



## Chapter 2

### MAINSTREAMING HUMAN SECURITY AND CONFLICT SENSITIVITY IN LOCAL GOVERNANCE

#### A FRAMEWORK FOR PEACE-PROMOTING AND CONFLICT-SENSITIVE LOCAL GOVERNMENT PLANNING

**T**he 1991 Local Government Code (RA 7160) has been touted to be one of the most significant legislation to come out of Congress (Roxas, 1992). It provides local government units (LGUs) with local autonomy and increased powers to manage, decide on, and plan “their administrative, fiscal and developmental affairs.” The LGC also encourages LGUs to work closely with civil society and private sector groups in planning, setting priorities, allocating local government resources, and implementing programs and projects. It stipulates the participation of non-government and people’s organizations in local governance through the creation of local special bodies and other private-public partnership mechanisms. These are but a few LGC provisions that helped shaped local governance in the last 15 years. Since its enactment in 1991, the LGC has contributed to making local government units one of the most critical and strategic development catalysts in the country.

In the last 15 years, the limits of the Code have also been tested. This has inevitably exposed some of its weaknesses and limitations, especially as new development and governance paradigms emerged; and as more LGUs took their tasks to heart. Consequently, government and non-government sectors initiated strategic interventions to address gaps in the LGC. They also adopted new development paradigms in order to enhance and make local governance more responsive. Some of the more significant initiatives undertaken in the last 15 years have included: gender mainstreaming, enhancement of revenue-generating mechanisms to strengthen LGU’s financial position, particularly on its unfunded mandates, encouraging LGUs to make full use of their corporate powers, improving the delivery of basic services, and promoting public-private partnerships.



More recently, there has been a growing recognition that the role of local government units in peace-building and conflict-prevention in the Philippines has yet to be maximized, and that LGUs could be tapped more strategically as peace partners. As such, the Office of the Presidential Adviser for the Peace Process (OPAPP), in partnership with UNDP, initiated several projects to address this gap.

One such effort, undertaken by OPAPP with technical assistance from STRIDES, Inc. includes the development of a guidebook for peace-promoting and conflict-sensitive local government planning. Entitled "Integrating Peace-building and Conflict Prevention in Local Government Planning Process (IPBLGP)," this initiative aims, among other things, to mainstream human security and a conflict-sensitive lens in local governance as a way of providing local government units with concrete handles for peace-building and conflict prevention.

While the project aims to primarily benefit conflict-affected LGUs, non-conflict-affected LGUs may still find some value in mainstreaming human security and a conflict sensitive lens in their approaches.

This chapter examines important concepts related to human security and conflict sensitivity in the context of local governance. This is done as a way of advancing it as framework for peace-promoting and conflict-sensitive local planning. The development of this framework, however, is work-in-progress. In its current formulation, this guidebook is the output of a number of IPBLGP project activities from October-December 2006 and June 2007. These included extensive review of related literature, roundtable discussions with senior staff of OPAPP, UNDP-CPPB, LGSPA, Act for Peace, NDI, NEDA, DILG, ARMM Regional Government, NAPC and other peace and governance experts, and a series of needs assessment and peace orientation workshops participated in by representatives of 15 conflict-affected Luzon LGUs.

The framework proposed here could be refined, with the objective of sharpening it further and ensuring that it captures all the requirements of peace-promoting and conflict-sensitive local planning.

## MAINSTREAMING HUMAN SECURITY AND CONFLICT SENSITIVITY IN LOCAL GOVERNANCE

Local government units are familiar with the term "mainstreaming." Thus, it is the term of choice in this guidebook. "Mainstreaming" was used by National Commission on the Role of Filipino Women (NCRFW) when it worked to heighten the awareness of national government agencies and local government units to the unique requirements of gender responsiveness.

In a way, there was also an attempt to mainstream "environment" in local governance when LGUs were made more aware of their important role in environmental management. Beyond increasing awareness of and appreciation for these important concerns, mainstreaming also assumes that local government units adopt specific mechanisms, legislate certain laws, and allocate significant resources to ensure that these development concerns are addressed by the local government in the long-term.

