Peace and Conflict Analysis

Guidance for ILO's programming in fragile and conflict-affected contexts

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February 2021

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Foreword

The raison d'être of the International Labour Organization when it was established in 1919 was to prevent a return to war and unrest following the First World War. Indeed, its constitution rests on the premise that "universal and lasting peace can be established only if it is based on social justice". This was reaffirmed in the Philadelphia Declaration at the end of the Second World War, and again more recently with the adoption of Recommendation 205 on "Employment and Decent Work for Peace and resilience" in 2017, and in the 2019 Centenary Declaration. The last of these made the clear point not only that decent work is an essential component of peace but also that conflict undermines the opportunities for women and men to access decent work.

Furthermore, various UN agendas, including the 2030 Agenda for Sustainable Development (SDG16 in particular) and the Sustaining Peace resolutions[1], and discussions around the Humanitarian-Development-Peace (HDP) Nexus recognize that achieving development outcomes and reducing humanitarian need is dependent upon preventing and transforming violent conflict. The UN Secretary-General has called on all UN entities to integrate the approach to sustaining peace in their strategic planning, and to regard sustaining peace as an important goal to which their work contributes: *"We know that conflict-sensitive and coherent, preventative approaches that help address the health and humanitarian crisis will help deliver sustainable peace."* [2]

Access to decent work makes an essential contribution to peace and stability. It removes one of the biggest obstacles to personal, family and community progress, and removes one of the heaviest grievances contributing to conflict and unrest. On the other hand, peace and stability are themselves jobs multipliers. They create the circumstances in which the economy and society can flourish, jobs can be created, workers and employers can organize, and decency of work can be steadily improved, which in turn reinforces peace in a virtuous circle.

Furthermore, the COVID-19 pandemic, the socio-economic impact and the response, can all exacerbate existing risks of conflict. It is therefore crucial to have a clear understanding of the root causes of conflict and fragility and sources of resilience in each situation, keeping in mind that COVID-19 and response measures will disproportionately affect people who are already vulnerable or marginalized – including the forcibly displaced population, host communities, people with disabilities, women and youth.

This is why, in step with the United Nations as a whole, the ILO is placing increasing emphasis on making sure our interventions make a positive contribution to peace. Jobs for Peace and Resilience (JPR) is our flagship initiative, but in reality, all of our programmes and projects in fragile and conflict-affected countries need to show how they are contributing to this virtuous circle.

If the link between decent jobs and peace is clear, this does not mean that all ILO programmes automatically do as much for peace as they could. This is why we have produced a number of policy papers and other publications providing guidance so that our staff and social partners can maximize their contribution to peace and stability. The handbook *How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes* was published in 2019, set out the importance of integrating a Peace

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1   General Assembly resolution A/RES/70/262, Security Council resolution S/RES/2282 (2016) and twin resolution adopted on 21/12/2020 at the end of the 2020 Peacebuilding Architecture Review: A/RES/75/201 and S/RES/2558 (2020).
2   Remarks to the Security Council open videoconference on "Peacebuilding and Sustaining Peace: Pandemics and the Challenges of Sustaining Peace", 12 August 2020

and Conflict Analysis (PCA) into programme and project design, so that our projects can be tailored to the peacebuilding opportunities in each specific context.

Here, then, is another crucial document in the series, developed through a collaboration between the Coordination Support Unit for Peace and Resilience and Interpeace, in the context of a wider partnership between our two organizations. It explains in simple terms how the ILO can integrate Peace and Conflict Analysis into its country programmes, so we can work across all three dimensions of the HDP Nexus, as Recommendation 205 requires – and as our partners and donors also increasingly demand. This will also help us collaborate with other members of the UN family as we do so. We encourage all programmes in fragile and conflict-affected contexts to use this and share it widely among their staff and partners, so that henceforth all programmes and projects there are informed by a thorough understanding of how decent work priorities interact with peace and conflict dynamics on the ground. Only then, will we be able to say to our beneficiaries, UN colleagues and our tripartite stakeholders, that we are fulfilling the mandate they have tasked us with.

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Abbreviations

CCA	Common Country Analysis
DWCP	Decent Work Country Programme
EIIP	Employment Intensive Investment Programmes
FGD	Focus group discussion
HDP Nexus	Humanitarian, Development and Peace Nexus
ILO	International Labour Organization
JPR	Jobs for Peace and Resilience
M&E	Monitoring and evaluation
PCA	Peace and conflict analysis
RPBA	Recovery and Peacebuilding Assessment
UNSDCF	UN Sustainable Development Cooperation Framework

The PCA guidance note in a nutshell

What is the overall purpose of the PCA?

To ensure that ILO programmes, including DWCPs, or projects are designed to make an identified contribution to peace, avoid doing harm and prevent programme failure due to superficial knowledge of the setting, by seeking to:

▶ Deepen understanding of peace and conflict dynamics and their interactions with decent work issues in the context it operates.

▶ Articulate how ILO initiatives can purposefully contribute to peace and avoid exacerbating conflict.

What is the content of a PCA?

1. A snapshot of the main conflict and peace patterns and trends.
2. A more detailed analysis of the symptoms and drivers of peace and conflict, and how they interact with decent work issues.
3. A user-friendly summary of the above, along with recommendations on:

   a. opportunities for building peace through decent work initiatives, and context-specific theories of change showing how the ILO can exploit these;
   b. conflict sensitivity risks, and how to minimize or mitigate them;
   c. the proposed programmatic focus of new or adapted programmes and projects.

Why should we conduct a PCA before designing and implementing a programme in a fragile context?

Because there cannot be any development without peace and no peace without development. Initiatives based on a good understanding of peace and conflict dynamics are more likely to achieve their decent work and employment goals and contribute to peacebuilding. On the other hand, programming that is not well informed will find it hard to make a concrete contribution to either peace or decent work, and is likely to fail.

What are the key differences between how I should conduct an analysis in this kind of context versus a "normal" ILO context?

The conceptual link between work and peace does not of course mean that any and all initiatives in the world of work necessarily contribute significantly to peace. Indeed, there is a risk that they may inadvertently do the opposite. Therefore a standard approach used also in stable, peaceful and economically advanced contexts cannot simply be transposed to these more vulnerable and volatile settings.

Instead of starting from scratch, what other UN analysis can I base myself on, especially in other areas of expertise?

Where they exist, ILO's PCA should be based on UN Common Country Analysis (CCA), UN Sustainable Development Cooperation Frameworks (UNSDCF), Recovery and Peacebuilding Assessments (RPBAs) or similar collaborative strategic analysis processes, in partnership with other agencies. ILO should also engage with in-country conflict sensitivity hubs, which are increasingly being established to support agencies to navigate the complexities of managing their peace and conflict interactions. In the case of CCAs, UNSDCFs and DWCPs, the scope of the analysis will be predominantly national, except where it has been decided to focus on particular regions for political or programming reasons. The geographic scope of PCAs will be determined by the circumstances. For example, PCAs done for project design and project adaptation purposes are more likely to focus on the localities and themes concerned.

Concretely, how is my analysis supposed to change the design or delivery of ILO programmes in this context?

Whether developing a new programme or project design, or adapting an existing project, the process should be integrated into the normal ILO design and project management approach. As a minimum, the outputs of the PCA can be integrated into a programme design process as follows:

1. Review and validate the PCA outcomes
2. Incorporate a peacebuilding theory of change and related results and activities into the project strategy and results framework
3. Include peace responsiveness and conflict sensitivity criteria in the project appraisal process
4. Integrate adaptive management into the project plan, to allow for later adaptation if peace and conflict circumstances change during implementation

▶ **1**
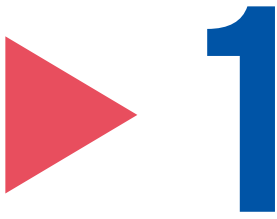
Introduction

This document provides guidance for designing ILO initiatives in countries affected by fragility and conflict. These include countries or regions subject to tensions or at risk of conflict or violent unrest, or where criminal violence threatens people's security on a significant scale. It outlines how to use a peace and conflict analysis (PCA) to ensure that programmes and projects are conflict-sensitive and contribute purposefully to peace. It is intended for ILO country office managers and staff or consultants commissioning or carrying out PCAs and designing or adapting programmes in fragile contexts, the ILO's constituents and partners, and ILO colleagues providing support to country teams.

This is important because initiatives based on a good understanding of peace and conflict dynamics are more likely to achieve their decent work and employment goals and contribute to peacebuilding. On the other hand, programming that is not well informed will find it hard to make a concrete contribution to either peace or decent work and is likely to fail.

The guidance reflects ILO Recommendation 205, recent UN policies such as *Sustaining Peace*, *Pathways for Peacebuilding*, *Agenda 2030* and the ongoing *New Way of Working* reforms of the UN Development System. It also supports the ILO's commitment to working across all three parts of the HDP Nexus.[3] Indeed, it is recognized that achieving development outcomes and reducing humanitarian need is dependent on being able to prevent violent conflict and building peace.

As illustrated in the HDP Nexus triangle below (figure 1), the Decent Work Agenda is an essential element of the triple Nexus where employment, decent working conditions and social dialogue can contribute to peace and resilience. In collaboration with member States, tripartite constituents, international and national partners, and with the direct involvement of local populations and stakeholders, a two-fold approach to crisis response can allow for an immediate response centred on employment, which simultaneously contributes to stimulate and assist long-term socio-economic development in an inclusive and rights-based manner. By doing so, decent work and social justice are promoted as key drivers of resilience and peace, addressing the underlying factors of fragility that made the society and economy particularly vulnerable to external shocks in the first place.[4]

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3   ILO, Recommendation 205: Employment and Decent Work for Peace and Resilience, 2017. UN SCR, resolution 2282, Peacebuilding and Sustaining Peace, S/RES/2282 (2016). World Bank and UN, Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict, 2018. UN General Assembly, resolution 70/1, Transforming our world: the 2030 Agenda for Sustainable Development, A/RES/70/1 (2015). UN General Assembly, resolution 72/279, Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system, A/RES/72/279, (2018). OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus, OECD/LEGAL/5019, 2020.

