

**Conflict Impact Assessment:
A Practical Working Tool for
Prioritising Development
Assistance in Unstable
Situations**

Conflict Prevention Network

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CONFLICT PREVENTION NETWORK* (CPN)

Conflict Impact Assessment

A PRACTICAL WORKING TOOL FOR PRIORITISING
DEVELOPMENT ASSISTANCE IN UNSTABLE SITUATIONS

CPN
Guide

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**CPN is a network of academic institutions, NGOs and independent experts. It forms part of the European Union Analysis and Evaluation Centre (EUAEC), an SWP project conducted on behalf of the European Commission. The information and observations contained in SWP-CPN documents do not necessarily reflect the views or position of EU institutions.*

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This CPN guide was produced by experts from Saferworld, International Alert, and FEWER

Introduction

This tool has been designed to assist practitioners to identify significant problem areas that have the potential to lead to violent conflict in a given country. It can be applied in particular, though not exclusively, to countries where tensions are apparent, but where there is not yet a major crisis.

The CIAS tool has been devised within the framework of the approach of the European Commission to peace-building and conflict prevention. In particular, it is firmly based on the methodology and definitions as set out in the Commission's 'Practical guide on peace-building and conflict prevention'.

To ensure that the tool is accessible to a wide range of desk officers who may not be deeply familiar with peace-building and conflict prevention matters, a quantitative methodology has been included. However, this methodology is meant only as a guide. It should not be seen as substituting the irreducible ingredient of human judgement.

I. How to Use the CIAS Tool

Step 1. Identifying Significant Problem-Areas

Of the sixteen problem area charts provided overleaf, discard those which are obviously irrelevant for the country under review.

Step 2. Assessing Problem Areas

Assess the significance of the remaining problem areas with the help of specific questions organised in the tables provided in Annex 1.

Detailed instructions are provided at the beginning of each section.

II. How to Use the Results: Options for Action

By working through the 2 steps of the CIAS tool, you will have identified key problems in a given country that should be addressed as a priority. There are several options for action.

- You may directly turn to the Commission's "Practical Guide on Peace Building and Conflict Prevention in Developing Countries" to identify the possible objectives, concrete measures, programmes and projects to address problem areas. [Before consulting the Practical Guide it may be useful to further consider the problem areas to assess linkages between them and group them according to possible areas of action. See Annex 2].
- You may undertake further research and consultations with stakeholders especially related to trends (**trends analysis**), local perceptions of the significance of a problem and of actors who have a stake in peace or conflict (**stakeholder analysis**). This can lead to the identification of **opportunities for peace building**.
- You may consult and co-ordinate with other key international actors concerning development of shared action plans.