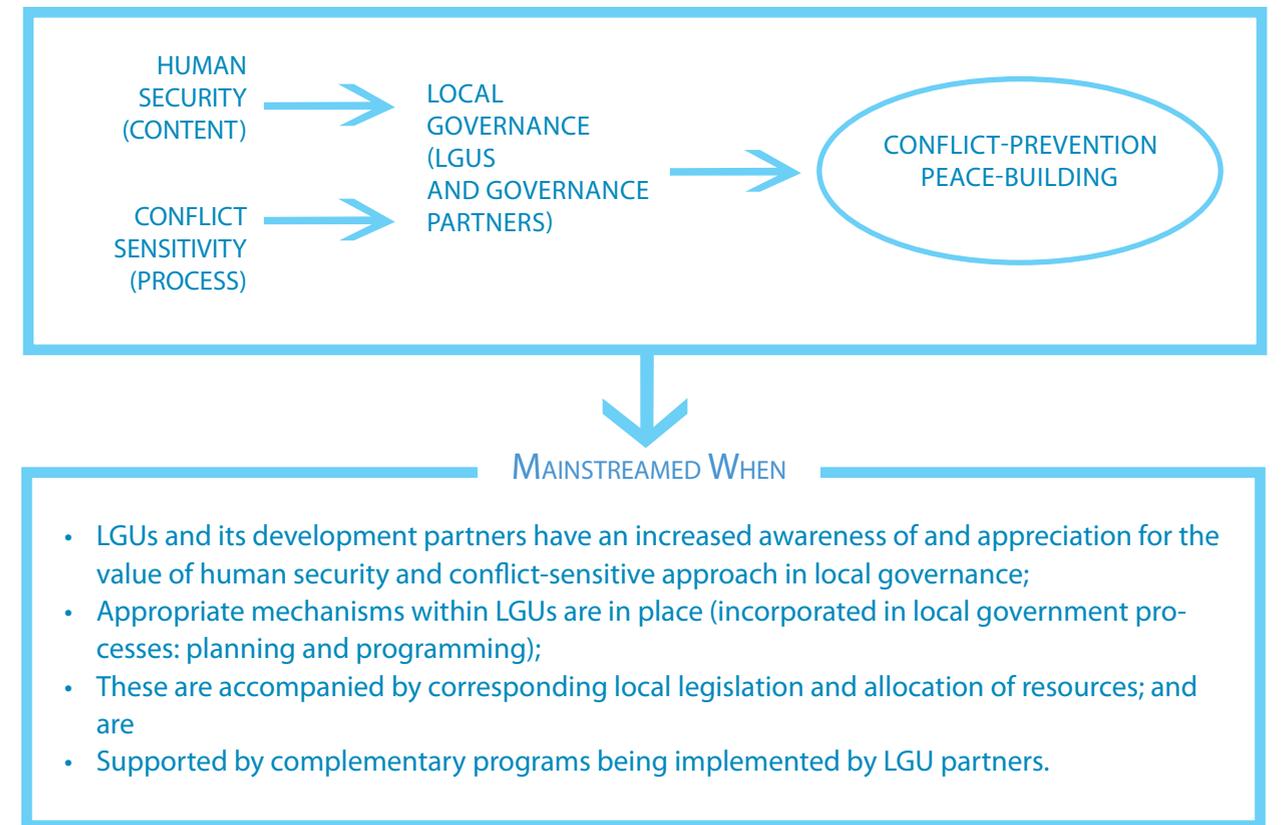


Figure 2.1. Mainstreaming Human Security and Conflict Sensitivity in Local Governance

Where human security and conflict-sensitive approach in local governance are concerned, mainstreaming is then taken to mean (See Figure 2.1):

- LGUs and their partners have gained a deeper awareness of and appreciation for human security and the conflict-sensitive approach as well as its requirements in relation to local governance;
- Human security and conflict sensitivity approaches are incorporated into existing local government processes (planning, programming, and implementation); and
- There is matching legislation and resources for these.

By mainstreaming human security and the conflict sensitive lens in their approaches, LGUs will be contributing to local and national peace-building and conflict prevention. For the purposes of this guidebook, conflict prevention primarily means the prevention of violent conflict or any potential for violence. Peace-building, on the other hand, means strengthening viable political, socio-economic, and cultural structures, processes, and mechanisms within society so as to enable the peaceful and constructive management of differences. It also involves eliminating or reducing structural violence, and creating and supporting the necessary conditions for sustained peace (Bush, 2003).



**WHAT IS PEACE BUILDING?**  
*Peace-building is the identification and support of measures and structures that will promote peace and build trust and interaction among former enemies in order to avoid a relapse into conflict.*

At the same time, mainstreaming efforts should not be limited to local government units and LGU processes. It is commonly recognized that conflict prevention and peace-building are not the sole responsibility of local government units. Following the mandate of the 1991 LGC for participatory governance, civil society groups and other local peace-stakeholders also have an important role to play in promoting human security and a conflict-sensitive approach at the local level. As such, "mainstreaming" should also target non-government partners of LGUs.

### HUMAN SECURITY: NOTHING NEW FOR LOCAL GOVERNMENT UNITS

The Code states that its provisions on devolution, de-bureaucratization, local autonomy, resource-generation, national-local partnerships, and participatory processes are meant to help LGUs and their governance partners promote "general welfare" or public good. Section 16 of the 1991 LGC specifies general welfare as:

- Preservation and enrichment of culture;
- Promotion of health and safety;
- Protection of the rights of people to a balanced ecology;
- Development of appropriate and self-reliant scientific and technological capabilities;
- Improvement of public morals;
- Economic prosperity and social justice;
- Full employment;
- Peace and order; and
- Comfort and convenience.