4   Please refer also to ILO/DPPA-PBSO Joint brochure Sustaining Peace through Decent Work and Employment, 2021.

▶ **Figure 1. Employment and Decent Work in the Humanitarian-Development-Peace Nexus (ILO)**

Peacebuilding

**Humanitarian/
Peacebuilding Nexus:**
Reducing the risk of future
humanitarian crisis

**Peacebuilding/
Development Nexus:**
▶ No sustainable development
without sustainable peace
▶ No sustainable peace without
conflict-sensitive sustainable
development

HDP NEXUS
Addressing root causes of conflict
as pathways to development
and peace: creating economic
opportunities, promoting
social cohesion and
reducing sense of
injustice through
decent
employment

**Humanitarian
aid**
Immediate employment
creation and ground for
Decent Work

**Development
cooperation**
Employment and
Decent Work
programmes

Humanitarian/Development Nexus:
Immediate livelihoods and decent employment create
preconditions for sustainable development

This version of this guidance note on peace and conflict analysis is intended to be tested at the country level. It will be reviewed and later amended, based on the experience of using it in ILO programmes. In the meantime, it can be adapted for use in all programme development situations, but it is designed primarily with four scenarios in mind, as shown in Figure 2:

▶ **Figure 2. Four scenarios where PCAs are used**

**Strategic Peace and
Conflict Analysis (PCA)** — informs →

ILO Contribution to:
Joint assessments/frameworks
e.g. CCA, RPBA, UNSDCF

Design of:
Decent Work Country Programme

informs

Design of:
New ILO project/initiative

informs ↓

Project specific PCA — informs →

Conflict sensitization or adaptation of:
New ILO project/initiative
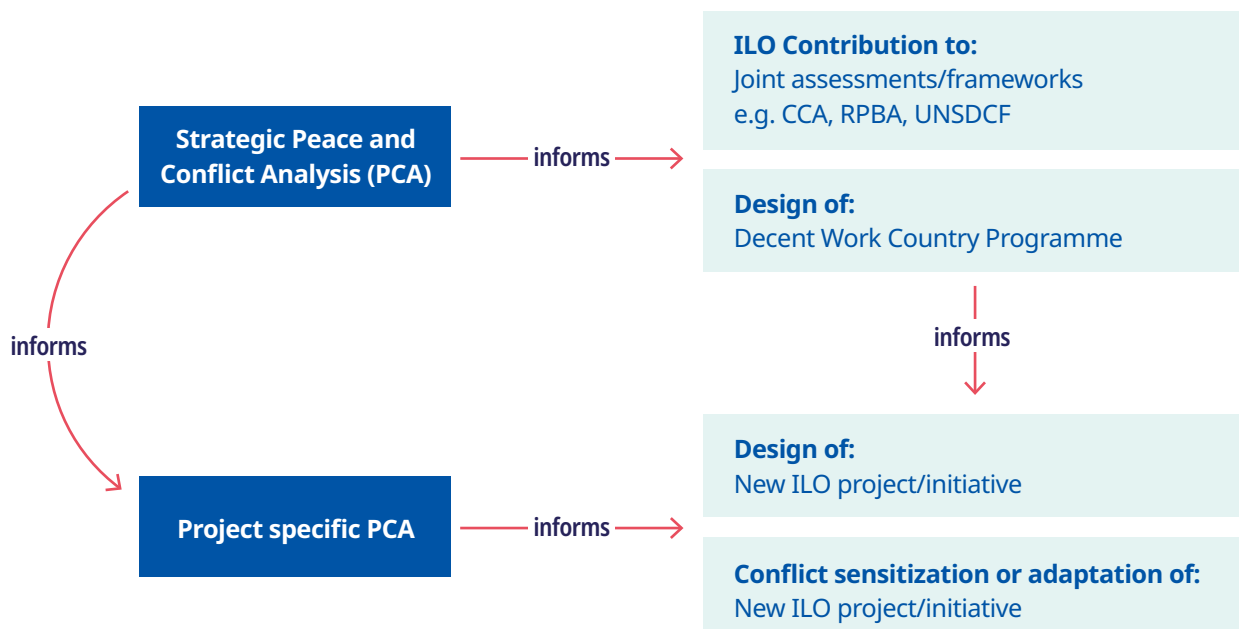
1. Contributing to UN Common Country Analysis (CCA), UN Sustainable Development Cooperation Frameworks (UNSDCF), Recovery and Peacebuilding Assessments (RPBAs) or similar collaborative strategic analysis processes, in partnership with other agencies;
2. Developing ILO Decent Work Country Programmes (DWCP);
3. Informing the design of area-based or thematic projects;
4. Adapting ongoing projects to take account of changed circumstances – perhaps, a ramping up of conflict or instability – or simply to integrate a peacebuilding dimension if this was omitted during the original project design.

This guidance can also be adapted to take account of the peace and conflict dimensions of the ILO's normative work in-country, and for designing regional or cross-border projects.

In the case of CCAs, UNSDCFs and DWCPs, the scope of the analysis will be predominantly national, except where it has been decided to focus on particular regions for political or programming reasons. The geographic scope of RPBAs will be determined by the circumstances. PCAs done for project design and project adaptation purposes are more likely to focus on the localities and themes concerned.

In this framework, the UN Sustainable Development Group is finalising a guidance note on ***Conflict sensitivity, peacebuilding and sustaining peace⁵*** to assist UN actors in the field to analyse the impact on conflict dynamics when striving towards achieving the SDGs, and to help identify opportunities to generate peacebuilding outcomes. This ILO guidance note therefore supports and is complementary to our joint efforts to focus on peace.

(?)   What is a Recovery and Peacebuilding Assessment (RPBA)?

Recovery and Peacebuilding Assessments (RPBA), previously known as Post-Conflict Needs Assessment (PCNA), are processes to support more effective and coordinated reengagement in countries emerging from conflict or political crisis. RPBAs offer countries a standardized and internationally sanctioned approach to identify the underlying causes and impacts of conflict and crisis, and to help governments develop a strategy for how to prioritize recovery and peacebuilding activities over time.

The RPBA includes both the assessment of needs and the national prioritization and costing of these needs in an accompanying transitional results matrix. The process involves a scoping mission to agree on the approach and methodology for the assessment, an analysis of the drivers of conflict, an assessment of the impact of the conflict, an estimation of recovery priorities, and a strategy for the implementation and financing of these. It often concludes with a pledging conference to raise funds for recovery and peacebuilding efforts.

The RPBA methodology is conducted under the Joint Declaration on Post-Crisis Assessments and Recovery Planning signed by the World Bank, the United Nations and the European Union.

Obviously in collaborative assessments, such as CCAs or RPBAs, the ILO will be contributing to a process designed somewhat differently from the steps proposed in this document. Nevertheless, the broad concepts are the same, and this guidance can still be used to ensure that the links between decent work and peace are fully integrated into the wider, commonly owned analysis.

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5   UNSDG, 2020. "*Guidance note on conflict sensitivity, peacebuilding and sustaining peace*", UN, New York (not published yet).

In all scenarios, the analysis should begin at a broad level, identifying peace and conflict dynamics in the context, then understanding how they relate to decent work and employment issues, and finally narrowing to identify how the ILO's decent work and employment initiatives can contribute practically to peace, and avoid inadvertently undermining peace. This is further explained in Sections 3 and 4 below.
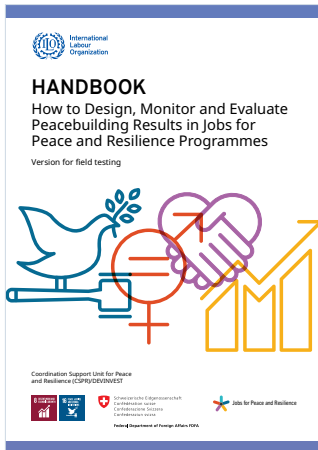
This guidance complements the ILO's 2019 Handbook: *How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes*, by providing additional details of how to integrate peace and conflict analysis into programme design. It is intended to be flexible and user friendly, aiming to promote consistency across the ILO, while at the same time supporting teams to do what works best in their situation and country-context. The circumstances in which ILO initiatives are designed vary considerably. The basic process to be followed is to conduct a PCA as part of the situational or context analysis, and integrate this into the programme or project design or adaptation process set out in the ILO's DWCP template and *Development Cooperation Manual*. This is consistent with other guidance such as the *Standard Operating Procedures for Crisis Situations*.

The PCA is an integral part of the programme or project design process. Therefore staff or consultants who conduct the PCA should also normally be included in subsequent stages of the design or project adaptation process, and others involved in those processes should also ideally be involved in the PCA.

This guidance note is structured as follows:

▶ **Section 2** outlines the conceptual and practical links between decent work and peace and conflict.

▶ **Section 3** provides advice on the organization and management of a PCA.

▶ **Section 4** explains the methodology.

▶ **Section 5** explains how PCA outputs are used in programme and project design, or project adaptation.[6]

▶ **Annex 1** explains the five areas used to deepen the analysis of the drivers of peace and conflict: **security; politics, governance and justice; livelihoods; well-being and social cohesion**. Each contains a brief explanation, followed by guiding questions in two groups: those designed for general peacebuilding analysis, and those designed to identify links between the ILO's strategic objectives and peace.

▶ **Annex 2** gives an example illustrating how the four guiding questions for developing the PCA synthesis and programming recommendations introduce in Section 5 can be used in a project level PCA.

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6 This guidance does not repeat existing ILO guidance for programme and project design processes, nor on how to conduct surveys, focus group discussions or other assessment tools, which are available elsewhere, for example *Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes.*

▶ 2

The links between peace, conflict and decent work

Conflict occurs when tensions arise due to a divergence of interests or perceived interests between people, organizations, groups or societies. Conflicts are a normal feature of human society, especially during periods of stress or change. Societies therefore need the capability to anticipate, manage and resolve them without violence. Conflicts that are not anticipated, managed or resolved risk fostering structural grievances or violence, which can break out rapidly and spread. People with unaddressed grievances are vulnerable to manipulation by political and violence actors.[7]

Peace consists of stability, and the security that stability brings, along with a society's ability to anticipate, manage and resolve conflicts at all levels without violence, through its institutions, values, habits and behaviours. These in turn depend on inclusion and fairness: inclusive, fair access to work and livelihoods, and to the means of security, justice and other aspects of well-being such as health, education and decent living conditions. Peace also requires responsive and accessible leadership and governance, built on functional, trusting relations among citizens, and between citizens and those with authority over them: what are known as horizontal and vertical relations. Horizontal and vertical relations that are effective and imbued with mutual trust are the main ingredients of social cohesion. Peace is not static however: a peaceful society continues to develop, and must navigate the conflicts and dilemmas that progress entails.

$$f(\text{Peace}) = \text{Stability} + \text{Fair Access to Livelihoods \& Services} + \text{Functional, Trusting Vertical \& Horizontal Relationships} + \text{Development Progress}$$

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7   The definitions in this section draw on several UN and other sources, tailored to fit the needs of this particular document. For further details, see Pathways for Peace (UN/World Bank, 2018).

The short-term goals of **peacebuilding** usually involve restoring stability, improving people's security and reducing levels of violence. In the longer term, peacebuilding aims to improve fair access to livelihoods, justice, well-being, and improve governance and social cohesion. Peacebuilding is incremental. Work on longer term goals can begin even while stability is being built or restored, and elements of peace can be built on a small scale even while the wider national picture remains unstable. Because of the importance of fairness and inclusion, peacebuilding interventions are based on an understanding of both surface and underlying drivers of peace and conflict. For example, deeply held perceptions of structural unfairness and exclusion. Interventions often include careful strategies to rebalance access to the benefits of peace across society, in terms of gender, age, ethnicity, class, caste, geographic and religious affiliation, and other social categories.

▶ **Figure 3. The vicious cycle of crisis, conflict, climate change, unemployment and decent work deficits (ILO)**

The vicious cycle of crisis, conflict, climate change, unemployment and decent work deficits

Violent conflict, climate change and disasters have staggering economic costs,[8] and there is evidence that they are linked to unemployment and decent work deficits through a "**vicious cycle**". On the one hand, crises - including the COVID-19 pandemic – can severely halt and reverse sustainable economic development, with severe implications for the world of work, in terms **of both availability and quality of jobs**.[9] Regarding the quality of work, for instance, conflict and widespread violence may increase informality and non-contractual and unregistered work, particularly for youth and women, and prop up illicit economies, built around – and making workers dependent on – continued violence. Furthermore, conflict severely limits the degree to which workers enjoy basic social protection and fundamental rights and principles at work – pushing many children into the worst forms of child labour. **On the other hand, unemployment and decent work deficits can themselves be key contributing factors to conflict and fragility.** For example, non-respect of fundamental rights at work (such as child labour, discrimination, and so on), the lack of equal economic opportunities or the absence of social dialogue at work can trigger grievances and lead to conflict.

