaded soon)

Human Rights
- Guidance for development practitioners on human rights and conflict transformation

Atrocity Crimes Prevention
- United Nations Office on Genocide Prevention and the Responsibility to Protect, Framework of Analysis:
In 2015, the Office of the Special Advisers on the Prevention of Genocide and the Responsibility to Protect developed a framework of analysis to support the assessment of the risk of genocide, war crimes, ethnic cleansing and crimes against humanity from an early warning perspective. The Framework contains two main analytical tools for assessing the risk of atrocity crimes: (a) a list of 14 risk factors for atrocity crimes and (b) indicators for each of the risk factors. Risk factors are defined as conditions that increase the risk of or susceptibility to negative outcomes. The indicators constitute different manifestations of each risk factor, and therefore assist in determining the degree to which an individual risk factor is present.

Humanitarian
- Conflict Sensitivity Consortium, How to guide to conflict sensitivity, Annex 2 – good enough approach to conflict analysis, page 44:

Gender
- UNWOMEN, Policy Briefing Paper Gender and Conflict Analysis (2012):

Environment
- From Conflict to Peacebuilding: The role of natural resources and the environment
http://www.unep.org/pdf/pcdmb_policy_01.pdf
- Natural Resources and Conflict: A guide for mediation practitioners

UNSSC Conflict Analysis Handbook (2016) - (will be uploaded soon)
- This comprehensive volume is the result of over a decade of conflict assessments conducted in the UN context. The documents organized in three main sections: the first traces the evolution of conflict analysis as a discipline and highlights its current challenges; the second part explores the changing character of contemporary conflicts to highlight the value added of using new analytical mind-sets, such as systems thinking, for a more accurate and effective conflict analysis. The last section offers an
inventory of conflict analysis tools and a practical walk-through guide to conduct a conflict assessment. The document includes an annotated bibliography that cover over fifty conflict analysis frameworks since 1990s to date.

**UNSSC, Conflict Analysis for Prioritization Tool (2009)**
http://www.unssc.org/home/themes/peace-and-security/e-learning-0

- This tool is a useful programme from the UN Systems Staff College you can download as a zip file and launch in Adobe Flash Player to run through a guided development of a basic conflict analysis. It provides question checklists, examples of narrative reports, tools templates, links to other online tools and references for a situation profile, causal analysis and a stakeholder analysis. It then moves onto sections on prioritization and implementation.

**UNSSC, Conflict Sensitivity Online course (free)**
https://www.unssc.org/home/conflict-sensitivity-online-course

- Developed by various UN agencies (comprised initially of DOCO, DPA, OCHA, PBSO, UNICEF, UNDP, UNSSC, and UN Women)


- This note offers an introductory guide for technical practitioners and introduces the topics addressed in greater detail in the PCNA Toolkit. They are presented in four sections. The first section introduces the purpose and the target audience of the guidance note, together with a summary of lessons learned from the PCNA review. The second section describes the basic structure for a recommended integrated recovery planning process, drawing on these lessons learned. The third section explores ways to improve the substance of recovery plans, through incorporating a stronger peace-building and state-building focus. The last section suggests ways to improve the process of recovery planning, and outlines critical linkages between the PCNA-TRF and other processes and actors at work in the post-conflict context.

**World Bank, Conflict Analysis Framework (2005)**

- CAF is designed to help a team identify and analyze the key factors that impact conflict and their links with poverty, to determine how they best can be addressed through Bank assistance. The team first ascertains whether or not a country should undertake conflict analysis, then if necessary, moves to the second stage of conducting the conflict analysis with CAF. CAF is composed of six categories of variables covering factors that have shown to affect or be affected by conflict, and teams would consider the linkages of these variables to both conflict and poverty for a country.