Underlying most, if not all, of these general welfare goals is human security. Broadly defined, human security is "freedom from pervasive threats to people's rights, their safety, or their lives" (Axworthy in Anderlini & El-Bushra, 2005). To have human security means that people can "exercise their choices safely and freely, confident that the opportunities they have today will not be lost tomorrow" (1994 Human development report, p 5).

It is evident then from the LGC's list of general welfare goals that LGUs are mandated to play an important role in protecting rights, ensuring safety, bringing about peace and order, upholding culture, and working towards equity and social justice -- concerns that are central to human security. In other words, LGUs are expected to provide a secure and safe environment that can make possible human development at the local level.

### HUMAN SECURITY AS A KEY LOCAL GOVERNANCE CONCERN

The concept of human security, as it is currently understood today, was first introduced by the United Nations (UN) in 1994. The concept itself, however, dates back to 1945. It gained popularity and became a development byword only in the last decade in response to the growing problem of international terrorism and extremism, ethnic and inter-religious tensions, and intra-state conflicts around the world.

However, even if the advocacy for human security became evident only several years after the enactment of the 1991 LGC, many elements of human security have long been part of the prescribed goals of good local governance as evident in the LGC. While the LGC does not use the words "human security," it clearly mandates that LGUs should ensure that mechanisms for peace and order, economic security, or other elements of human security are in place at the local level. If a barangay, municipality, or province is not free from threats and its residents do not feel safe to freely make choices, LGUs and their local development partners will find it close to impossible to achieve other general well-being and human development goals. As such, LGUs have to ensure that human security is mainstreamed as a governance goal and adopted as a governance paradigm. They must also see to it that this figures prominently as a solid concern in all local government processes (e.g., planning and development programming).

### GAINING A DEEPER UNDERSTANDING OF HUMAN SECURITY

What exactly is human security (HS)? Is it synonymous to peace? Here are some key characteristics of human security as a starting point to gaining a deeper appreciation for it:

1. HS as the Integrative link between peace and development

The concept of human security is supposed to be the integrative link between peace and development.

Several studies have highlighted the unmistakable relationship between peace and development. They include the following findings:

- Violent conflict and insecurity cause poverty;
- Armed conflicts are the most serious obstacles to development in many poor countries;

**P** *EA*CE IS...  
*Peace is not merely the absence of armed conflict.*

*It is an environment where individuals and communities are able to fully develop their potentials and attain progress; and freely exercise their rights with due regard for the rights of others while being equally mindful of their responsibilities.*

*It is a state where there is no government graft and corruption;*

*Where the people are given their due; Where there is growth, progress, and sustainable development; Where there is alleviation of the poor living conditions of the people; Where justice, equity, freedom and truth reign.*

Outcome of a national public consultation organized by the former National Unification Commission (NUC), Office of the Presidential Adviser on the Peace Process, 2003.



**W**HAT IS PEACE?  
*The concept of peace has many formulations. Traditionally, peace is defined as the absence of war. However, this perception of peace has evolved over the years. While it is generally agreed that the absence of physical violence such as war or armed conflict, otherwise considered as negative peace, is a necessary condition for all peace definitions, it is no longer sufficient in itself (Groff and Smoker, 1998).*

*Using the definition of peace as absence of violence, advocates of peace have expanded the peace concept to include indirect or structural violence. Structural violence is the term used to describe anything that hinders an individual from reaching his or her full potential. The absence of all other kinds of violence: economic, political, cultural, and environmental hindrances affecting an individual's development is known as positive peace.*

security is the environment that makes possible full human development; more aptly put, it is the "pre-condition or precursor to human development" (PHDR, 2005). As a prerequisite or a pre-condition to human development, human security should be seen as having a narrower scope to development. But, as the integrative link between peace and development, human security articulates some key concerns which can make possible lasting peace and sustainable development.

**H**UMAN SECURITY IS MORE THAN THE ABSENCE OF CONFLICT  
*Human security, in its broadest sense, embraces far more than the absence of violent conflict. It encompasses human rights, good governance, access to education and health care, and ensuring that each individual has opportunities and choices to fulfill his or her own potential.*

*Every step in this direction is also a step towards reducing poverty, achieving economic growth, and preventing conflict.*

Kofi Annan, United Nations Millennium Report 2000

- Peace and security are basic prerequisites for sustainable development (SIDA, 2005);
- Poverty is part of the cycle that creates and perpetuates violent conflict, and violent conflict, in turn reinforces poverty (HDR, 2005); and
- Poverty and particularly, extreme inequalities between the rich and the poor become sources of conflict when these are linked to the real or perceived oppression of certain groups (e.g., social, religious, or ethnic) (Asia Peace Forum Africa Peace Forum, Center for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert, Safer world, 2004).