The relationship between peace and decent work and employment, and the importance of decent work and employment in peacebuilding, is clear. This was recognized in 1919 by the founders of the ILO who saw the importance of work and livelihoods in the search for social justice, stability and sustainable peace following the 1914–18 war. This commitment was reaffirmed after the Second World War and again in 2019 in the Centenary Declaration.[10] It is also acknowledged in the ILO's strong emphasis on social dialogue, reflecting its tripartite nature.

The ILO promotes opportunities for women and men to obtain decent work in conditions of freedom, equity, security and human dignity.[11] People without decent work readily develop grievances, leading to a sense of inequality, and conflict can arise when these inequalities are not addressed. For them, the opportunity cost of engaging in violence is low, whereas for people with decent livelihoods it is high. So fair and widespread access to decent work makes an essential contribution to peace and stability. At the same time, peace and stability contribute to development: creating the circumstances in which the economy can flourish, jobs can be created, workers and employers can organize, and decency of work can be steadily improved, which in turn reinforces peace in a virtuous circle (Figure 4).[12]

▶ **Figure 4. The Virtuous Circle: Work-Peace-Economic Development**
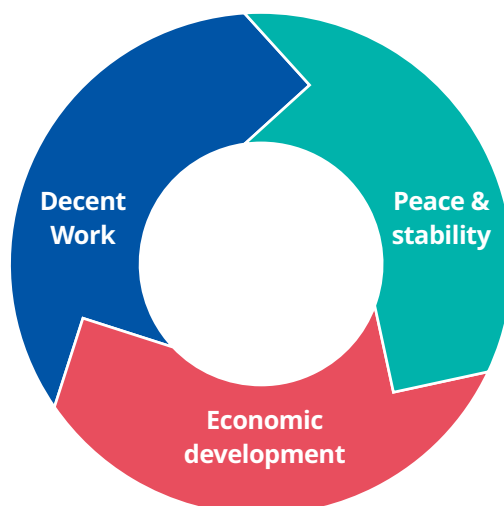
8   UN and World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. World Bank, Washington DC, 2018.
9   ILO and CCDP, *Employment and Decent Work in Fragile Settings: A Compass to Orient the World of Work*. ILO, Geneva, 2016.
10   ILO Centenary Declaration for the Future of Work. June 2019.
11   ILO Decent Work Country Programme. A Practical Guidebook. ILO, Geneva, 2016.
12   Tilman Brück, Neil T. N. Ferguson, Valeria Izzi & Wolfgang Stojetz. Jobs Aid Peace. A Review of the Theory and Practice of the Impact of Employment Programmes on Peace in Fragile and Conflict-affected Countries. (ISDC, Berlin, 2016).

In practical terms, **peace and conflict analysis aims to identify opportunities for peace responsive and conflict sensitive actions**. The conceptual link between work and peace does not of course mean that any and all initiatives in the world of work necessarily contribute significantly to peace. Indeed, there is a risk that they may inadvertently do the opposite. After all, the search for social justice inevitably creates a certain amount of conflict between different interests, because it implies a change in the status quo. Therefore it is important to design and implement programmes 'conflict sensitively', namely in a way that mitigates the risk that such conflicts become destructive.

Where possible, programmes should go further, identifying how they will contribute purposefully to peace through their choice of strategy. Figure 5 illustrates this through the **peace responsiveness** spectrum from conflict-insensitive initiatives on the left, and initiatives which aim to avoid doing harm, to those with an explicit purpose of contributing to peace, on the right.

Peace Responsiveness

Peace Responsiveness refers to the ability of actors operating in conflict-affected or fragile contexts to be conflict sensitive and deliberately contribute to sustainable peace through their technical programming, in accordance with their mandates. This means deliberately addressing drivers of conflict and strengthening capacities for peace. A peace-responsive approach intentionally supports inclusive and locally-led change and strengthens societal resilience to conflict and violence.

▶ **Figure 5. The Spectrum of Peace Responsiveness.**

◀ ·· **Conflict insensitive** ········· **Doing no harm** ········ **Doing some good** ········ **Proactively contributing to peace** ·· ▶

Specialized peacebuilding activities

Peace Responsiveness
Deliberately designing for and realizing peace contributing outcomes in development and humanitarian programming

Conflict sensitivity
Minimizing negative effects ⟷ Reinforcing positive effects
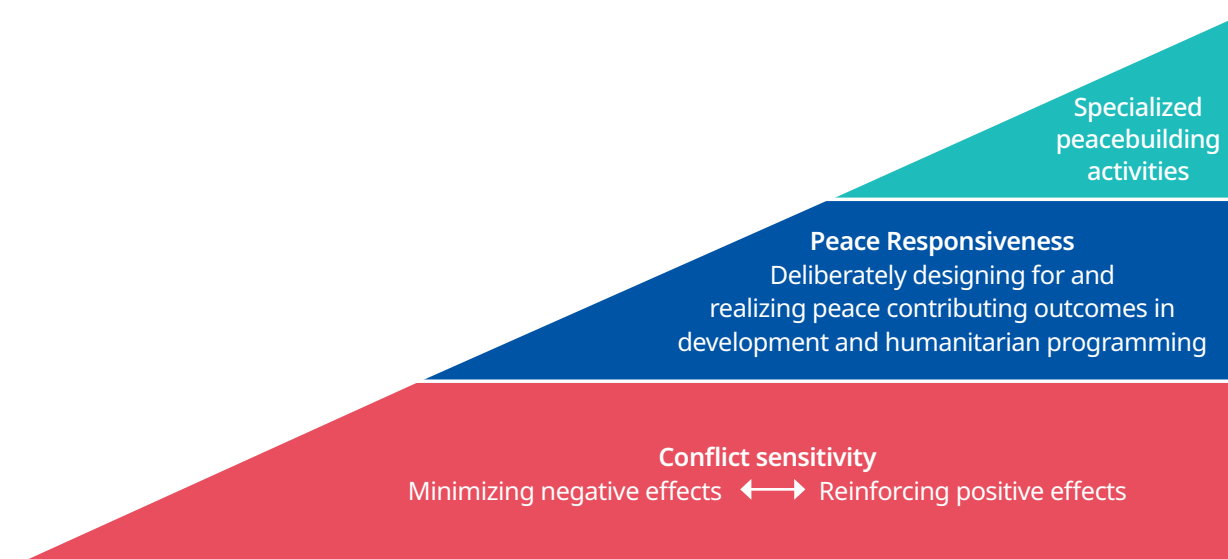
Source: Interpeace

The concept of peace responsiveness is at the core of this guidance, which aims to help ILO teams avoid conflict insensitivity and steer their programmes towards peace responsiveness.

ILO has **identified a theory of change** outlining some of the ways its programming can contribute to peace. Simplified and summarized in Figure 6, this shows how the world of work can improve social cohesion by bringing people together to break down horizontal divides, how decent economic opportunities reduce the

opportunity costs of violence, and how grievances can be resolved through social dialogue and promoting Fundamental Principles and Rights at Work.

▶ **Figure 6. Theory of Change. Three Ways that Decent Work Initiatives Can Build Peace.**

Conflict drivers	Outputs	Outcomes	Impact
Lack of opportunities	Enhanced gender-sensitive economic opportunities for population at risk through decent jobs	Greater economic opportunities and empowerment	Decent employment contributes to conflict prevention and peacebuilding
Lack of contact	Strengthened economic relationships and contact between conflicting groups and/or youth at risk	Improved social cohesion through inter-group knowledge and perceptions	
Grievances and sense of injustice	Promoted fundamental labour rights and strengthened participatory mechanisms for social dialogue and conflict resolution	Improved perceptions of fairness and equality	

Source: *Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes*, ILO (2019).

Figure 7 gives some examples of conflict insensitive initiatives which risk doing harm, as well as of peace responsive initiatives that are designed to make a specific contribution to peace.

▶ **Figure 7. Examples of conflict insensitivity and peace responsiveness sensitivity linked to ILO's strategic objectives**

ILO Priorities	Conflict Insensitive	Peace Responsive
Employment	Value chain and skills training programmes focus on economic sectors dominated by people from one ethnicity, thus inadvertently increasing their dominance of the political economy, reinforcing resentment and a sense of exclusion and grievance among other groups.	Sectors for value chain and skills training programmes are chosen because they offer opportunities for employment and business development for all ethnic groups, including those currently marginalized in the economy. Skills training targets young men and women most at risk of being recruited into violent extremist groups.

ILO Priorities	Conflict Insensitive	Peace Responsive
Social protection	Technical support is provided to a national social security system, during a period of economic and political instability. This improves its internal systems, providing a better service to beneficiaries, but ignores the reality that some segments of the population are ineligible for participation – for example, people working in the informal economy who are not registered. The programme thus strengthens a system that excludes them, exacerbating grievances, increasing the risk of unrest.	As part of its support to a national social security system, the ILO helps it to conduct a PCA. This leads to changes, so that people who previously were not registered, are now identified and registered, making social security fairer and more inclusive, including a specific package offered to women and men in informal economy employment. This helps contribute to a greater sense of inclusion and social cohesion, reduces the opportunity cost of unrest or violence for newly enrolled beneficiaries.
Social Dialogue	Because a capacity building programme for employers' and workers' organizations is not based on a thorough analysis of the political economy, it inadvertently favours organizations with strong ties to the ruling party, leaving out those with opposition links. This exacerbates existing grievances and contributes to political instability. Programme implementation is held up, because of threats and obstruction from the political opposition, who lobby the UN and donor embassies, claiming it is biased and should be stopped.	A capacity building programme for employers' and workers' organizations is based on a PCA in which they participate, along with civil society and government representatives, under ILO coordination. This broadens the scope of project participation, ensuring better balance of social partner organizations and wider support for the programme. Their joint planning process also allows the organizations to identify collaborative activities, specifically designed to improve social cohesion and make a measurable contribution to peace.
Fundamental Principles and Rights at Work	Having failed to conduct a PCA, the ILO remains committed to its own long-standing priorities in the country, ignoring opportunities presented by the devolution settlement agreed as part of a peace agreement ending a civil war. In doing so, they create an impression among members of the new, semi-autonomous regional government, that the ILO is not supportive of their region, nor responsive to their needs as a new administration. Weaknesses in decent employment in the region create conflicts; these are exploited by politicians wishing to destabilize the regime. A fragile peace is threatened.	By engaging with other UN agencies supporting a formal peace process following the civil war, the ILO ensures the constitutional basis for a new devolution settlement enshrines international norms on labour and the treatment of indigenous people in the new autonomous region. It follows this up with tripartite monitoring and capacity building for the new regional institutions, thus ensuring they acknowledge and support decent work priorities from the start. This in turn helps stabilize the new region.

The intrinsic nexus that exists between decent work and peace and conflict means all programmes need to minimize any risk of undermining peace, and can maximize the opportunity to strengthen peace. Thus, all programmes in fragile or conflict affected contexts should be based on a good understanding of contextual peace and conflict dynamics. Hence the need for Peace and Conflict Analysis.

▶ 3

Planning and Managing a Peace and Conflict Analysis

This section outlines practical aspects of the PCA such as planning, timing, purpose, scope, people and quality control, as well as dealing with political and other sensitivities.

3.1 Planning

ILO teams operate and design programmes in varied circumstances. This guidance aims to provide them with the knowledge and tools they can adapt to their own situation, rather than a simple instruction manual to be implemented come-what-may. The perfect should not be the enemy of the 'good enough'. If circumstances limit the time and other resources available, the PCA can be tailored accordingly. But this should not be taken to imply that a PCA is a luxury, only used when circumstances easily allow. The *minimum requirement* when designing a strategy or project in a conflict affected or fragile context, is to consider how peace and conflict dynamics interact positively and negatively with decent work issues, in a structured reflection on what the context means for the programme or project, and vice versa. And to do so in a way that incorporates the perspectives and voices of those likely to be affected.