Step 1 IDENTIFYING SIGNIFICANT PROBLEM AREAS

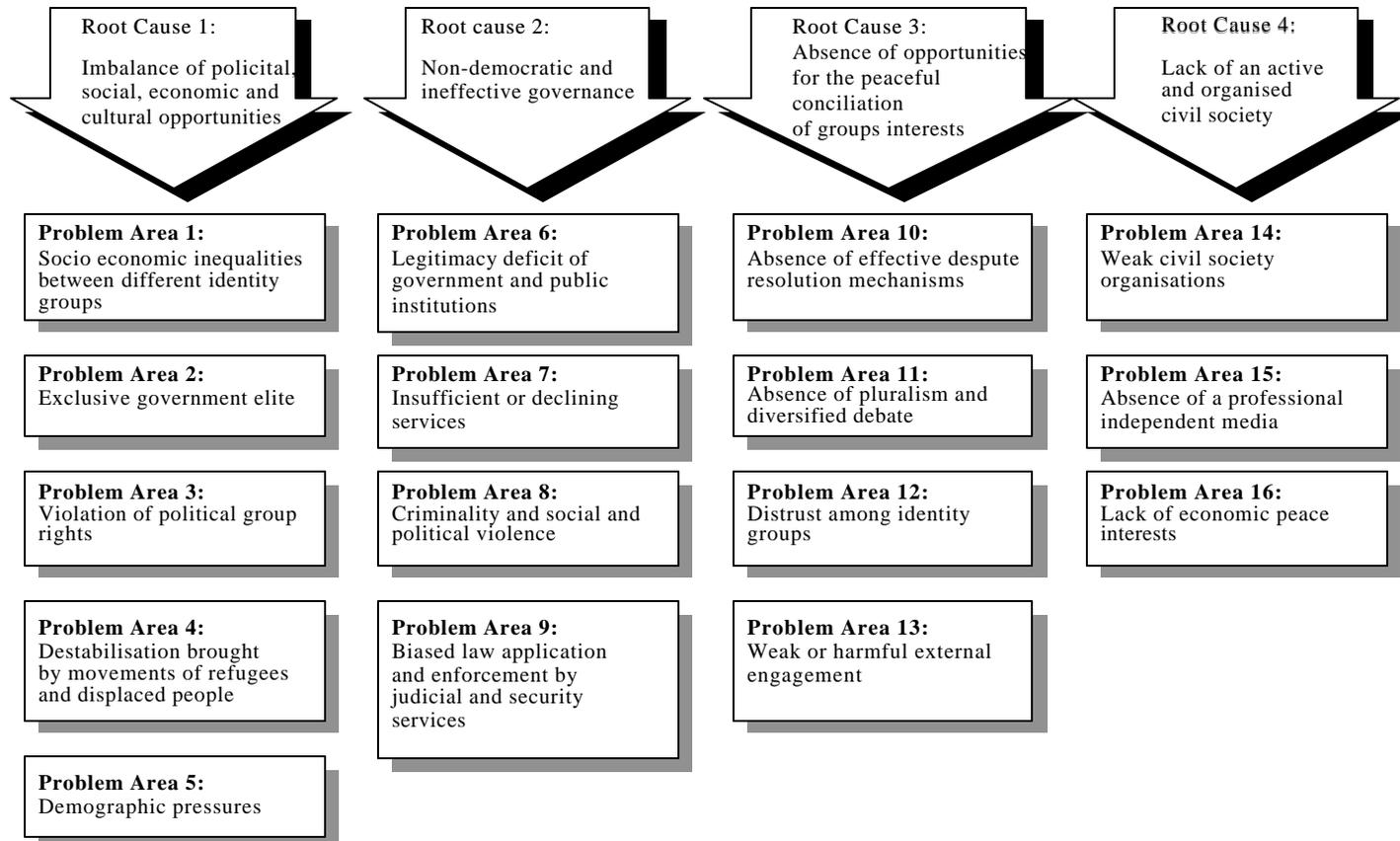
WORKING THROUGH STEP 1

Below you find reproduced an overview of the root-causes of violent conflict and related problem areas that figure in the Commission's Practical guide on peace-building and conflict prevention (cf. pp. xx of the Practical Guide). This CIAS tool focuses solely on the problem areas.

- a. Look through the problem areas and discard those that are obviously irrelevant for the country under review (Problem area 4, for example, may obviously be irrelevant in given cases).
- b. All other problem areas should undergo a more detailed analysis with the help of Step 2 of the CIAS tool

If it is unclear whether a specific problem area is relevant, you may consult their detailed definition on pp. xx of the Practical guide or read the brief characterisation of each problem area at the top of the relevant table in Annex 1. It is advisable to ensure that at least 7 problem area analyses are completed in order to give an overview of the complex realities facing countries at risk of violent conflict.

OVERVIEW OF THE ROOT-CAUSES OF VIOLENT CONFLICT AND RELATED PROBLEM AREAS



Step 2 ASSESSING PROBLEM AREAS

Each of the tables in Annex 1 covers one of the 16 problem areas set out in Step 1 of the CIAS tool. Introductory text at the top of each table defines the problem area. Each problem area has been broken down into 4 components (Column A) for ease of understanding. Column B describes possible manifestations of the problem area which may exacerbate conflict. Column C quantifies the significance of the problem. In Column D the practitioner is encouraged to think about trends and local perceptions regarding the significance of the problems and to make a judgement as to its significance.

WORKING THROUGH STEP 2

- a. Look at the question in Column A and determine whether the problem is relevant or not. If the situation is irrelevant, ignore the problem and the information in Column B. Score 0 in the scoring Column C.
- b. If Column A seems to be particularly relevant, read through Column B and assign an overall score of between 1 to 4 in Column C (where 1 indicates a *minor problem* and 4 which indicates a *significant problem*).
- c. Column D allows the practitioner to make a decision as to whether the problem is actually or perceived to be intensifying and likely to lead to critical levels of violence. In this case a (+) or (–) is added to the score.
- d. If the score obtained by a component in this column is 3+ or over, it should be regarded as significant this should be indicated in the final Column E. A problem area with a total score of 12 or more should also be considered significant.
- e. There is space for an overall statement and conclusions for each chart. Comment especially on trends, country specific manifestations, actual prevalence of conflict and any regional disparities.

Note: A problem area with a total score of 12 or more should be considered significant. A component of a problem area with a score of 3+ should be considered significant.

ANNEX 1

TABLES TO ASSESS THE SIGNIFICANCE OF PROBLEM AREAS

Problem area 1: Socio-economic inequalities between different identity groups.