Human security, however, is not equal to peace and development. Rather, it is what links the two together. Human security is also not synonymous to peace. Instead, human security can be seen as having either a wider or a narrower scope, depending on one's definition of peace. If one takes a broad view of peace to encapsulate both negative and positive peace (see Box entitled "What is Peace?" and "Peace is..."), human security may be seen simply as a component of peace. But if one takes the narrow view of peace as the absence of war and armed conflict, human security would mean more than that.

Human security should also be understood as distinct from human development. As literature highlights, human

## 2. Beyond "security"

Human security also expands the discussion from the commonly held understanding of security, which is simply maintaining peace and order and "keeping states safe from enemies or from external threats," to an appreciation of the multi-faceted requirements of placing persons, and not states or governments, at the center of security concerns. In other words, people need to feel free and safe in all aspects of their lives—not only in the physical aspect but also in the social, psychological, cultural, and economic realms of their lives.

## 3. Promotion and protection of basic freedoms

According to UN, human security is made up of four (4) basic freedoms, namely:

- Freedom from fear (in the security front): freedom from threats to personal security, torture, arbitrary arrests, and other violent acts;
- Freedom from want (in the social and economic front): freedom to enjoy a decent standard of living;
- Freedom from humiliation (in the cultural and psychological front); and
- Freedom to take action on one's behalf: empowerment

**W**HAT IS THE RIGHTS FRAMEWORK?  
*Individuals are the holders of economic, social, political, civil, and cultural rights. Governments have the corresponding obligations to respect, promote, protect and fulfil these rights. The legal and normative standards for the character of the rights and associated governmental obligations are based on international covenants, treaties, conventions, declarations and recommendations and in national constitutional provision of human rights.*

*General Principles for Economic, Social, Cultural Rights Activism*

Evidently, human security also incorporates a rights-based approach in its definition. A rights-based approach emphasizes that the elements of human security, which include improved access and equity to health care and other services delivery, are not only development goals; they also form part of human rights which all individuals are entitled to and which the government is duty-bound to protect and fulfill.

These dimensions imply that it is by removing the threats to these basic freedoms that people are able to function effectively towards achieving their human development potentials. They also point out to two important tasks of LGUs if HS is mainstreamed in local governance: protection and empowerment.

**H**UMAN SECURITY  
*Human security means the security of people -- their physical safety, their economic and social well-being, respect for their dignity and worth as human beings, and the protection of their human rights and fundamental freedoms.*

**H**uman security means the safety of people from both violent and non-violent threats.

Jolly, R. and Ray, DB (2006). National Human Development Report



4. The many elements of human security

UNDP has also identified several key elements of human security (see Table 2.1). A cursory look at this list will show that the elements of human security already mirror or reflect many existing development concerns of local government units since it includes concerns related to employment, health, environment, and good governance. These elements also highlight that it is by meeting people's basic survival needs (e.g., food, employment, health, peace and order) that human security can be achieved.

TABLE 2.1. ELEMENTS OF HUMAN SECURITY

Element	Description
Economic security	Access to employment, income, and resources needed for survival
Food security	Physical and economic access to basic food
Health security	Linked with poor nutrition and unsafe environment; access to basic health care
Environmental security	Need for a safe and sustainable physical environment, including access to safe water, sanitation, protection from pollution and natural disasters
Personal/ Physical security	Security from various forms of physical violence (torture, war, crime, traditional practices, ethnic tension; directed at women or children)
Community/ Ethnic and Cultural security	Social climate where minority populations feel secure in expressing their cultural identity
Political security	Assured basic human rights
Dignity	Incorporates personal autonomy, control over one's life, and unhindered participation in community life
Democracy	Ensures the opportunity for participation by all people in the decisions that affect their lives

UNDP 1994 Human Development Report, Thomas, 2000 (cited in Verstegen et al 2005) and Buttedahl, 1994 (cited in Verstegen, et al 2005)

5. Beyond Republic Act 9372 or the Human Security Act entitled "The Act to Secure the State and Protect our People from Terrorism"

Given the definitions presented above, it is clear that our understanding of human security must go beyond its operationalization in the recently enacted Human Security Act (RA 9372). Because, RA 9372 only outlines key government measures against terrorism, it gives the connotation that human security is primarily physical, or that human security specifically simply entails "security from terrorism." Local government units must understand that their concern for human security involves much more than those outlined in the Human Security Act.

ADOPTING A HUMAN SECURITY LENS IN LOCAL GOVERNANCE

The question then arises: If human security elements are already reflected in existing local governance concerns for health, food sustainability, peace and order, protection of indigenous people's rights, et.al, is there still a need to mainstream human security in local governance?

Peace stakeholders strongly contend that the need still exists. Mainstreaming human security in local governance is still beneficial to LGUs because it offers a different perspective to old LGU mandates. It offers a fresh approach to old way of doing things. It encourages LGUs to move beyond commonly held perspectives of good governance to a deeper appreciation of LGUs' important role in peace-building and conflict prevention.

Specifically, human security tries to get the following points across to local government units:

1. LGUs need to address minimum human security requirements in all aspects of people's lives in order to make possible human development at the local level.