Strategic Peace and Conflict Analysis (PCA) — informs → **ILO Contribution to:** Joint assessments/frameworks e.g. CCA, RPBA, UNSDCF

Design of: Decent Work Country Programme

informs ↓

Design of: New ILO project/initiative

Project specific PCA — informs → **Conflict sensitization or adaptation of:** New ILO project/initiative
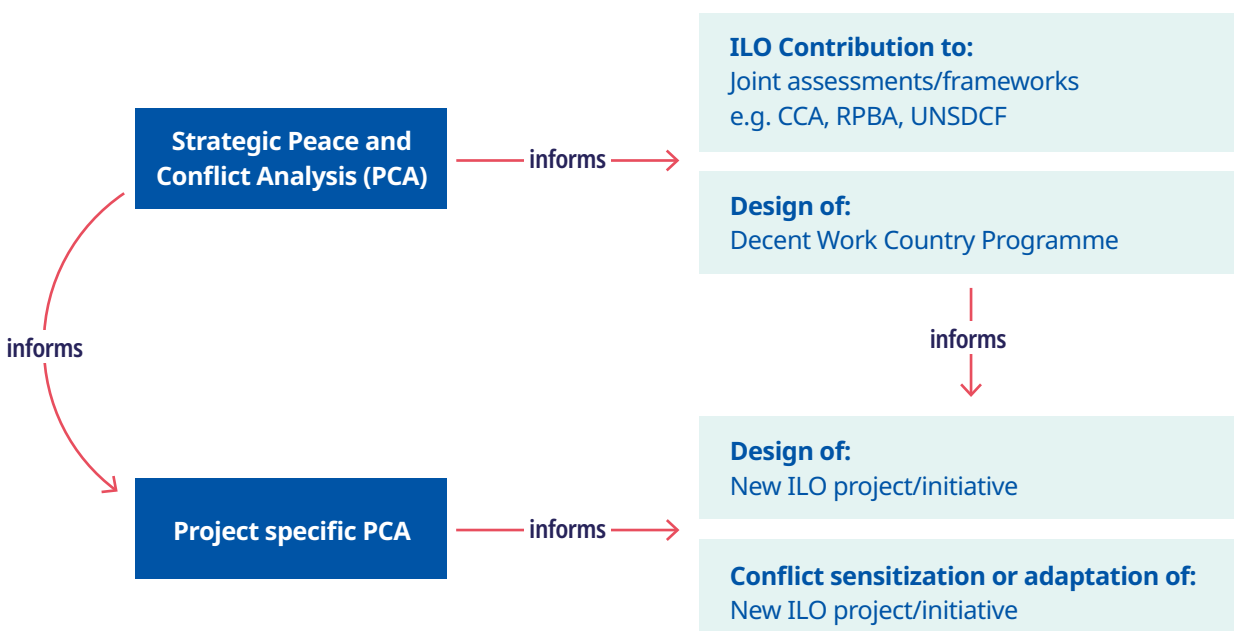
informs

As a reminder, this guidance is intended for four scenarios in which PCAs are used, to inform collaborative assessments like CCAs or RPBAs, the design of DWCPs or projects, or the adaptation of ongoing projects, as per Figure 2 in the Introduction, which is repeated above. An obvious difference is that specific projects have a narrower scope and scale than a national strategy. The other main difference is that project priorities are already well defined in the project adaptation scenario, as compared to the other three scenarios where they are usually less clear cut when the PCA is done.

The ILO's contribution to collaborative assessments such as CCAs or RPBAs will obviously fit into the overall design of such processes, as agreed with the UN Resident Coordinator or other coordination body. PCAs in other scenarios will all follow the kinds of steps summarized in Figure 8. These are explained in Sections 3, 4 and 5 below.

As with any exercise, the PCA needs to be based on a clear plan and budget. It requires the involvement of a diverse set of stakeholders, and is often led by an external consultant. It should therefore be planned with sufficient lead time – three months is recommended – so that resources can be lined up, and participants made aware of their involvement in advance.

Resource needs will vary, but as a rule of thumb, a national level PCA can be expected to take up to three months of actual research and analysis (steps 3–4 in Figure 8), whereas a project level PCA may need up to six weeks for the same steps. Both of course need to factor in additional time for planning, and for the programme design / adaptation phase (step 5).

At the project level, a PCA can be integrated with other assessments taken at the inception/planning phase (a PCA can be merged, for example, with a Value Chain or labour Market Assessment). It will be a good way to ensure that conflict-sensitivity are fully mainstreamed into different initiatives.

3.2 Timing

PCAs are normally done at an early stage in the programme or project design process, so that design processes can fully account of contextual peace and conflict dynamics. The PCA should therefore be seen as an integral part of the programme or project context analysis, normally done at the same time. However, if there is no time then for a detailed PCA – for example because of an urgent deadline for a project proposal – it can be written into and budgeted in the project inception phase, at which time it will inform any necessary adaptations of the project design. In the meantime, the project design team should still aim to conduct a rapid peace and conflict scan, using the analytical framework outlined in Section 4 as a guide. PCAs

▶ **Figure 8. Timeline for PCA**

1 Decision to design/adapt new programme or project, and conduct PCA

2 Form advisory group to accompany, plan the process and appoint PCA team

3 Conduct assessment; develop synthesis and recommendations in a workshop

4 Validate findings with the advisory group and finalize

5 Integrate PCA findings in DWCP or project design, or in adapting an ongoing project

6 Continue to review peace and conflict context in programme implementation, using adaptive programming

Tip. A PCA should be done during the normal project design phase. But if there is no time, a PCA should be written into the project inception phase, and reflected in the budget and logframe as a project activity, with the clear understanding that the PCA may lead to adaptations in the project design. This ensures that donors and project partners are aware of this in advance, so avoiding later delays and uncertainty.

should also be reviewed and updated at least every three years during programme implementation, or earlier if there are major changes in the context.

3.3 Purpose

The overall purpose of the PCA is to ensure that ILO programmes or projects are designed to make an identified contribution to peace, avoid doing harm and prevent programme failure due to superficial knowledge of the setting. More specifically, the PCA:

▶ Deepens understanding of peace and conflict dynamics and their interactions with decent work issues in the context where the ILO operates.
▶ Articulates how the ILO initiatives can purposefully contribute to peace and avoid exacerbating conflict.

To allow this purpose to be met, the PCA report includes:

▶ A snapshot of the main conflict and peace patterns and trends
▶ A more detailed analysis of the symptoms and drivers of peace and conflict, and how they interact with decent work issues
▶ A user-friendly summary of the above, along with recommendations on:

   ▶ Opportunities for building peace through decent work initiatives, and context-specific theories of change showing how the ILO can exploit these
   ▶ Conflict sensitivity risks, and how to minimize or mitigate them
   ▶ The proposed programmatic focus of new or adapted programmes and projects.

These outputs are then validated and used in programme or project design or adaptation processes, per Section 5.

3.4 Scope

The scope of a PCA is determined by its purpose. For example, whether it is being conducted for a collaborative UN assessment, a DWCP, a project design, or project adaptation – the four scenarios to which this guidance applies.

When preparing a DWCP, or when joining a collaborative assessment such as a CCA, the PCA will normally be national in scope, because even if particular conflicts are confined to some parts of the country, they will inevitably have higher-level causes and ramifications.

Project level PCAs are more likely to have a sub-national scope. This may also be the case for some collaborative assessments such as RPBAs, depending on circumstances. In any case, PCAs should always consider the influence of and interactions with wider national, regional and geo-political dynamics.

Furthermore, PCAs should adopt a gender lens and understand how drivers of conflict/fragility differentially affect and are experienced by women and men (and, if possible, consider other intersectional dimensions such as ethnic or tribal group, age and so on). Often, in conflict settings or situations of fragility, gender inequalities are reinforced, and women and men have different roles and different opportunities to contribute to peace and conflict resolution.

When a PCA is being conducted to adapt an ongoing project, the PCA will inevitably focus on the interactions of the project's already defined priorities with peace and conflict dynamics, and how to maximize their contribution to peace and/or amend them if necessary. This will also be the case in new project design processes where programming themes or priorities have been decided in advance, because of donor or institutional preferences.

The availability of resources, along with other factors such as security of access, will have an impact on the approach used. But while this affects the methods used, it should not affect the scope as such, which is determined by the purpose of the PCA.[13]

3.5 People and Roles

The PCA is commissioned and actively overseen by the ILO country office. The Coordination and Support Unit for Peace and Resilience (CSPR/Geneva) can assist the country office in the planning, TORs drafting and implementation of the PCAs. The ILO country office, in partnership with project CTA, the technical unit and CSPR, devise and manage the overall process, ensuring that it is fully integrated into the programme design or adaptation process it is designed to inform. They choose the person to lead the PCA and other team members, and ensure relevant colleagues in the ILO and partner organizations are informed and involved. They monitor the process to ensure it is sufficiently rigorous and participatory, is conducted safely, the outputs are sufficiently comprehensive, clear and user-friendly, and to anticipate or address any political or other sensitivities that arise. In the context of an existing project, the CTA can manage the PCA in close collaboration with the ILO country office, the relevant technical units and CSPR.

Often, the PCA will be led and conducted though a consultancy. Implementing a PCA requires knowledge of peace and conflict analysis, decent work issues, facilitation skills and knowledge of the context itself. The PCA core team – whether ILO staff or consultants – should embody these qualities. Given ILO staff are less likely to have expertise in peace and conflict analysis, the PCA may be led by an external peace and conflict analyst, partnered with ILO staff who are familiar with the context and decent work issues.

The ILO country office and its social partners must be fully engaged in the PCA, to ensure ownership, especially at the decision-making stage, so that the implications of the PCA analysis are carried through into design and implementation. This also helps leverage the PCA as a capacity-building opportunity, improving institutional peace and conflict analysis knowledge and skills not only in the ILO but also its constituent social partners in the country concerned.

If the ILO's social partners are fully involved in the PCA and subsequent design or adaptation stages, this ensures that their critical perspectives are included, and provides them with an opportunity to "own" the analysis and potentially draw on it in their normal work, thus contributing to peace through their policies and practices. Their collaboration during the process can also help strengthen tripartite linkages in the country, with knock-on benefits for social cohesion.

Whether the PCA is being done for a DCWP or a project, it is recommended to work through the existing tripartite steering committee (or similar)[14] to accompany the PCA and programme/project design process, with a member each from the ILO, employers' and workers' organizations and government (including local government if relevant). This should be an agile advisory group, not a cumbersome bureaucratic or political process. Its role is to guide and "accompany" the work and validate analysis and outcomes. As a minimum, this group would be involved at the start and at the end of the analysis process to provide inputs, advise on sources of information and knowledge, help shape the programming recommendations, and internalize the analysis and the revealed connections between decent work, peace and conflict.

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13 However, there are occasions when political sensitivities may limit the apparent scope of a PCA, for example when the government's own behaviour is undermining peace in ways the ILO is unable to assess formally, for diplomatic reasons. This is discussed further below under Methods.

14 If there is no established project or DWCP tripartite steering committees or similar, it could be established for the PCA.