Definition: The countries major identity groups live at very different standards of living, especially regarding basic needs, such as food housing, jobs, health services and education. Some groups are continually denied access to goods and services, while others enjoy them, or are perceived as privileged. Specific shortages that affect parts of the population could arise from natural catastrophes and man-made disasters or gradual environmental evolution leading to the loss of harvest, homes or work.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area.	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what degree have significant economic processes, such as structural adjustment programmes or integration into global economies had a critical differential impact on particular groups?	<ul style="list-style-type: none"> Decreased ability or willingness of government to provide safety nets sufficient to offset the negative impact of economic stresses. Economic policies are perceived to favour an economic/social group or class at the expense of others. Differential access to global markets leading to increased economic and social inequalities. Perceptions of increasing economic and social stratification leading to critical levels of discontent emerging from inequitable economic policies. 		+ -	
To what extent do all sections of the population have access to basic requirements for their livelihoods, such as food, water and fuel and security?	<ul style="list-style-type: none"> Lack of significant opportunities for families and communities to ease the strains of economic reform. National welfare systems are unable to compensate for lack of vital resources. Fragile livelihoods, such as subsistence agriculture and pastoralism are endangered by competition for scarce resources. The denial of access is increasingly perceived to be a deliberate policy of neighbouring communities or of government/authorities. (link to problem area 6) 		+ -	
To what extent are groups denied access to equitable economic opportunities such as employment, credit and access to land?	<ul style="list-style-type: none"> The government is not perceived to be addressing inequalities (e.g. through quota systems, land reform, and social programmes). National pro-poor welfare systems and public services are not able to compensate for lack of economic opportunity. Exclusion is perceived by poorer groups to be a deliberate manifestation of policy. (link to problem area 6) Economic stratification becomes increasingly more marked. 		+ -	
To what degree are marginalised and poor people excluded from the benefits of economic developments?	<ul style="list-style-type: none"> Indigenous groups perceive that their best interests are not being served by the state. Growing underclasses are emerging as a result of the undermining of economic livelihoods. Traditional livelihoods are being undermined by modernisation, inappropriate government policies/inability to access global economies. Benefits of economic development are accruing to a particular identity group or economic class leading to increasing levels of discontent. 		+ -	
Illustrative linkages: This problem area is likely to have serious consequences for the legitimacy of government (problem area 2) and lead to declining public services (problem area 7). In the absence of means to mitigate or diffuse tensions (problem area 10), the conditions for conflict may escalate.				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 2: Exclusive government elite

Definition: Key decision making positions in the presidency, cabinet, parliament, military and judiciary do not include representative of major identity groups. In addition, most jobs in the civil service, police and army are reserved for members of one or two specific groups.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring 1 2 3 4 Low High	Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No
To what extent is decision making power concentrated within a small or elite group? (link: problem area 3)	<ul style="list-style-type: none"> • There are decreasing/insufficient channels available for marginalised communities to participate in political life. (link to root cause 3) • The government discourages the active participation of a broad cross section of society, including women, in political life. • Structures for decision making are neither transparent, nor open to public scrutiny. • The government is unable to manage sweeping political change. 		+	-
To what extent does recruitment into the civil service and public institutions reflect the diversity within society?	<ul style="list-style-type: none"> • Imbalances are reflected in systems of patronage or nepotism which maintain an inequitable distribution of power. • The government is failing to address inequality, for example, through representative employment policies or educational reforms. • The government is unwilling to encourage the integration of opposition or dissident factions in government institutions. • The government/authorities are promoting exclusionary policies and practices. 		+	-
To what extent is the population able to influence choice in national political leadership and governance?	<ul style="list-style-type: none"> • Elections or other mechanisms for selection/transfer of political power are suppressed or contravened. • Elections or processes for political power distribution are in place, but are perceived to be unfair or marred by violence and intimidation. • There is an absence of mechanisms available which could allow for widespread and influential participation of marginalised groups and of women. • The results of elections are rarely accepted by opposition groups without recourse to violence or intimidation. 		+	-
To what degree is there a perceived and accepted balance between central state power and regions or districts?	<ul style="list-style-type: none"> • The government is unwilling or unable to engage in programmes of decentralisation of authority and responsibility to regions. • Regional/district authorities do not receive sufficient central revenues (and are unable to raise sufficient local revenues) to function effectively. • Central administration retains key decision making functions through exclusionary practices and/or policies. • The state prepared to use force to maintain its central role. 		+	-
<p>Illustrative linkages: An exclusive government elite is unlikely to be able to hold onto power without a politicised security sector (problem area 9) which may have consequences for political group rights (problem area 4) and for increasing distrust among identity groups (problem area 12) in the absence of a vibrant civil society (problem area 14).</p> <p>Statement / conclusions:</p>				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 3: Violation of political group rights