There is a minimum condition or requirement that needs to be met in all aspects of people's lives, especially in the health, economic, physical, and environmental aspects, for people to feel safe and secure or for them not to feel threatened. As if echoing long-held psychological concepts, HS goes on to say that it is only when people feel safe and do not feel threatened that they will explore ways to reach their full potential. This perspective emphasizes that there can be no shortcuts to local development, and that it is only in ensuring human security that the development goals of LGUs can take off. This is a significantly fresh approach to local governance. LGUs usually leave security concerns to its police, failing to see this agenda as an all-encompassing concern very closely related to its other mandates. Other LGUs also assume that some of their local conflicts, like political infighting or even insurgency threats in their far-flung barangays, have little impact on their general development goals.

2. LGUs need to understand and appreciate that they have an important role in protecting their people's basic freedoms.

The minimum requirements of feeling safe as dictated by human security are anchored on a few basic human rights or freedoms which individuals are entitled to from birth. Working for human security thus requires a rights-based approach. This means that local government units need to assume, and should have a greater appreciation of, their legally binding and internationally recognized obligations to respect, protect, promote, and fulfill their constituents' basic rights and freedoms. Thus, the urgency of the call for human security cannot be emphasised enough. It is particularly urgent in conflict areas where civilians' rights get trampled upon by warring parties.



3. LGUs must be concerned not only with simple service delivery but also with adopting peace-promoting approaches.

To prevent violent conflict or build peace at the local level, LGUs must adopt peace and human security promoting approaches in service delivery. Important elements of such include:

- Working for greater equity;
- Bridging the great divide between the rich and the poor; or the powerful and the vulnerable;
- Eliminating marginalization or differential treatment;
- Protecting human rights; and
- Ascertaining that its programs do not inadvertently cause new tensions and conflict to arise or reinforce old conflicts.

It is not sufficient for local government to focus its efforts on simply making concrete development opportunities available to their constituents or in improving systems and processes for a more efficient provision of basic and social services (even if, of course, there still remains a wide gap here). Human security also emphasizes the important role of local government units in promoting personal and community security. The LGUs, too, must ensure that the distribution of services is equitable; that marginalized groups have increased access to such services, that programs do not cause or reinforce conflict or insecurity; and that local government programs build on peace-building opportunities and help eliminate or bridge wide disparities between and across groups.

Specifically, to be peace-promoting means eliminating practices that:

- Support corruption;
- Increase competition for limited resources;
- Favor one group/sector over others;
- Create perceptions of inequity; and
- Create parallel implementation structures that undermine existing ones.

For example, if, traditionally, an LGU's target in its delivery of health services is the reduction of malnutrition among school-aged children or addressing reproductive health problems among mothers in the community, the concern for human security may require that the LGU must raise its level of awareness for context, dynamics, as well as equity and access. In this case, a (human) security-conscious LGU would develop a more focused set of health interventions based on its understanding of the context and realities of its communities. It can then work towards reducing malnutrition or reproductive health problems in conflict areas or those that have had no or limited access to such services.

LGUs also need to study how the delivery of their services may be contributing to or, conversely, not addressing people's sense of insecurity; how this may be escalating existing conflicts in the community; or how a particular service is further marginalizing vulnerable sectors. (See Table 2.2).

We all know of examples of development projects, like potable water projects around the country, that have caused conflicts among communities or heightened the divide between the powerful and the more vulnerable sectors of the community.

TABLE 2.2. MAINSTREAMING HUMAN SECURITY IN LOCAL GOVERNANCE

Traditional LGU Sectors	Traditional Local Governance Requirements	Incorporating Human Security Framework (additional elements)
<ul style="list-style-type: none"> <li>• Economic</li> <li>• Social</li> <li>• Environment</li> <li>• Personal/ Physical</li> <li>• Cultural</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of services</li> <li>• Local development</li> <li>• Environmental management</li> <li>• Compliance of National Government Agencies (NGA) requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening awareness and creating programs to ensure: (1) Community/ Ethnic, Cultural security, (2) Political, (3) Dignity, and 4) Democracy</li> <li>• Heightening concern for Equity and Social Justice, Empowerment, and Human Rights Protection</li> <li>• Working to eliminate marginalization, disparity, and differential treatment</li> </ul>

### DEFINING CONFLICT SENSITIVITY

In as much as human security has been advanced as a framework for marrying peace and development concerns, an urgent call has been made worldwide in the last decade for conflict-sensitive approaches to development initiatives.

Conflict-sensitivity means ensuring that development initiatives or undertakings do not have any negative impact or do not escalate tensions between parties in conflict (Africa Peace Forum, et. al, 2004).

The Resource Pack on Conflict Sensitive Approaches (2004), an international initiative of peace organizations (e.g., Africa Peace Forum, Center for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert, Saferworld) defines conflict sensitivity as the ability of an organization to:

- Understand the context in which they operate;
- Understand the interaction between their intervention and the context; and
- Act upon the understanding of this interaction in order to avoid negative and maximize positive impacts.