3.6 Sensitivity

Peace and conflict issues are often sensitive. The PCA needs to take account of sensitivities around:

Security: The safety of those involved in conducting the assessment, those who participate as interviewees, and those whose situation is described in it, is paramount. This must be considered from the planning stage and continuously, and particularly ahead of any focus group discussion (FGD) or interviews, when the location, privacy, and make up of groups should take this into account. Security assessment needs to be continuous, as events can alter security considerations quite suddenly.
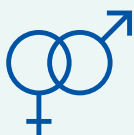
Gender sensitivity: The links between gender, conflict, violence and inclusion – and what this means for peacebuilding policies and programmes – is not always well analysed. If a conflict analysis does incorporate gender, the focus is usually on the impacts of conflict and does not analyse how gender norms – the societal expectations of the roles and behaviours of people – contribute to causing conflict and violence. It is therefore important to take an intersectional approach to PCA. This means considering the multiple ways that systems of power – such as ethnicity, race, age, socio-economic status, religion, (dis)ability, sexual orientation, indigeneity and geographic location – interact with gender to shape how different people engage with conflict and peacebuilding. The composition of the facilitation team should be gender and conflict sensitive. Consider the gender identities of the facilitators; their identity, and the way this is perceived, can have a significant impact on the PCA workshop and their relationships with participants.

Conflict sensitivity: Maintaining conflict sensitivity is essential. This means being aware of how the PCA research is or may be perceived, proactively communicating its purpose and methods widely, and ensuring that relevant permissions are transparently obtained. As far as possible, it is better to aim for an open communication process about the purpose and nature of the exercise, as this minimizes the potential for rumours and distortion. Conflict sensitivity should be considered throughout the PCA process. For example, the ethnicity, religion or other identity markers of team members may influence how the exercise is perceived and understood, and affect participants' willingness to contribute. Care also needs to be taken when forming focus groups, as this can unwittingly play into local conflicts.

Political sensitivity: Peace and conflict analysis must be as accurate and complete as possible, otherwise it can lead to a skewed understanding and poor programming. However, this presents difficulties for the ILO, with its tripartite constitution, as employers, workers and governments or their representatives may be unwilling or unable to accept parts of the analysis, particularly if it shows them or their allies in a poor light. This has to be handled delicately, aiming for the maximum degree of openness, but also sufficient discretion to avoid undermining the process and its outcomes. In some circumstances, ILO staff may have to conduct parts of the analysis privately in-house, and avoid including these in reports, to ensure that the outcome has analytical rigour and integrity while remaining diplomatic.

Data confidentiality: All interviewees and participants should be made aware of how their inputs will be used, and offered the opportunity of confidentiality and anonymity. Data should be saved on secure servers with password protection, and printed data also protected accordingly.

Research sensitivity: It is also important to consider the composition of the research team and the power dynamics when conducting research between the research team and respondents, as well as between respondents themselves (for example, if focus group discussions are being conducted, how can project teams be aware of how their own position and identity influences the behaviour and responses of respondents, and how can we ensure that the FGD does not exacerbate conflict between participants?).

3.7 Quality Control

In controlling the quality of a PCA, the methods and approaches proposed in this guidance are a helpful benchmark. But at a simpler, more fundamental level, quality control can be achieved by ensuring that the following key attributes of an effective PCA are emphasized throughout the process:

▶ **Purpose:** It is designed for and implemented with a clear, widely communicated and understood operational purpose.
▶ **People**: It deploys the right mix of talents, skills and knowledge, and ensures other ILO colleagues are involved.
▶ **Participation and inclusion**: It engages with and takes account of the perspectives of women and men from relevant stakeholder groups, including the ILO's social partners.
▶ **Places the ILO in context:** It starts by understanding the context, and only then considers how ILO programming will work within that context, rather than taking the ILO's programming priorities as its analytical starting point.
▶ **Produces clear, user-friendly recommendations**: Its outputs can be readily incorporated in programme design or adaptation.

▶ 4

Methodology

4.1 Analytical framework and structure

The analytical framework and the structure of the report are outlined in Figure 9. The process begins with a snapshot of peace and conflict trends. This is followed by analysing five thematic areas to identity the characteristics and drivers of peace and conflict. In the third stage, this analysis is used to generate programming recommendations. Local, national and – where relevant – international trends and factors are considered at each stage. Each of these three stages is explained in Sections 4.3–4.5 below, after considering the research methods to be used.

▶ **Figure 9. The three main stages of the PCA**

Snapshot of peace & conflict trends	**Drivers of peace and conflict & their interactions with decent work**	**Synthesis & programme recommendations**
▶ **Levels, types and impacts of conflict** ▶ **Actors involved** ▶ **Openings for peace** ▶ **Positive and negative trend**	▶ **Security** ▶ **Governance and justice** ▶ **Economy** ▶ **Wellbeing** ▶ **Vertical & horizontal relations**	▶ **Opportunities for contributing to peace** ▶ **Theories of change** ▶ **Conflict sensitivity concerns**

4.2 Methods

The main methods to be used are familiar for ILO staff and peace and conflict consultants.

Desk review: Pre-existing data can usually be found, on which to develop an initial analysis for the country, area or programming themes in question. A desk review can provide important qualitative information and analysis, as well as basic economic, demographic and social statistics. Sources include government documents, data and analysis from other UN agencies (including the Common Country Analysis) and other organizations. Where other agencies have conducted their own analyses these can provide a good basis for the PCA.

It is important to also consider peer-reviewed/academic research. They can especially fill in some of the gaps when existing analyses from UN agencies or other organizations do not sufficiently disaggregate data in terms of gender and other social identify lines.

However, these are often more focused on conflict than on peace dynamics and may not cover the links between peace and conflict and decent work, so these dimensions will need to be added. Some existing analyses may not be disaggregated sufficiently along gender or other social identity lines. A review and validation of pre-existing analyses will help determine what needs to be added, and thus the focus of additional research.

Interviews and focus group discussions (FGDs): Key informant interviews and FGDs using pre-prepared, open-ended questionnaires are ideal for collecting perceptions from diverse perspectives: political, economic, community, civil society and voices from across gender, age, class and other identity spectrums. Guidance on preparing and conducting interviews and FGDs is available in the ILO's *Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes*.

Workshops: Workshops are powerful tools for analysis and synthesis. They provide an opportunity to take account of different perspectives, and validate and verify conclusions and proposals, in real time, especially given the qualitative nature of much of the data and analysis. A workshop is used at the third stage of the PCA, to synthesize the results and develop programming recommendations.[15]

Triangulation: Information about conflict is often incomplete and subjective, even biased. Therefore scepticism and independent triangulation are essential PCA tools.

Participation, gender and inclusion: Understanding how people's gender identity shapes their response to peace and conflict dynamics is essential to developing effective programmes. More broadly, successful peacebuilding requires an appreciation of differing perceptions, and of how people in different population groups or with different social identities are affected differently by peace and conflict, and by the drivers of peace and conflict. For example, ex-combatants' opportunities and needs for reintegration will depend on factors such as age, sex, education levels, rural and urban backgrounds, as well as the specific experience of conflict each has experienced.

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15 It is also assumed that the process of designing or adapting programmes and projects based on the PCA will be done in a workshop setting (see also Section 5).

Tip. Using an iterative approach to maximize the usefulness of desk research.

It can be helpful to implement the first two stages of the PCA iteratively. To start with, use secondary sources and existing knowledge within the team to sketch an initial draft of the snapshot of peace and conflict trends, and the analysis of peace and conflict drivers. Where this reveals gaps in the available knowledge, these can be filled through interviews, FGDs and a targeted search for secondary data.

Capacities for Peace: Appreciative Inquiry

Too often, programming analysis frames the context in terms of problems seeking solutions. Appreciative inquiry seeks out positives. This approach can help identify the capacities for peace that exist, and that may be harnessed and strengthened. For example, trading relationships between members of antagonistic social groups, ethnic governance institutions, relations between people who studied together but now find themselves on opposite sides, or common membership of religious or other civil society organizations.

The PCA process should therefore aim to understand these differences so they can be factored into project design, informing targeting as well as conflict sensitization questions. From a practical perspective, this means reaching out to different population groups as part of the PCA process, using participatory methods such as FGDs to understand how peace and conflict dynamics linked to security, governance, justice, the economy, well-being and vertical and horizontal relationships impact on their lives. Civil society organizations who work with and know the population well can be helpful conduits to different population groups, and key informants in their own right.

Surveys are unlikely to be conducted as part of a PCA – although any critical data gaps should be noted, and can then be filled during project implementation, for example as part of the baseline.

> **Tip.**
>
> Including the perspectives of those likely to be affected by the project or programme allows the identification of potential problems and solutions. In Somalia, by engaging with male and female members of different clans among both displaced people and host communities, it is possible to identify what kinds of infrastructure and skills training programmes are most likely to promote peaceful coexistence among and between them, as well as understand the fault lines that might trigger tensions during project implementation.

4.2 Snapshot of peace and conflict trends

This largely descriptive stage of the analysis sets out the broad peace and conflict canvas in which the ILO is operating or planning to operate. The synopsis summarizes key peace and conflict trends at a broad level, largely compiled from secondary data. It considers these at international, national and sub-national levels as appropriate, without necessarily exploring the underlying causes in detail. It can be guided by the following questions.

How stable or violent is the country or different parts of the country?	▶ The history and projections of political or other internal or external conflicts, unrest and levels of violence. Include actual violent conflicts as well as others that have the potential to engender violence – or to be linked into those that are already violent. ▶ What are the main conflicts and how do they manifest? What are the main dividing lines? ▶ What is their geographic scale, and how do they link with wider factors outside the specific locations under consideration?
Who is involved, and how?	▶ Who are the victims or groups most at risk? Consider gender, age and identity groups. ▶ What is the impact on victims in broad terms? ▶ Who are the perpetrators and their leaders? What is their motivation? ▶ Who are the other important actors and what is their role – both locally and on a wider scale? ▶ What are the relationships between key actors?
What are the main trends and potential openings for peace?	This covers formal and informal peace processes and other significant international interventions, or interventions that aim to address important triggers or causes of conflict. What is the involvement of social partners in peacebuilding, and how can they be more involved?

? **How have these phenomena changed and evolved?** How have levels of violence and stability evolved in previous years, and how are they expected to evolve. Do these show trends and do they suggest triggers and underlying causes? What key events have triggered episodes of violence or enabled peace? What planned or expected events may do the same?

4.3 Drivers of Peace and Conflict, and Interactions with Decent Work

This is the main analytical part of the PCA, where opportunities for building peace and stability, as well as conflict sensitivity risks, emerge. It is designed to help **identify impacts and drivers of peace and conflict, and their links to decent work issues.** It is organized under five analytical areas: security; politics, governance and justice; economy and livelihoods; well-being; and vertical and horizontal relations. Each of these is explained in detail in Annex 1, accompanied by guiding questions that can be used in gathering and analysing information.

It is essential to make this analysis relevant to the ILO's priorities, by including issues with clear and obvious links to decent work. But it should first identify peace and conflict issues more broadly, as these often turn out to be relevant in identifying conflict sensitivity risks and peacebuilding options that would not otherwise have been visible.

Political Economy Analysis

Understanding the overlap in power and interests between politics and the economy is critical to understanding why conflicts persist, and what changes may be supported or blocked by powerful interests. Political economy analysis examines:

▶ **Interests** of individuals and groups, in relation to change versus the status quo
▶ **Incentives** for stasis or change, as they apply to different specific interests
▶ **Ideology and values** underpinning people's perception of what is in their interests
▶ **Institutions**, inasmuch they provide opportunities for particular courses of action, for example mediating different interest groups.

Interests and incentives define how those with or without power will respond to a given situation or opportunity, either seeking change or status quo. People's interpretation of their interests is coloured or modified by their values or ideology. And institutions are the norms and mechanisms through which people's and organizations' actions and transactions are mediated in line with their interests and the incentives operating on them, and which tend to reflect and reinforce the prevailing values – or at least the values of those with power.