Definition: Civil and political liberties such as the right to vote and to assemble peacefully are denied to segments of the adult population. Significant minorities are restricted in cultural practices such as religious observance and speaking their own language. Specific groups, like youth, social classes or castes cannot voice their grievances.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No
		1 Low	2	3 High	4		
To what extent are minority groups denied access to significant political opportunities including political appointments and positions in government?	<ul style="list-style-type: none"> Political participation is perceived to be restricted to members of a dominant culture. There is an absence of meaningful peaceful mechanisms through which minorities have recourse to articulate dissatisfaction with political processes. Participation in the political arena may be circumvented through intimidation and violence. There is an absence traditional mechanisms, which allow for the influential articulation of political dissent. 					+	-
To what extent do competitive political relationships result in "winner take all" scenarios where people outside the dominant political group become virtually powerless?	<ul style="list-style-type: none"> The leadership discourages broad-based participation in political life and avenues for expression of narrow political interests are closed. Governments/authorities are not willing to accommodate opposition or dissenting factions in decision-making processes. Discriminatory attitudes are prevalent in public institutions and organisations (against minorities, women, and religious communities). Political leaders contribute to inter-communal distrust through the exploitation of historical rivalries. 					+	-
To what extent are people able to participate fully in their preferred religious and cultural practices?	<ul style="list-style-type: none"> Religious and cultural discrimination is widespread and is neither proscribed by law nor punishable under the law. The absence of effective homogenising (state or religious) education systems is contributing to the extinction of smaller languages and/or cultures. There is a general lack of respect between groups of "others" central rituals and celebrations. The state may be defined by reference to a dominant religious and/or cultural identity. 					+	-
To what extent are human rights violations becoming increasingly overt and preventing the participation of significant minorities in social and political life?	<ul style="list-style-type: none"> Groups, including women, are unable to practice the right to participate in peaceful association or to voice concerns over rights violations. External monitors and assessors (such as Amnesty international) are denied access/have restricted access to evaluate human rights abuses. Local civilian institutions are absent/ or unable to hold government to account if constitutional or organised human rights abuses occur. Minorities are increasingly asserting their rights to representation and protection of socio-cultural rights through violent means. 					+	-
Illustrative linkages: Violation of group rights is likely to occur in combination with an exclusive government elite (problem area 2), lead to an absence of pluralism and diversified debate (problem area 11) and to a weakened civil society.							
Statement / conclusions:							

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 4: Destabilisation brought by movements of refugees and displaced people

Definition: Three trends have potentially destabilising effects:

1. Inflows of refugees from neighbouring countries threaten long-standing balances in a given society (e.g. ethnic or religious composition; distribution of power).
2. Mixing internally displaced people or returning refugees from former violent episodes of conflict with other populations creates social friction. Their impacts on local labour markets, or on ecological balances may undermine the livelihoods of indigenous populations.
3. Refugee camps outside or inside a country become breeding grounds for radical groups preparing the overthrow of the government.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No	
		1 Low	2	3 High	4			
To what degree are the large and unexpected movements of people leading to heightened tension and antagonistic competition between groups?	<ul style="list-style-type: none"> Balances of ethnicity and identity are altered through competition for resources and/or economic advantage. Social friction between migrant and host communities increases significantly. Increased adverse and unsustainable pressure on food, water and fuel-wood results from the increase in numbers of people relying on local resources. Competitive relations negatively affect the livelihoods of indigenous populations. 					+	-	
To what degree are leaders within refugee settlements politically or militarily manipulating displaced or resettled populations?	<ul style="list-style-type: none"> Refugees and displaced increasingly are denied freedom of movement/prevention of expressing choices in their own affairs. Lack of adequate management of increasingly antagonistic relationships between groups within refugee camps. Traditional or local leader's ability to exert conciliatory influence over conflicting aims within refugee settlement reduces. Women may be subjected to sexual and other forms of abuse within refugee settlements. 					+	-	
To what degree are relationships between host and displaced (or resettled) communities being negatively affected by antagonistic political, social and economic relationships?	<ul style="list-style-type: none"> Lack of opportunities for displaced and host communities to engage in complementary trade and economic activities may prevent relationships of mutual benefit from developing. Lack of means to engage in measures for reducing social friction between displaced and host communities may lead to increased tensions. Host and displaced communities may increasingly exhibit differential or antagonistic political interests. Women or other groups may be reliant on exploitative relationships with host communities for economic survival leading to host/displaced antagonisms. 					+	-	
To what degree are humanitarian policies and practices contributing to discontent between host and displaced communities?	<ul style="list-style-type: none"> Humanitarian aid agencies assisting in the implementation of distribution networks increasingly undermine local economies. Inequitable provision of basic services such as health and education to host and displaced communities leads to violent competition. Biases in humanitarian aid assistance can increase lead to violent antagonism between groups. Inability /unwillingness of the international community to separate military and refugee populations can escalate conditions of violence. 					+	-	
Illustrative linkages: Destabilisation is often linked to demographic pressures (problem area 5), declining public services (problem area 7) possibly leading to distrust among identity groups (problem area 12) and may result from lack of effective dispute resolution (problem area 10).								
Statement / conclusions:								