The 2004 Resource Pack of Conflict Sensitive Approaches notes that the word "context" is used in its definition of conflict sensitivity rather than "conflict." It clarifies that "all socio-economic and political tensions, root causes, and structural factors are relevant to conflict sensitivity" since "they all have the potential to become violent." At the same time, developers of the resource pack also caution that the word "conflict" is sometimes erroneously confused with macro-political violence between two warring parties (as with a civil war between a national government and a non-state actor). Thus, they believe that "context" is the more appropriate word.



## DEFINING CONFLICT AS A STARTING POINT TO UNDERSTANDING THE CONFLICT-SENSITIVE APPROACH

This brings us to the need to level-off on our understanding of conflict. How does this planning kit define conflict?

For the purposes of this guidebook, the most common definition of conflict will be adopted. Conflict, as defined by a number of literatures (Mitchell, 1981; Neufeldt, 2002), is a dynamic process that occurs when two or more parties believe that their interests are incompatible and subsequently, express hostile attitudes or take action that damages the other parties' ability to pursue their interests. While by its very nature, development work can be considered "conflictual," it becomes a cause for concern when the conflict becomes violent. Conflict becomes violent when parties no longer seek to attain their goals peacefully but resort instead to violence in one form or another (Resource Pack on Conflict-Sensitive Approaches, 2004).

A distinct form of negative conflict is structural violence. Johan Galtung coined the term structural violence in 1969 to refer to "any constraint on human potential due to economic and political structures." Unlike direct violence which has clear physical manifestations, structural violence is described as being "invisible, embedded in social structures, and normalized by stable institutions and regular experience" (Winter & Leighton, 1999). According to Winter and Leighton (1999), structural violence occurs when people are disadvantaged by political, legal, economic or cultural structures.

An understanding of negative conflict as well as an awareness of the many forms of negative conflict and structural violence in one's life and environment are important pre-requisites to conflict sensitivity.

### WORKING TOWARDS CONFLICT-SENSITIVE LOCAL GOVERNANCE

On the more macro scale, conflict-sensitive local governance means that local government units are more aware and conscious of the many forms of negative conflict in their locality. It also means that LGUs have an appreciation of how their structures, processes, and services are contributing to or addressing the various forms of negative conflict in their respective areas. In practical terms, conflict-sensitive LGUs use tools to systematically monitor and gain a deeper understanding of existing conflicts. They would also develop strategic policies and programs that can impact on human security and address direct and structural violence at the local level.

TABLE 2.3. CONFLICT SENSITIVITY AS APPLIED TO LGUs

Definition of conflict sensitivity	As applied in the context of local government units
Understand the context in which they are operating	LGUs identify all the forms of conflicts in their locality that have detrimental effect on the community, and assesses the socio-political context of these conflicts, including their role in it, past and present
Understand the interaction between their interventions and the context	LGU conducts conflict analysis to understand the root causes, profile, dynamics and interaction between actors
Act upon the understanding of this interaction in order to avoid negative and maximize positive impacts	Based on a realistic assessment of context and interaction, LGU implements strategies that address the conflict

In developing a deeper awareness on how one's actions or programs relate to conflict and conflict issues, a useful classification is the one proposed by the Joint UNDG-ECHA Working Group on Transition (2004). According to the Working Group, actions or responses relate to conflict in the following ways:

TABLE 2.4. DIFFERENT RESPONSES TO CONFLICT

Kind of Response to Conflict	Description
Working around conflict	Treating conflict as an impediment or negative externality that is to be avoided, so that programmes continue without being negatively affected by conflict.
Working in conflict	Recognising the link between programmes and conflict and making attempts to mitigate conflict-related risks so that work is not negatively affected by, or have an adverse effect, on conflict dynamics. This is also known as the Do No Harm approach (Anderson, 1999).
Working on conflict	Making deliberate attempts to design policy and programmes that seek to exploit opportunities to positively affect conflict dynamics and address key conflict factors.

Source: UNDG-ECHA Working Group on Transitions, 2004

An awareness of the variety of ways an LGU's actions relate to conflict (whether "around conflict," "in conflict" or "on conflict") by itself signify conflict sensitivity. At the same time, the way a particular LGU is dealing with negative conflict and the consequences of such interaction can become additional input to identifying the most appropriate strategy to adopt to address the conflict.

Studies (ADB, 2002; The World Bank, 2003; Africa Peace Forum, et al, 2004) have shown that conflicts usually point to a long local history of poor governance or graft and corruption that include rent-seeking practices or illegitimate trade. LGUs can contribute or reinforce conflict through poor governance. However, more unfortunate than poor governance is ignorance or lack of awareness of existing conflicts. Local government units may be unwittingly contributing to conflict without any awareness or understanding of their contribution in fuelling such. A conflict-sensitive approach addresses this and contributes to good governance.