Source: Political economy analysis: How to note. UK Department for International Development, 2009.

With this in mind, for each of the five areas, the sections in Annex 1 initially set out some guiding questions which are not linked directly to decent work. These set the analytical background against which the links between the peace and conflict areas and the ILO's four strategic objectives are then determined, and analysed using work-specific questions. For example, questions about the availability and quality of decent work may have a bearing on security (people may be unable to work or trade due to insecurity, access to work may improve people's security, and certain kinds of work may be accompanied by a risk of insecurity).

Or a lack of education (well-being) may restrict some people's access to available jobs and thus put them at more risk of being involved in political conflict in certain circumstances. To take another example, the quality of social dialogue may be affected by, and influence, levels of functionality and trust in vertical relations for some stakeholders. The guiding questions in Annex 1 incorporate questions linked to the three elements of the ILO's Jobs for Peace and Resilience theory of change, designed to improve social cohesion, economic empowerment and perceptions of fairness.

Where the PCA is being conducted to adapt an ongoing project, or where project priorities have already been proposed or decided in a new project design, the analysis of each of the five areas will focus mainly on these. For this reason, a category called Project Specific Themes has been included in each set of guiding questions in Annex 1.

Throughout this analysis, those conducting the PCA should continuously consider two cross-cutting issues, which are helpful in targeting interventions:

▶ **Gender and other aspects of identity**: to what extent are people of different gender or social identities affected differently? How does this contribute to perceptions of fairness or unfairness and people's behaviours towards others?

▶ **Levels**: how do the peace and conflict dynamics interact between different sub-national, national and international levels?
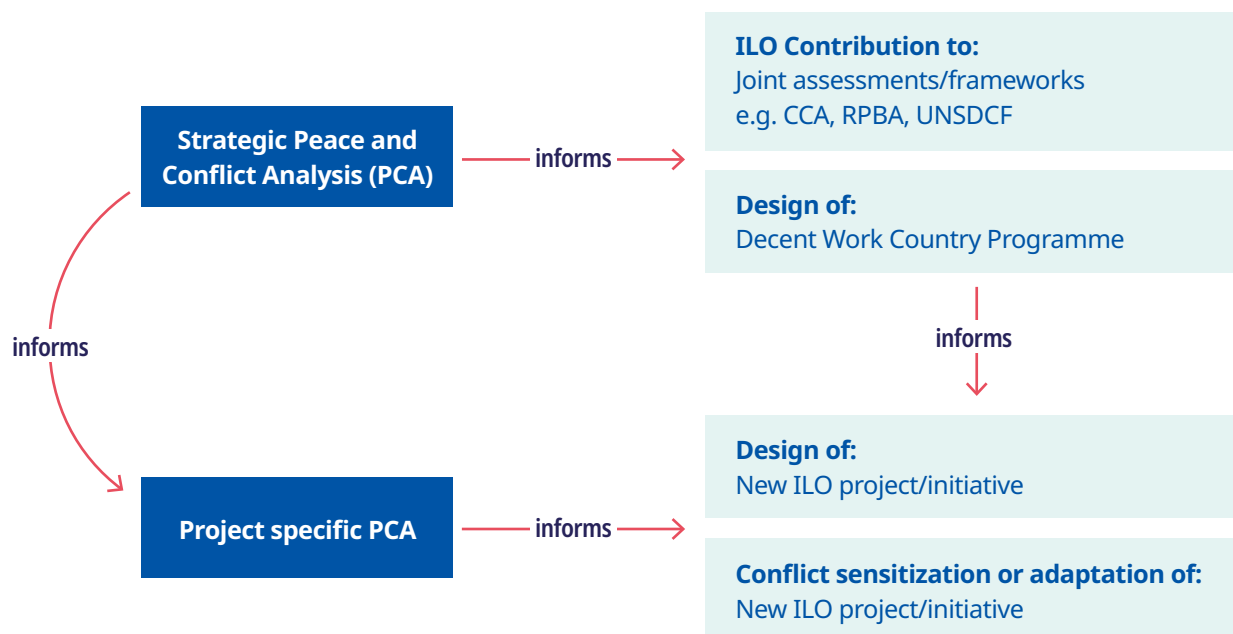
4.4 Synthesis and Programming Recommendations

In analysing the symptoms and drivers of peace and conflict across the five areas (Annex 1), patterns and significant elements naturally emerge. These need to be crystallized in a user-friendly format that can be incorporated easily into a programme strategy or project proposal design process, or used to review and adapt an existing project.

The PCA consultant or core team will take the lead on this. But they should engage ILO and its partners in the process. This ensures that the PCA outcomes reflect their knowledge and perspectives, and also that that they internalize and 'own' them. At least some of this synthesis phase is therefore best done in a workshop setting, where the PCA team presents the key elements of the PCA analysis, and facilitates a process through which a number of key questions are answered to create a series of recommendations for the subsequent design or adaptation stage. The workshop should also include those responsible for the subsequent project or programme design or adaptation process.

Based on the snapshot and the analysis already done, the task here is to summarize the main, most relevant interactions between decent work priorities and conflict and peace dynamics, in answering four sets of questions, as set out in Figure 10. These questions can be addressed sequentially, in a workshop setting. This process can be used in all four scenarios for which this guidance is intended: contributing to collaborative analyses, developing a DWCP, designing a new project, or adapting an existing project – per the adjacent diagram, repeated here from Figure 2 in the introduction.

When the ILO is taking part in collaborative analyses with other agencies, for example in a CCA or RPBA, the analysis will likely proceed following guidelines set out for that purpose. Nevertheless, it may be helpful for ILO teams to run through the process set out below independently, and then contribute to the wider assessment.

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┌──────────────────────┐              ┌─────────────────────────────────┐
│ Strategic Peace and  │── informs ──▶│ ILO Contribution to:            │
│ Conflict Analysis    │              │ Joint assessments/frameworks    │
│ (PCA)                │              │ e.g. CCA, RPBA, UNSDCF          │
└──────────────────────┘              └─────────────────────────────────┘

                                      ┌─────────────────────────────────┐
        informs                       │ Design of:                      │
                                      │ Decent Work Country Programme   │
                                      └─────────────────────────────────┘
                                                    │ informs
                                                    ▼
┌──────────────────────┐              ┌─────────────────────────────────┐
│ Project specific PCA │── informs ──▶│ Design of:                      │
│                      │              │ New ILO project/initiative      │
└──────────────────────┘              └─────────────────────────────────┘

                                      ┌─────────────────────────────────┐
                                      │ Conflict sensitization or       │
                                      │ adaptation of:                  │
                                      │ New ILO project/initiative      │
                                      └─────────────────────────────────┘
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Synthesis of Peace and Conflict Analysis, and Recommendations

1. Key peace and conflict dynamics

What key (up to around ten) issues emerge from the analysis? These will typically be cross-cutting issues that draw on the analysis from across the five peace and conflict areas, for example:

▶ Active and potentially violent conflicts and their key triggers and causes
▶ Likely projections/key scenarios of peace and conflict trends
▶ How key identity and interest groups affect and are affected by conflict, and by perceptions of inclusion and exclusion
▶ The main drivers of conflict
▶ The main capacities and opportunities for peace
▶ How the interests of powerful stakeholders align with peace and conflict
▶ How women and men are affected differently by peace and conflict

How does decent work interact with these, for example in respect of the ILO's strategic objectives, including specific programming or project ideas under consideration?

These emerge from the analysis under the five peace and conflict areas, with regard to:

▶ Employment
▶ Social Protection
▶ Social Dialogue
▶ Fundamental Principles and Rights at Work
▶ Any specific programme plans (where the PCA is being done to conflict-sensitize and adapt an existing project, this will be of particular importance)

2. Opportunities to build peace through decent work initiatives

Building on the answers to the previous questions, this is about identifying practical overlaps between decent work and peacebuilding. Does the ILO's Jobs for Peace and Resilience theory of change offer opportunities, for example improving social cohesion, increasing work opportunities, or reducing grievances? What other opportunities can be identified? For example:

▶ Improving social cohesion through building inter-group knowledge and perceptions in the workplace

▶ New economic opportunities for men and women at risk of being drawn into violence

▶ Increased effectiveness of public consultation and decision making, due to greater inclusion, improved social dialogue, transparency, voice, access to grievance mechanisms, responsiveness and mutual trust on work related issues

▶ Improving perceptions of fairness, and reduced grievances due to more equal access to work

▶ Improving the security of people identified as being at risk, by providing them with economic opportunity; a reduced incidence of violence

▶ Greater representation of women or marginalized groups in decision making in the workplace

▶ Improved, fairer access to essential services through employment intensive investments and infrastructure rehabilitation

▶ Increased capacity of ILO social partners to build peace through social dialogue as well as directly in their own sphere

What key programming partnerships will be important in exploiting these?

Elements of possible theories of change

There is no need to craft precise theories of change of the kind used in project designs or strategies here. It is more a question of outlining the specific *mechanisms* through which decent work programming can be expected to contribute to specific improvements in stability and peace. These may be drawn directly from the ILO's JPR theory of change, or simply developed based on the local circumstances. For example:

▶ If members of specific antagonistic social groups are employed together, and provided with collaborative training opportunities, they will improve their mutual knowledge and social relationships, countering prejudice and reducing friction between them, both within and outside the workplace

▶ If work opportunities are created for unemployed young people in urban areas, and they are provided with improved protection from violence, they will be less attracted to joining violent gangs

▶ If local government, the chamber of commerce and representative local civil society are brought together, and helped to engage with members of a marginalized community in decision making about issues that affect that community's ability to participate in economic life, then social cohesion will be improved, and the sense of grievance will be reduced

3. Conflict sensitivity risks.

What are the risks of programmes undermining peace, or of the programme being undermined by conflict? For example:

▶ Might insecurity impede project implementation, or place project staff, partners, participants or others at risk?

▶ Spoilers: might some people feel their interests will be undermined by the programming options under consideration? Might they react by disrupting the project, fuelling tensions, or provoking conflict? How powerful are they?

▶ Might the choice of beneficiaries be perceived as exacerbating existing grievances and perceptions of exclusion?

▶ Might armed actors, or other interests on one side of an existing conflict be perceived as benefitting disproportionately, tangibly or politically, from the project?

▶ Might some secondary impacts of the project/programme undermine peace, such as reinforcing exclusion or vertical/ horizontal tensions, fuelling existing conflicts, undermining vertical/ horizontal relations – or be perceived as such?

How to avoid or mitigate these?

What programming strategies would avoid or mitigate these risks? This may mean adapting an existing programme idea, or replacing it altogether.

4. Recommendations

Therefore, what are the ILO's potential priorities for building peace in this context? This will be pitched at either a programmatic or a project level, depending on circumstances.

▶ What approaches and theories of change for building peace through decent work are proposed?
▶ Which key partners should be involved, including other UN agencies and the ILO's social partners?
▶ How to avoid or mitigate conflict sensitivity risks?

For adaptation/conflict sensitization scenarios, the recommendations would suggest how to adapt the existing project to take account of the PCA.

This is illustrated in the example in Annex 2, with extracts from a project level exercise.

▶ **5**

Integrating PCA outcomes into programme design and adaptation

This section outlines how the outcomes of a PCA can be integrated into programme and project design processes, in the development of peace responsive programming. The same steps are followed when adapting or conflict-sensitizing an ongoing project, though the emphasis in this case is on adapting an existing design, rather than developing a new one. The PCA summary output developed as described in Figure 10 above is the starting point for this process.[16]

The design or adaptation process should take place in a facilitated workshop setting, involving stakeholders from the ILO country office and social partners from central and local government, the private sector and workers' organizations, along with others such as representatives of civil society who can bring the perspectives of affected population groups. If for some reason a workshop approach is not feasible, then the same steps can be carried out, ensuring that different perspectives are included in other ways. For example, through consultations with specific audiences to verify assumptions at key points in the process.