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 5: Demographic pressures

Definition: In a context of scarcity and unfavourable environmental conditions, demographic pressures on available physical and social resources, such as those caused by migration, high fertility rates and large numbers of youth, may increase the potential for violent conflict. When land is scarce, each additional mouth is difficult to feed. Migration to urban areas or neighbouring provinces or countries is not a viable solution if these destinations are not prepared to receive people and provide economic opportunities. Lack of jobs and educational opportunities opposes the younger generation's expectations for social advancement.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No
		1 Low	2	3 High	4		
To what degree do scarcity and unfavourable environmental conditions place pressures on the basic requirements for sustainable livelihoods?	<ul style="list-style-type: none"> Scarcity may lead to social disintegration, for instance, when men are able to take up labour and income opportunities in other locations (leading for example, to impoverishment of female-headed households and/or low degree of support for children and youth). Governments or local administrations may be unable or unwilling to provide adequate and accessible alternatives to scarce resources. Inequitable social opportunities between men and women at family level may be translated into increased levels of domestic violence and marginalisation of women. Fragile livelihoods are increasingly threatened by competition for scarce resources. 					+	-
To what extent does the government have the capacity to respond to an increasing demand for goods and services?	<ul style="list-style-type: none"> The lack of a stable macro-economic framework may prevent provision of vital services. The education system may not meet the needs of a rapidly changing economy. The government/authorities use increasingly repressive means to confront expressions of discontent. Government or authorities increasingly "blame" particular identity groups for inequitable access. 					+	-
To what extent do political leaders exploit fears of demographic change for political gain?	<ul style="list-style-type: none"> A lack of independent media and active civil society capable of counter-balancing extreme political propaganda allows tensions to rise. Increasingly unchecked levels of inter-communal distrust and tension. Economic shocks or reforms increasingly lead to groups feeling insecure about the future. Increased manipulation of political and economic identity by leaders. 					+	-
To what extent is scarcity perceived to be the outcome of inappropriate or deliberate policies by neighbouring communities or government?	<ul style="list-style-type: none"> Lack of means by which government addresses the causes of scarcity e.g. by improving environmental monitoring or through land reform? Government/local authorities do not undertake measures to mediate inter-communal relations and facilitate resource sharing to prevent violent competition from damaging livelihoods. Governments or alternative authorities encourage over-exploitation of available resources leading to environmental damage and shortages. The government or authority uses scarcity as a lever for control e.g. by controlling food and development aid 					+	-
Illustrative linkages: Demographic pressures may be the consequence of socio-economic inequalities (problem area 1) and of declining services (problem area 7) and may lead to destabilisation (problem area 4) and distrust among identity groups (problem area 12).							
Statement / conclusions:							

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 6: Legitimacy deficit of government and public institutions

Definition: Respect for, and adherence to, government institutions is limited. Public offices are managed and distributed so as to maintain and increase the political power as well as the material wealth of their holders. The political system as a whole and/or specific public institutions function by patronage, corruption, intrigue and intimidation, rather than by impersonal rules (e.g. a constitution) and transparent procedures (e.g. electoral law). Government is unrepresentative and lacks popular support. Popular participation is restricted.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area.	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what extent are patterns emerging which reflect citizens' alienation and retreat from the state?	<ul style="list-style-type: none"> The government/authorities may be unable to provide adequate stability and security for its citizens. Local and/or influential leaders are increasingly advocating extreme solutions to perceived shortcomings of the state. Marginalised groups are increasingly losing faith in the ability of the state to provide a framework for effective governance. Large and representative sections of the population increasingly perceive that they have little stake in national state priorities. 		+	-
To what extent does decision-making power reflect the diversity within society?	<ul style="list-style-type: none"> The government discourages the active participation of a broad cross section of society in political life. (link to problem area 2) Marginalised communities are not able to effectively participate in political life. (link to problem area 4) Ethnic/identity groups increasingly have to compete for political patronage in the absence of pluralist ideologies. Ethnic, gender and religious differences are setting inequitable patterns of political participation and exclusion is increasingly evident. (link problem area 1) 		+	-
To what extent is the government able to provide for a stable macro-economic framework leading to investor confidence and economic growth?	<ul style="list-style-type: none"> Economic adjustment policies been implemented without clear safety net provision for those most adversely affected by economic stress. The government may not negotiate favourable economic and debt relief assistance from IFIs (World Bank, IMF) leading to social divisions and economic hardship. The national economy is increasingly dependent on income from one or two unpredictable sectors (e.g. single agricultural commodity, remittances) The government is not able to attract investment in either social or formal economic sectors. 		+	-
To what extent is there an increase in repression which implies a loss of legitimacy and rule by consensus?	<ul style="list-style-type: none"> The government increasingly has to offer incentives to citizens to buy their acquiescence, for example, promises of future political reform or economic progress. Provisions for minority protection and a social climate of tolerance with respect for minority rights are largely absent. Repression is being used by the majority, or the powerful, in support of extremist reaction (e.g. ethnic cleansing, re-education, and involvement in external political conflict). The state is increasingly compelled to draw its legitimacy from nationalist or other ideologies that exclude certain groups. 		+	-
Illustrative linkages: Illegitimacy of governance often results from failure to provide services (problem area 7) from increasing socio-economic inequalities (problem area 1), exclusivity of governance (problem area 2), violation of rights (problem area 3), which may be backed by a politicised security sector (problem area 9) leading to violence and to distrust among identity groups in the absence of a vibrant civil society (problem areas 8, 12 and 14).				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 7: insufficient or declining public services