## CONFLICT ANALYSIS AS A PRIMARY TOOL FOR CONFLICT SENSITIVITY

Conflict analysis is considered “the central component of conflict-sensitive practice” (Africa Peace Forum, et al, 2004). As the key conflict sensitivity approach, conflict analysis is the “practical process of examining and understanding the reality or context of the conflict from a variety of perspectives, which becomes the basis for strategies, actions, and plans” (Africa Peace Forum, et. al, 2004).

In the last decade, many conflict analysis frameworks and tools covering the complete project cycle have been developed by various donor agencies (see Table 2.4). These framework and tools aim to make possible a comprehensive and reliable conflict analysis that can become the basis for developing peace-promoting projects. While conflict analysis relies on assumptions about the nature, causes, and dynamics of conflict, it also attempts to systematize and present these assumptions in accessible form so as to assist non-experts understand complex situations (IDRC & CRDI, 2000).

TABLE 2.5. AVAILABLE CONFLICT ANALYSIS FRAMEWORKS AND TOOLS

Organization that Developed	Name of Tool	Primary Purpose
CARE	Benefits-Harm Handbook	Assessment and framework for monitoring of impact
CIDA	Do No Harm	Micro-conflict analysis, project planning and program quality and impact assessment of program in conflict
CIDA-CPR	Conflict Diagnostic Handbook	Design of a conflict diagnostic framework
Clingendael Institute	Conflict and Policy Assessment Framework	Conflict analysis with a view to developing conflict prevention policy strategy
DFID	Strategic Conflict Assessment	Conflict analysis and planning of programs
European Commission (EC)	EC Checklist for Root Causes of Conflict	Awareness raising, early warning and proactive agenda- setting
FEWER, WANEP, CCR	Conflict Analysis and Response Definition	Early warning conflict analysis
GTZ	Conflict Analysis through Project Planning and Development	Conflict analysis and planning
RTC	Working with Conflict: Skills and Strategies for Action	Conflict analysis within the framework of conflict transformation
Swisspeace	Fast Methodology	Risk assessment and early warning
UN System Staff college	Early Warning and Preventive Measures	Conflict analysis, early warning and response design
USAID	Conflict Assessment Framework	Integrate conflict sensitivity into the mission strategy
World Bank	Conflict Analysis Framework	Conflict analysis
World Vision	Making Sense of Turbulent Contexts	Conflict analysis and planning for programs

Source: Africa Peace Forum, Center for Conflict Resolution, Consortium of Humanitarian Agencies, Forum on Early Warning and Early Response, International Alert, Saferworld, 2004

A review of available conflict analysis frameworks and tools show common steps, namely: (1) analysis of conflict, (2) analysis of intervention or policy, and (3) planning.

Most of these tools also take a look at:

- Context;
- Causes/triggers of conflict;
- Actors/stakeholders involved in the conflict; and
- Dynamics and interaction

## PEACE AND CONFLICT IMPACT ANALYSIS

In the Philippines, a popular tool for assessing conflict and peace impacts of projects is the Peace and Conflict Impact Analysis (PCIA). Popularized by the Philippines-Canada Local Government Support Program (LGSP), the PCIA is a means of “anticipating, monitoring, and evaluating the ways in which an intervention may affect or has affected the dynamics of peace or conflict in a conflict-prone region” (Bush, 2003). PCIA is undertaken using the following steps (Ibid, 2003):

- Step 1. Assess the environment.
- Step 2. Complete a risk and opportunity assessment.
- Step 3. Assess potential peace and conflict impacts during the pre-project design phase.
- Step 4. Assess peace and conflict impacts during project implementation.
- Step 5. Assess peace and conflict impacts as part of post-project evaluation.

### BOX 2.1 GUIDING PRINCIPLES OF PCIA (BUSH, 2003)

- PCIA is a process.
- PCIA helps us to understand the specific rather than the general.
- PCIA is not static.
- PCIA needs to be transparent, shared, and people-centered; it is too important to leave in the hands of so-called “experts.”
- Building peace includes “un-building” the structures of violence.
- Neither development nor peace building, on their own, will magically create peace.
- Haste makes waste. Thus, PCIA takes its time.

While PCIA focuses on peace and conflict “impacts” and tends to be project or intervention-specific and is not a conflict analysis tool in itself, it provides a perspective of the requirements of conflict analysis. Like PCIA, conflict analysis:



- Can be used in a broad range of conflict-prone settings, i.e., places where there is a risk that non-violent conflict may turn, or return, to violence;
- Must be integrated at every stage of the project cycle - design, implementation, and evaluation; and
- Follows similar principles to PCIA (see Box on PCIA principles).