Whether developing a new programme or project design, or adapting an existing project, the process should be integrated into the normal ILO design and project management approach. The key stages to be completed are as follows:

▶ **Review and validate the PCA outcomes**

▶ **Incorporate the peacebuilding theory of change and related results and activities in the project strategy and results framework**

▶ **Peace responsiveness and conflict sensitivity appraisal**

▶ **Adaptive management considerations**

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16   The steps as described in Section 5 will need to be adapted, in the case of PCAs conducted collaboratively for wider purposes such as CCAs or RBPAs.

▶ Review and validate the PCA outcomes

Participants in the design process should have a chance to review the PCA outcomes beforehand, and then take part in a facilitated workshop session in which the outcomes are explained, and they have the opportunity to ask questions and suggest additions and amendments. This allows them to sharpen and internalize the key elements of the analysis. The PCA synthesis and recommendations can be pasted to the wall of the workshop venue, and should also be accessible on handouts throughout the process.

▶ Incorporate the peacebuilding theory of change and related results and activities in the project strategy and results framework

The process and tools for programme and project design are well explained in ILO documents.[17] For the purpose of this guidance, the following key steps should be integrated into the normal design process.

- ▶ Articulate the peacebuilding theory of change: how the programme or project is expected to contribute to peace, the target beneficiaries, and what the outcomes and outputs will be.
- ▶ Identify the activities intended to make this contribution, and any key partners whose contribution will be needed.
- ▶ Consider how these will fit within an integrated programme logic and results framework, so that the peacebuilding elements are combined and integrated with other decent work elements.
- ▶ Ensure that conflict sensitivity has been maximized, using the review questions in the adjacent box. Mitigation or adaptation strategies should be included, and added to the results framework, where unacceptable conflict sensitivity risks are identified.
- ▶ Ensure that each level of the results framework shows how peacebuilding progress can be assessed in monitoring and evaluation (M&E). The M&E plan should include regular conflict sensitivity reviews, designed to inform adaptation where needed, as well as plans for how peace impacts will be evaluated at the end of the programme.

Conflict sensitivity review questions

Have conflict sensitivity risks been considered and minimized or mitigated?

- ▶ Might insecurity impede project implementation, or put project staff, partners, participants or others at risk?
- ▶ Spoilers: might some people feel their interests might be undermined by the programming options? Might they react by disrupting the project, fuelling tensions, or provoking conflict? How much power do they have?
- ▶ Might the choice of beneficiaries be perceived as exacerbating existing grievances and perceptions of exclusion?
- ▶ Might armed actors, or other interests on one side of an existing conflict be perceived as benefitting disproportionately, tangibly or politically, from the project?
- ▶ Might secondary impacts of the project/programme undermine peace, e.g. by reinforcing exclusion or vertical/horizontal tensions, fuelling existing conflicts, undermining vertical/ horizontal relations – or be perceived as such?

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17 For example, *Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes* (ILO, 2019); *ILO Decent Work Country Programme: A Practical Guidebook* (ILO, 2016); *Development Cooperation, Internal Governance Manual* (ILO, 2015).

Adding a peace dimension to decent work programmes should make them more effective, as it increases their chance of being sustainable in fragile contexts. During the design phase, however, this can be contentious as the addition of peacebuilding outcomes can lead to apparent **trade-offs**, seemingly reducing the impacts on decent work. For example, a PCA may suggest a programming approach that is slower and more expensive, in order to identify and target the people most at risk of being drawn into conflict. This may mean there are fewer beneficiaries, compared to a more traditional project design. It is important to identify and discuss these trade-offs frankly during the programme design process, so that final decisions, once arrived at, are fully understood and accepted, and can be made clear in programme documents to external stakeholders such as government and donors.

▶ Peace responsiveness and conflict sensitivity appraisal

During appraisal, new or adapted programme designs should be reviewed from a peace responsiveness and conflict sensitivity perspective, using the following questions as a guide:

▶ Does the results framework explicitly include peace outcomes and indicators, and show how conflict sensitivity interactions will be monitored during implementation?

▶ Does the document explain how the proposed approaches are likely to interact with peace and conflict dynamics?

▶ Are any viable opportunities for contributing to peace being missed?

▶ Are conflict sensitivity impacts identified, along with strategies for avoiding or mitigating them, in the strategy and resourcing plan?

▶ Is the project adaptable *by design*, with an explanation of how adaptation will be handled in the event that it is needed?

▶ Adaptive implementation considerations

Programmes and projects developed using this outline should include guidance as to how their peacebuilding achievements and conflict sensitivity will be monitored. M&E plans should explicitly include indicators through which peacebuilding progress can be measured and reported such as the ones suggested in the ILO's Handbook[18]. In addition, it is recommended that conflict sensitivity monitoring takes place at least twice per year, by formally posing the following questions:

▶ What changes have occurred in the peace and conflict dynamics in the past period, and what are foreseen in the future?

▶ What two-way interactions have occurred, between the project and the peace and conflict dynamics; what is the impact of these; and what can be foreseen in the next period?

▶ What programmatic and decision-making adaptation actions have been/should be taken?

Based on the answers to these, adaptations can be devised where necessary. In long-running projects or programmes, PCAs should be reviewed and revised every three years, or earlier if circumstances change significantly. Where they exist, the ILO should engage with in-country conflict sensitivity hubs, which are increasingly being established to help agencies navigate the complexities of managing their peace and conflict interactions.

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18 ILO, Handbook: How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes, 2019, p26–27.

Annex 1.

Five areas of analysis

Annex 1 explains the five areas used to deepen the analysis of the drivers of peace and conflict: security; politics, governance and justice; economy and livelihoods; well-being and vertical and horizontal relations (social cohesion). Each contains a brief explanation, followed by guiding questions in two groups: those designed for general peacebuilding analysis, and those designed to identify links between the ILO's strategic objectives and peace.

a. Security

People's security, and how safe they feel, is critical to peace. This is determined by state and non-state security providers, as well as by societal norms, their own capacities and the existence of social capital. Insecurity is obviously a result of conflict, but also contributes, when people who feel unprotected by the state or others develop grievances against them. Safety is relevant to all four of ILO's strategic objectives, and particularly the quality of work, social protection and rights and discrimination at work.

Guiding questions to be considered in the analysis shown in the table below. These should be seen through a gender and identity lens, that is considering how women and men, and other groups in society are affected differently, may perceive things differently, and why.

General questions	▶ Who is, or feels unsafe, and why? Who or what threatens them, and why? ▶ What services, norms, capacities or other factors keep people safe, and what prevents them from being safe? ▶ Is access to security adequate and fair? What grievances drive or are caused by a lack of security? ▶ How is people's security affected by gender, or other identity and social markers? ▶ Can any of these factors be improved, to contribute to peace; might any be made worse by decent work programmes?
Employment	▶ How does the availability and accessibility of work impact security, and how does insecurity impact the availability and accessibility of work? ▶ Does involvement in some kinds of work put people at risk of being targeted? ▶ How does the quality of work, including questions of formality and informality, impact people's security, and vice versa? ▶ How is access to vocational training affected by insecurity, and vice versa?
Social protection	▶ How do social protection schemes improve people's safety? ▶ Does inclusion/exclusion from social protection schemes impact the security of particular groups of people, and does this contribute significantly to grievances?

| **Social dialogue** | ▶ How does social dialogue contribute to reducing insecurity; does it also have any negative security impacts? |
| | ▶ Does insecurity prevent social dialogue? |

Fundamental Principles and Rights at Work	▶ Are labour standards upheld, and does that improve people's security? Does their implementation contribute to insecurity in any way? Does insecurity prevent their implementation?
	▶ Do grievances linked to Fundamental Principles and Rights at Work contribute to insecurity?
	▶ Are there policy or policy implementation gaps in labour and other standards that could be filled, to improve security?

| **Project specific themes** | ▶ In addition to the questions above, what other links exist, between the specific programming ideas under consideration, or in implementation, and security and insecurity? |

b. Politics, governance and justice

The ultimate purpose of good governance and politics is to resolve differences and tensions in and between societies, and thus prevent violence while steering a path of progress and social justice. Access to justice mechanisms meanwhile provides non-violent opportunities for redress, so grievances are not sustained, and those who wish to disrupt stability for their own ends can be dealt with. Politics, governance and justice are highly relevant to the world of work, as they provide an enabling environment in which enterprises and social dialogue can thrive, and they enact and enforce legislation that protects workers' rights.

The following table provides guiding questions. All questions should be seen through a gender and identity lens, that is considering how women and men, and other groups in society are affected differently, may perceive things differently, and why. They should also consider both formal and informal systems of governance and justice.

General questions	▶ Do political and governance systems provide inclusive opportunities for people's voices to be heard, and are they responsive? Are political, governance and justice systems perceived as fair and open to all? Who is excluded? How is governance affected by gender, or other identity and social markers?
	▶ How well do the different vertical levels/forms of governance interact?
	▶ How free and open is society, to dissent and to alternative views?
	▶ How have conflicts or peace processes affected governance, politics and access to justice?
	▶ What practical opportunities and capacities for peace do political, governance and justice systems offer?
	▶ Can any of these factors be improved, to contribute to peace; might they be made worse by decent work programming?

| **Employment** | ▶ | How have public decisions affected the availability and accessibility of work, for example using public investment for infrastructure development and training? |
| | ▶ | How does access and availability of work affect people's access to public decision making? |

| **Social protection** | ▶ | Are political systems governing and targeting social protection schemes effectively and fairly; are they tending to include or exclude certain groups? Do they take account of gender? |

| **Social dialogue** | ▶ | How well does social dialogue contribute to good governance, for example by providing a voice to influence political decisions? Are there any ways it has contributed to negative impacts, in practice? Are women included? |
| | ▶ | Do laws and political/social norms encourage or prevent social dialogue? |

| **Fundamental Principles and Rights at Work** | ▶ | Are labour standards and other key policies enacted and implemented; are they upheld by an accessible justice system? Are women and different social groups included? |
| | ▶ | Are there policy or policy implementation gaps in labour and other standards that could be filled, to reduce unrest and instability? |

| **Project specific themes** | ▶ | In addition to the questions above, what other links exist, between the specific programming ideas under consideration, or in implementation, and politics, justice, and governance? |

c. Economy and livelihoods

Livelihoods and a functioning economy are critical to peace. People without a decent livelihood are more likely to hold grievances, and for them, engaging in conflict may have a relatively low opportunity cost. Whereas people with a decent livelihood are more resilient and likely to promote and support stability. Households with assets of their own, or with a call on community or state assets such as social security systems, are even more resilient. Economic aspects of peace and conflict are highly relevant to the ILO's work at the micro level, but also at a policy level, where the nature of economic policies and sectors influences peace and conflict trends. For example, extractive industries are often associated with conflict, while long manufacturing value chains tend to be more transparent and provide more work opportunities.

Guiding questions are included in the following table. All questions should be seen through a gender and identity lens, that is considering how women and men, and other groups in society are affected differently, may perceive things differently, and why.