Definition: Governmental agencies cannot deliver vital public services, such as housing, sanitation, health, education, transport and communication, to the general population in a relatively regular manner and with minimum visible corruption. Basic foundations of human life might be threatened by a failure of the state to distribute/allocate vital resources, such as water, fuel wood, grazing land or food aid. Prestige and excessive military expenditure reduce the necessary investment in the social sector.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area.	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what degree does the government have the capacity to ensure access to expected basic social services for the majority? (i.e. adequate skills and revenue)	<ul style="list-style-type: none"> • Non-state providers of social services cannot adequately supplement government provision of vital services. • Failure of service provision seen to be the result of corruption and mismanagement on the part of the incumbent government/authority. • Investment in the social sector is not prioritised in national spending priorities. • Expected levels of state provision of services are perceived to be declining to unaccepted levels. 		+	-
To what extent are government priorities undermined by an excessive or unsustainable debt burden or other donor macro constraints? To what extent is social welfare prioritised in government spending plans?	<ul style="list-style-type: none"> • Structural adjustment and stabilisation programmes do not explicitly accommodate social policy considerations. • Failure to support coherent policies of investment in social sector investment increases dissatisfaction and tensions. • Stabilisation and reform policies have not protected basic service provision for the poor. • Donors prefer to support short term solutions rather than invest in long term human development projects. • Unstable macro-economic structures undermine investor confidence making economic growth and private provision unfeasible. • Military spending is perceived to be above and beyond the legitimate needs of the state. • Government is unwilling to divert funds from unproductive sectors to support long term investment in vital social services. • The government does not prioritise vulnerable and excluded groups, in macro planning policies. 		+	-
To what extent do certain groups perceive themselves to be losers with regard to the provision of government services?	<ul style="list-style-type: none"> • Lack of provision is seen to be the result of deliberately discriminatory policies. • High gender literacy disparity means that women become increasingly excluded from political, especially electoral processes, which links to conflict. • Excluded groups are having to spend increasing amounts of their income on paying for vital or expected services. • Inadequate channels through which excluded groups, including women, can voice their discontent. 		+	-
Illustrative linkages: Insufficient provision of services may result from socio-economic inequalities (problem area 1) or exclusive governance (problem area 3) leading to a decline in legitimacy of governance (problem area 6) and to increasing distrust among identity groups (problem area 12).				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 8: Criminology and social and political violence

Definition: Physical security of politicians and ordinary citizens is not protected by public institutions. The level of violence in society is high. Criminal networks dominate public life. Armed groups control parts of the territory. Elements of the police and army conduct their affairs outside the control of legitimate civilian leaders and serve partisan political aims.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what extent does the government have a monopoly on the legal use of violence?	<ul style="list-style-type: none"> Political debate is inhibited by intimidation and possibly threats of violence to individual politicians. Significant use of private/ public armies or armed paramilitary groups take control of parts of the country. Police and customs officials are unable or unwilling to control the flow of illicit weapons across borders. Extra-judicial measures become commonplace as citizens take the law into their own hands. 		+	-
To what extent does the judicial system have the capacity and willingness to behave impartially? To what extent do social factors (such as marked imbalances between lifestyles of the rich and poor) contribute to criminality?	<ul style="list-style-type: none"> The judicial system maybe increasingly perceived to be biased in favour of dominant or elite groups. The physical security of judicial and public figures may be threatened (e.g organised crime). Human rights training and principles are largely absent from legal structures and systems. State governing institutions are unwilling to shift resources and training into security needs of communities. The police force is increasingly perceived to serve the interests of a particular (political, economic, ethnic etc) group in society. There are notable and increasing instances of non-violent crime, such as plundering of state budgets and depleting the country of its resources for personal gain engendering declining respect for social norms within the society at large. Violence and intimidation in the police and security forces is leading to the armament of society and to a growing culture of violence. Citizens have little faith in the police and security forces to protect their safety and respect their rights. 		+	-
To what extent do citizens live with a sense of insecurity/instability?	<ul style="list-style-type: none"> Street children, criminal urban gangs face increased levels of repression and/or organised violence against them contributing to a feeling of general insecurity. Breakdown in mechanisms to facilitate meaningful dialogue between the police force and the community it serves keeps tension high. Rising drugs abuse, drug related crime and criminal supply networks occurring in society. Citizens believe they need weapons to defend themselves from criminals or abusive security forces. 		+	-
Illustrative linkages:				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 9: Biased law application and enforcement by justice and security services

Definition: The courts, the army and the police do not apply/enforce laws even-handedly for the whole population and according to transparent and legitimate rules. Conditions of detention are potentially life threatening. Human rights abuses and ordinary crimes are not prosecuted, thus nurturing a "culture of impunity."