## CONFLICT ANALYSIS IN LOCAL GOVERNANCE

Existing poverty and governance assessments tools used by national and local governments have been found wanting in their ability to capture peace and conflict elements and realities. The need for customized conflict analysis tools for LGUs cannot be over-emphasized in light of such concern. According to the Asia Peace Forum (1999), existing poverty and governance assessments:

- Assume static situations rather than changing fluid contexts;
- Often describe rather than explain poverty. Thus, they tend to neglect issues of politics and power;
- Have no space to explore exploitation or competition; and
- Work on a common governance assumption of peaceful political competition and a willingness to reform.

The adoption of conflict analysis in current assessments can address the limitations of existing poverty and governance assessment tools. Conflict analysis will help local government units gain a thorough knowledge of a specific situation, the players involved, the structures and mechanisms supporting violent conflict, and issues of insecurity and peace. As a result, LGUs can identify key areas to support to promote peace and security (SIDA, 2005).

## RECOGNIZING THE NEED FOR CONFLICT ANALYSIS IN LOCAL DEVELOPMENT PLANNING

Pushing it further, one clear venue for mainstreaming conflict sensitivity as an approach to local governance lies in peace-promoting and conflict-sensitive local development planning. Conflict-sensitive planning requires the incorporation of conflict analysis (profile, causes, actors, and dynamics of a conflict situation) into traditional planning. The use of conflict analysis in local government planning will allow for a better understanding of the dynamics, relationships, and related issues surrounding local problems. In turn, this will help local government units and their partners plan and carry out better LGU actions and strategies. The ultimate goal, after all, of undertaking conflict analysis is to have a “constructive impact on the context to avoid further deterioration and promote more peaceful and effective solutions at the local level” (Africa Peace Forum, et al, 2004).

The next Chapter (Chapter 3) will provide a detailed description of the elements, steps, and tools for undertaking conflict analysis in local development planning.

## BENEFITS OF MAINSTREAMING HUMAN SECURITY AND CONFLICT ANALYSIS IN LOCAL GOVERNANCE

What are the benefits of mainstreaming human security and conflict analysis in local governance for LGUs?

Mainstreaming human security and conflict analysis offers clear-cut advantages and benefits in terms of conflict prevention and peace building for all LGUs, whether these are conflict or non-conflict affected. However, the advantages tilt more in favor of conflict-affected LGUs. At the same time, it should be recognized that the differences in the realities or context of LGUs will also determine how mainstreaming will impact on the LGU. Even then, some of the more evident benefits of adopting HS and conflict analysis in local governance include:

1. Increased knowledge and understanding of the requirements of peace-building and conflict prevention

For conflict-affected LGUs: Have a sharper understanding and appreciation of the requirements of working for peace at the local level. The benefits of using a human security lens in local governance are manifold for conflict-affected LGUs. They stand the most to gain in mainstreaming human security and conflict analysis. The human security framework helps sharpen LGUs’ understanding of the requirements of peace, and the integrative link between peace and development. Conflict analysis, on the other hand, provides the tools for examining the different elements of a conflict. The understanding and analysis that both approaches offer can enable LGUs to formulate more strategic local government action towards addressing violent conflict in their locality.

For non-conflict affected LGUs: Gain a deeper awareness of the detrimental impact of structural violence or human insecurity in local development. For non-conflict affected LGUs, human security still presents a new way of looking at old LGU mandates. It helps LGUs gain a deeper appreciation of their role as peace-builders in light of different forms of structural violence in their respective localities. This is true of other potential threats to basic freedoms that their constituents face.

2. Obtained some tools for good governance

LGUs will have in place a ready set of analytical tools that will assist them in the inclusion of conflict-sensitive and peace-building data in their decision-making.

3. Sharpened and improved the delivery of existing programs

LGUs are enabled to execute more effective programs and projects that have taken into consideration conflict-sensitive and peace-building issues. By incorporating the HS framework and becoming more conflict-sensitive, newly created programs can decrease levels of violent conflict or the potential for such as well as increase the effectiveness of LGU programs. These approaches also compel LGUs to put emphasis on equity, social justice, and increased access of services by marginalized groups. Local governance without conflict sensitivity can inadvertently encourage conflict and most likely end up doing more harm than good.



4. Provided an environment conducive for total human development

A peaceful environment that is created after the implementation of measures that are conflict-sensitive and peace-promoting will contribute to holistic human development.

5. Contributed to good governance

It is good governance to attack the roots of the problem. Direct and structural violence can point us to specific human insecurity concerns that need to be addressed by the LGU. Incorporating HS and conflict-sensitive approach provides tools for examining and addressing the root of the problem.

6. Contributed to peace-building -- peace in the country, and peace in the world

Finally, by taking this approach, LGUs also makes possible institutional peace-building which is “the adoption and implementation of the policies necessary to achieve sustainable, long-term peace and the articulation of institutions to implement and consolidate those policies as central tasks” (PHDR, 2005). As such, LGUs are contributing to peace in the country and peace in the world.

This list of benefits should convince LGUs and their partners to work towards mainstreaming human security and taking a conflict-sensitive approach to local governance.