**World Bank, Problem-Driven Political Economy Analysis (2014)**
https://openknowledge.worldbank.org/bitstream/handle/10986/16389/9781464801211.pdf?sequence=1&isAllowed=y

- This book results from a systematic effort at taking stock of what the World Bank has learned from its efforts to mainstream Political Economy Analysis. It provides eight cases studies and attempts to answer why do good policies and effective institutions emerge in some places, even though these changes typically entail some powerful losers? What is blocking reforms in other places, and what could be done about it? It suggests it is important to understand how such political incentives shape decisions and to build an awareness of political constraints—as well as opportunities—into the provision of advice and development engagement.

**Saferworld, Conflict-Sensitive Approaches to Development, Humanitarian Assistance and Peace Building, Chapter 2 (2004)**
http://www.saferworld.org.uk/downloads/pubdocs/chapter_2__266.pdf

- The Saferworld toolkit is very comprehensive and easy to use. It includes in Chapter 2 a section on choosing the right framework for conflict analysis and selecting tools. Annex 1 describes a range of “Tools for Conflict Analysis”.

13 May 2016
http://www.sida.se/contentassets/34a89d3e7cbf497ea58bc24fe4a7223c5/manual-for-conflict-analysis_1695.pdf
- The manual helps practitioners to map the informal political landscape, including its rules and structures and to understand links between the political landscape and Member States/Donors. It asks who sets the policy agenda, with whose ideas and values; who gets what, when and how; and who knows whom, why and how. The methodology is a useful corrective to approaches that focus on formal political rules and institutions. It provides qualitative information for comparison over time in a single country, but needs to be complemented by other approaches.

- This guide offers practical advice and resources for those wanting to bring an understanding of power into development cooperation, whether in the stages of analysing context, developing strategy, designing a programme, selecting partners or delivering results. It is designed to help staff integrate methods of power analysis into their daily work and use them to enhance the cooperation process at key stages. Examples and lessons learned are drawn from more than 10 years’ experience of analysing power relations and using this analysis to improve results.

UK Government Stabilisation Unit: Analysis for Conflict and Stabilisation interventions (2014)
http://sclr.stabilisationunit.gov.uk/publications/what-works-series
- This paper provides a brief assessment of some of the other organisational approaches and includes a useful annex on Generic Analytical Tools: Instruments of Power (otherwise known as PEST: P-Political, E-Economic, S-Social, T-Technological, and its variations); SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis; CAGE (Cultural, Administrative, Geographic and Economic) Analysis; Delphi Technique; Stakeholder Analysis, or Mapping; Cultural Analysis; Scenario Planning; International Political Economy Analysis.

http://www.state.gov/documents/organization/187786.pdf
- ICAF is the United States Government’s interagency tool for conflict analysis and has been used in dozens of countries. It seeks to better evaluate the most important risks for armed conflict and the peace and security goals. It also allows for an assessment of how existing development programmes interact with these factors, how the programmes may (inadvertently) be doing harm, and where and how development and humanitarian assistance can most effectively support local efforts to manage conflict and to build peace. The ICAF is aimed at identifying key drivers of conflict and mitigating factors and was designed to enable a multi-disciplinary U.S. Government team assess conflict situations systematically and collaboratively, and to prepare for inter-agency planning for conflict prevention, mitigation, and stabilization.

USAIND, Conflict Assessment Framework – CAF 2.0 (2012)
- The CAF 2.0 is designed to be complementary to ICAF. It offers a methodological approach for implementing a conflict assessment to help USAID better evaluate the risks for armed conflict, the peace and security goals that are most important in a given country context. Annex A provides a list of diagnostic questions designed as prompts to help conflict analysts ensure the assessment is comprehensive. Annex B of the Conflict Analysis Framework provides a “Key Mobilizer Analysis Tool” which could either be used as part of the stakeholder analysis or the conflict dynamics section.

See here for a relatively comprehensive list of frameworks for conflict analysis: http://www.thebrokeronline.eu/Articles/List-of-Frameworks-for-Conflict-Analysis