Column A Components of problem areas	Column B Possible manifestations of the problem which indicates significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No
		1 Low	2	3 High	4		
To what extent are the areas of activity and responsibility between the civilian and military authorities clearly and legally delineated and implemented in practice?	<ul style="list-style-type: none"> Absence or breakdown of government procedures and oversight mechanisms which could significantly reduce the role and influence of military officials in political decision-making. Government/ authorities rely on the military for political or repressive ends Unclear separation of military and police functions in society. The military authority is perceived to be the ultimate arbiter of political power. 					+	-
To what extent do members of the security forces have the capacity and willingness to enforce the law effectively?	<ul style="list-style-type: none"> Professional security staff lack the political will and technical capacity/ability to enforce the law in accordance with human rights standards. The government does not provide adequate resources for the efficient running of the police and security forces. The police force is unable or unwilling to plan and implement programmes to combat drugs, fraud and corruption. Widespread and unregulated use of weapons. Security forces complicit in illegal road blocks, extortion. 					+	-
To what degree is respect for human rights and impartiality central the operating culture of the security forces?	<ul style="list-style-type: none"> Government policies and practices do not reflect the principles advocated in international conventions on human rights. Lack of/ or ineffectual mechanisms in place to correct inappropriate behaviour by police or military staff. Composition of the military or police is unrepresentative of broader society. Communities and minority groups perceive that the security sector is operating outside a minimum human rights framework. 					+	-
To what extent do civilians within government and civil society play a role in managing and monitoring the security sector?	<ul style="list-style-type: none"> Government and military officials prevent active participation in military monitoring and training programmes by civilians. Parliament does not permit or lacks mechanisms through which independent bodies could verify government accounts of how money has been allocated and spent. Absence of processes to provide and train security forces which are responsive to community's needs. The public is prevented from playing a role in monitoring the security sector through open debate, media scrutiny or academic research. 					+	-
Illustrative linkages: Biased law application and enforcement by justice and security services is often necessary to protect power held by an elite (problem area 1), will often lead to the violation of rights (problem area 3) and to protecting increasing socio-economic inequalities (problem area 1) and violence (problem area 8).							
Statement / conclusions:							

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 10: Absence of effective dispute resolution mechanisms

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area.	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what extent are regional security measures undertaken by governments?	<ul style="list-style-type: none"> Absence of effective mechanisms for promoting meaningful dialogue between states or to resolve inter-state disputes. Lack of effective regional or sub-regional fora for effective security co-operation. Decreased or absent civilian participation in regional security bodies. Lack of regional weapons controls programmes/laws. 		+	-
<p>To what extent are government and/or authorities perceived to be able to arbitrate national and/or cross-border disputes and enforce the law efficiently and impartially? (links to problems area 12)</p> <p>To what degree is absence of effective demobilisation and reintegration of former combatants fuelling insecurity.</p>	<ul style="list-style-type: none"> Breakdown or absence of significant structures and mechanisms to address disputes between communities. Absence of mechanisms that could arbitrate impartially between conflicting groups. Politicisation of ethnicity and identity violently upset through deliberate political manipulation. Failure of government and authorities to respond to disputes and violent competition in an impartial and transparent manner. Demobilisation and reintegration programmes are divorced from broader projects of rehabilitation ensuring security for communities and families of ex-combatants. National demobilisation and reintegration programmes fail to adequately consider broader regional context and combatants may be remobilized into militias or neighbouring armies. Demobilisation and reintegration programmes fail to address broader rehabilitation and reconciliation issues. 		+	-
To what extent have states and communities failed to develop viable processes of conflict mediation and resolution?	<ul style="list-style-type: none"> Lack of effective justice/ rehabilitation/reconciliation for the victims of war, violence and torture. Procedures for conflict resolution increasingly reflect biases and prejudice, effectively discriminating against marginalised groups. Community and traditional reconciliation mechanisms are not linked to national and regional peace initiatives. Participation of marginalised groups, including women is discouraged in peace and reconciliation initiatives. 		+	-
To what degree are the consequences of former conflicts being addressed through accepted justice and conciliation mechanisms?	<ul style="list-style-type: none"> The values behind justice commissions and other fora (such as peace and reconciliation commissions) are neither recognised nor accepted by the population. Acceptance of the need to offer assistance /reparations to the victims of former conflicts and violence is lacking. Traditional mediation and conciliation mechanisms have not been encouraged or implemented. Informal and formal justice and conciliation programmes have not been implemented, resulting in a failure to reduce mistrust or build social cohesion. 		+	-
Illustrative linkages: resolution mechanisms are usually necessary in cases where violence Problem Areas 8 and 9) and rights abuses are occurring (Problem Area3). This problem area is often linked to lack of legitimate governance and exclusive elite's (Problem Areas 6 and 3). Effective mechanisms would often need to be backed by strong civil society (Problem Area 14).				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 11: Absence of pluralism and diversified debate