General questions	▶ What livelihood opportunities exist, and who is included/ excluded from these? How does people's gender, or other social or identity markers, affect their access?
	▶ Do households and communities have access to savings or other assets that help make them resilient?
	▶ Which economic sectors dominate? How conducive are they to peace?
	▶ What are the levels and impacts of corruption? How does this impact peace and conflict?
	▶ How open is the economy to entrepreneurs?
	▶ How well does infrastructure support fair economic development and participation?
	▶ How have peace and conflict trends impacted access to livelihoods?
	▶ Can any of these factors be improved, to contribute to peace; might they be made worse by decent work programming?
Employment	▶ For which social groups is decent work accessible or inaccessible, and why? Does inaccessibility of decent work create or exacerbate grievances?
	▶ Do women have equal access to work?
Social protection	▶ Do social protection schemes protect people without access to work? If not, who is included/excluded, and why? Do women have equal access?
Social dialogue	▶ Does social dialogue provide opportunities to resolve quality and access to work issues in a way that is perceived as fair?
Fundamental Principles and Rights at Work	▶ How are Fundamental Principles and Rights at Work perceived to impact people's economic opportunities, for example, how does it interact with fault lines in society?
Project specific themes	▶ In addition to the questions above, what other links exist, between the specific programming ideas under consideration, or in implementation, and the economy?

d. Well-being

Fair access to the means of achieving health, education and a decent living environment is a strong predictor of peace. Healthy and educated families living in decent conditions are more resilient than others, who may hold grievances if they see their lack of access to these opportunities as unfair. This factor aligns strongly with, and reflects the intrinsic peace dimension of, the ILO's social protection priority.

The main lines of inquiry for this theme are summarized in the following table. All questions should be seen through a gender and identity lens, that is considering how women and men, and other groups in society are affected differently, may perceive things differently, and why.

General questions	▶ Do people have fair access to the means to improve and maintain their health, education, decent living conditions and other aspects of well-being? How does gender, and other social or identity markers, affect inclusion? What is the impact on conflict and peace?
	▶ How have peace and conflict trends impacted access to well-being?
	▶ Can any of these factors be improved, to contribute to peace, or might they be worsened by decent work programming?

Employment	▶ How does the availability and accessibility of work impact people's well-being, and how does their well-being impact their access to work?
	▶ How does the quality of work, including working conditions or questions of formality and informality, impact people's well-being, and vice versa?
	▶ How is access to vocational training affected by well-being, and vice versa?

Social protection	▶ How well do social protection schemes protect people's well-being?
	▶ Does inclusion/exclusion from social protection schemes impact the well-being of particular groups of people; does this contribute to grievances?
	▶ Does formality/informality of work impact the well-being of those involved?

| **Social dialogue** | ▶ How does social dialogue contribute to improving well-being? |
| | ▶ How well do people's standards of education and knowledge enable effective social dialogue? |

Fundamental Principles and Rights at Work	▶ Are labour standards upheld and contributing to workers' well-being?
	▶ Are grievances linked to Fundamental Principles and Rights at Work related to people's well-being?
	▶ Are there policy or policy implementation gaps in labour and other standards at levels that could be filled to improve well-being?

| **Project specific themes** | ▶ In addition to the questions above, what other links exist, between the specific programming ideas under consideration, or in implementation, and well-being? |

e. Vertical and horizontal relations

Trusting and functional relationships across society and between people and those in authority are critical to social cohesion, and therefore peace. When horizontal relationships within and between communities are broken or divided, these are the fault lines that are exploited by political and conflict entrepreneurs. When they are imbued with trust, and characterized by functional, practical collaboration, they allow problems to be resolved, and provide resilience and mutual support. Similarly, when citizens and those in authority collaborate to define and address community and societal problems, and do so in a spirit of mutual trust, this allows conflicts to be anticipated, managed and resolved. When these vertical and horizontal relationships are imbued with trust, and work well for all parties to identify and achieve solutions, this is a practical definition of social cohesion. This is particularly relevant for the ILO, a tripartite organization representing horizontal and vertical relationships in its own institutional make up, and in its work on social dialogue, Fundamental Principles and Rights at Work, social protection and employment creation.

The following guiding questions should be seen through a gender and identity lens, considering how women and men, and other groups in society are affected differently, may perceive things differently, and why. The issues raised here often emerged in response to the analysis of the other four areas. This fifth area therefore helps isolate cross-cutting questions, which is helpful in developing the synthesis.

General questions	▶ Where are horizontal and vertical relationships strong, and where are they broken or weak, as defined by levels of trust and functionality?
	▶ What connects, and what divides society?
	▶ How do gender or other identity factors interact with vertical/horizontal relations?
	▶ How have peace and conflict trends impacted vertical and horizontal relations?
	▶ Can horizontal or vertical relations be improved, to contribute to peace, or might they be worsened, by decent work programming?
Employment	▶ How does the quality of vertical and horizontal relationships interact with the availability, accessibility and quality of work?
	▶ Do workplaces and economic relationships in general provide opportunities to strengthen horizontal relations within and among communities, or do they accentuate divisions?
Social protection	▶ Are social protection schemes inclusive and effective, thus reducing horizontal and vertical friction? Are they governed in ways that encourage consultation and participation?
Social dialogue	▶ How well does workplace-oriented social dialogue provide an opportunity for effective and trusting vertical relationships?
	▶ Do vertical and horizontal relationships enable or prevent effective social dialogue?
Fundamental Principles and Rights at Work	▶ How well do workplace and related policies discourage discrimination against particular social groups?
	▶ Do grievances linked to Fundamental Principles and Rights at Work undermine vertical or horizontal relations?
	▶ Are there policy or policy implementation gaps in labour and other standards that could be filled, to improve vertical and horizontal relationships?
Project specific themes	▶ In addition to the questions above, what other links exist, between the specific programming ideas under consideration, or in implementation, and vertical and horizontal relations?

Annex 2.

Worked example of PCA outputs

This example illustrates how the four guiding questions for developing the PCA synthesis and programming recommendations in Figure 10 can be used in a project level PCA.

Synthesis of Peace and Conflict Analysis, and Recommendations (a partially worked example)

1. What are the key peace and conflict dynamics?

Security is poor in rural areas, with an armed ethnic group fighting against an ill-disciplined and poorly trained army. It claims – and evidence supports this – its ethnic group is marginalized by the government and the more dominant local tribe, especially in access to land and economic opportunity. The national army is supposed to provide security, but it is poorly trained and organized, and is accused of human rights violations. Communities from both ethnic groups are displaced and suffer from attacks, killing, kidnapping and rape.

People from both ethnic groups feel excluded from political decision-making, economic opportunity and basic services. Women are particularly excluded. Local government lacks capacity; national government is neglectful. Both are corrupt and heavily influenced by large landowners in the province with an interest in the status quo.

Infrastructure links with provincial urban markets are poor, exacerbating the sense of marginalization. Nevertheless these markets have a high demand for the crops produced in the programme area.

Intergenerational conflict, and repressive actions by security forces have contributed to the alienation of young people, and recruitment of young men to the armed group.

A formal peace process is being promoted by the UN, but so far, neither the central government nor the armed group are engaging seriously.

How does decent work interact with these?

▶ **Employment**

Agricultural activities are increasingly marginal, while alternative employment opportunities are few, further alienating young people.

Economic investment is discouraged due to insecurity and instability; whereas some large landowners use private armed guards, rumoured to include militia members, to secure their business interests.

Agricultural work is unsafe because of insecurity, especially for women and girls.

▶ **Social Protection**

Jobs in the agricultural sector are often informal and workers have no health insurance nor any social coverage.

▶ **Social Dialogue**

The lack of political processes and opportunities to raise and propose remedies for grievances has incentivized armed rebellion.

▶ **Fundamental Principles and Rights at Work**

The government's repressive response to the conflict is impeding people's right to assembly, in advocating for their right to employment and economic participation.

▶ **Any specific programme plans.**

Donors wish to fund an emergency employment project – this could create opportunities to draw all stakeholders into transparent decisions about choice of infrastructure in the recovery, thus potentially also improving local governance; but this may also interact negatively with conflict dynamics by threatening power holders in the political economy.

2. Opportunities to build peace through decent work initiatives

Reducing the shared feeling of neglect and marginalization by both ethnic groups and building collaborative development programmes.

Reducing the alienation of young people and improving their relations through improved collaborative work and enterprise opportunities, supported by infrastructure development.

Improving the value chain linking agricultural crops to urban markets.

Supporting the engagement of young women in the economy, by focusing on agricultural value chains in which women have a traditional role.

Partnership opportunities

Engaging with social partners can be beneficial, particularly local government and local business groups. This not only adds value to the project but may improve their collaboration and social dialogue more broadly.

Partnering with and building capacity of local civil society organizations and local and provincial government can help promote dialogue and select the infrastructure rehabilitation programmes most likely to contribute to stability and peace. Additional partnership opportunities with a micro-finance provider.

There are also partnership opportunities with UN Women regarding the involvement of young women in the programme, and with the UN political agency in the country in terms of their engagement with the armed groups.

Elements of possible theories of change?

▶ If roads are rehabilitated and marketing infrastructure is improved, this can enhance access to infrastructure and improve economic opportunities for affected communities, which may also reduce the level of grievances they hold towards the authorities

▶ If the value chain is strengthened, involving more trade with urban businesses, this can help strengthen horizontal relations between rural and urban communities

▶ If young men's and women's entrepreneurial skills and access to micro-finance are improved, and they also have access to EIIP work opportunities, their economic marginalization can be reduced, and their sense of social inclusion increased

▶ If young people who are most at risk of being drawn into armed conflict, from both ethnicities, are transparently targeted for participation in the programme, this can reduce grievances and the attractiveness of joining armed groups

▶ If male and female representatives from both communities and different age groups are brought together to make decisions about EIIP projects and methods with local government, this can reduce horizontal and vertical friction, improve social cohesion and create opportunities to strengthen freedom of assembly

▶ If members of both communities see fairer economic improvement and their sense of belonging and collaboration improve, they are less likely to be attracted to support armed groups, who will therefore be weakened and more likely to engage in peace talks.

3. Conflict sensitivity risks

The armed group may target young people enrolled in the programme, to deter them and others from joining in.

Remote farms are rural road rehabilitation projects are insecure and subject to attack by militia group.

Micro-finance providers in the region, and urban merchants, are all perceived as representing one ethnic group only: thus working with them can be seen as promoting unfair access, and increasing ethnic tensions.

How to avoid or mitigate these?

▶ Make informal contact with the armed group through intermediaries, and gain their trust that the programme is designed to support their community, and therefore not a target.

▶ Enrol members of both ethnicities in the programme.

▶ Secure alternative productive land, closer to settlements; establish improved community-based early warning of armed group movements, and consider seeking army protection.

▶ Undertake a rigorous search for merchants from both communities, whose values and interests combine to make them supporters of the project and of reducing tensions and violence.

▶ Engage with two micro-finance providers, each associated with one of the ethnic communities, and develop an approach through which they pool their resources and work together, to serve both communities.

▶ Monitor inter-communal tensions, and threats and warnings received by project participants regularly, and adapt approaches accordingly.

4. Recommendations

▶ Improve the economic prospects of at-risk young women and men from both ethnicities through employment intensive investments and other farm-to-market value chain improvements

▶ Ensure that members of both ethnicities are engaged in the programme, along with local government, civil society and urban businesses

▶ Strengthen dialogue and relations between ethnic groups, and between young people and local leaders; and improve social dialogue between government, employees and civil society

▶ Enhance the safety of beneficiaries and others in the community, through open communication and early warning

▶ Adopt conflict sensitive approaches such as transparent and fair beneficiary selection, the selection of project partners such as micro-finance providers and business people, and regular monitoring of tensions and risks

▶ Develop partnerships with UN Women, the UN political office in the country, local government, NGOs and local micro finance providers

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