Definition: Political discourse is restricted to official views or those of a few other contending political factions. The authorities generally forbid verbal expression of opposition views and non-violent protests and political demonstrations are banned. Few institutions and procedures exist through which differing social, economic and political views can be channelled.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area.	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what extent are authorities unwilling to engage in open dialogue and debate in formulating and implementing contentious policies?	<ul style="list-style-type: none"> Absence of effective mechanisms for promoting meaningful dialogue between government officials and populations affected by contentious policies. (e.g., land policies formulated in absence of dialogue with pastoral communities) Decreased or absent participation in debate on critical issues which may have a negative impact on stability. The participation of a broad cross section of society, including women, in dialogue and debate with government is actively discouraged. Decision making and policy formulation occurs in the absence of information being provided to those affected by those policies. (e.g. freedom of information, briefings, media channels) 		+	-
To what extent do governments and/or authorities actively prevent opposition to policies and their implementation?	<ul style="list-style-type: none"> Governments/authorities use undue force to break up peaceful demonstrations. Security forces use intimidatory measures or threats of violence on behalf of the state in preventing participation in demonstrations, meetings, peaceful gatherings. Powers of emergency are invoked and used for extended periods of time to prevent manifestations of political dissension. Security staff are deployed in public meetings, conferences, gatherings etc., to ensure compliance and to inform state structures of political of non-conformity. 		+	-
To what degree is denial of pluralism a focus for dissent?	<ul style="list-style-type: none"> Communities are denied access to meaningful political representation National opposition parties are actively curtailed or banned Denial of access to political voice is manifested in the emergence of political factionalism based on ethnic, religious or class lines. Electoral processes are heavily biased against opposition interests, including through intimidation and violence. 		+	-
To what extent is national political leadership and governance determined by non-participatory or exclusive measures?	<ul style="list-style-type: none"> Active suppression or contravention of electoral processes and/or other mechanisms for the selection and transfer of political power. Elections or other processes for the transfer of political power are perceived to be in the interests of a ruling elite. The military is used to support the entrenchment of political power in the hands of the ruling authority. Interference in processes of determining winners and losers of electoral processes. 		+	-
Illustrative linkages: A government which does not permit processes of debate, dialogue and political choice is unlikely to be able to hold onto power without a politicised security sector (problem area 9) which may have consequences for political group rights (problem area 4) , exclusive government elite (Problem area 2) and for increasing distrust among identity groups (problem area 12) in the absence of a vibrant civil society (problem area 14) and accountable media.				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 12: Distrust among identity groups

Definition: The members of major identity groups do not mix together and have little daily contact in the pursuit of their livelihoods and social activities – or their contact in urban settings is characterised by hostile competition for scarce opportunities. Most of their social and cultural institutions operate separately, so they feel they belong to separate communities. Communication barriers (e.g. language, education) may exacerbate prejudices and distrust. Collective memory passed on from one generation to the next, nurtures and perpetuates negative stereotypes and mutual suspicions.

<i>Column A</i> Components of problem areas	<i>Column B</i> Possible manifestations of the problem which indicate significance of the problem area	<i>Column C</i> Scoring 1 2 3 4 Low High	<i>Column D</i> Problem is: (+) intensifying or (-) decreasing social tensions & conflict	<i>Column E</i> Significant problem area Yes or No
To what degree are divisive relations between identity groups leading to heightened tensions and antagonistic competition.	<ul style="list-style-type: none"> The causes and consequence of previous conflicts have not been adequately resolved according to the perceptions of the groups involved in violence. Social friction between identity groups has not been actively reduced through recourse to conciliation measures. Groups have been unable to reconcile the cultural and religious differences necessary for tolerance of diversity. There is increasing distrust between communities based on manipulation of ethnic and/or religious disparities. 		+	-
To what degree are leaders politically or economically manipulating divisions among groups?	<ul style="list-style-type: none"> Broad-based organisations are unable to cut across identity group rivalries and there is an absence of neutral space for collaboration or building consensus. Governments and authorities are not perceived as addressing inequalities at local, national and inter-state levels. Governments/authorities or political leaders are diverting attention from domestic crises through recourse to violent rhetoric or hostilities against identity groups (inter or intra-state groups). Traditional and/or local leaders are unable to exert a conciliatory influence over conflicting aims between groups. 		+	-
To what degree are communities being negatively affected by antagonistic political, social and economic relationships?	<ul style="list-style-type: none"> Rival communities do not engage in complementary trade and economic activities at significant levels. Communities are being negatively affected by extra-territorial hostilities spilling over into adjacent states. A historically conflictual relationship between communities or groups dispels the belief that peace is possible. Local groups have been unable to engage in recognised and successful processes of arbitration and consensus building. 		+	-
To what extent are national legal and community justice systems able to build consensus and protect rights of individuals, especially of women and minority groups?	<ul style="list-style-type: none"> Religious and cultural discrimination is not perceived to be punishable under the law. The government fails to make positive efforts to accommodate different religious and language groups, such as by funding minority schools or reforming school curricula. Negative stereotypes are reinforced by the media and government propaganda. The state is defined by reference to religious and cultural identity. 		+	-
Illustrative linkages: distrust among identity groups may be linked to governance (Problem Areas 2 and 6) or could result from socio economic inequalities (Problem Area 1). It may be fed by violation of rights (Problem Area 3) and be amplified by media (Problem Area 15) propaganda. Group mistrust may inhibit the formation of cross cutting civil society groups (Problem Area14).				
Statement / conclusions:				

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 13: Weak and harmful external engagement

Definition: Outside forces may prevent or accelerate the outbreak or recurrence of violent conflict, depending on whether they take an active conciliatory or partisan approach. A potentially positive role can be played by the international community if it acts in an appropriate way before widespread violence occurs. Regional organisations can play a prominent role in mediating inter and intrastate conflicts if their mechanisms are operational and the dominant state in the region are supportive. Such efforts may not always prove relevant since some countries may not engage in diplomatic, political, commercial, trade and cultural relationships with regional institutions and social groups in neighbouring states. Neighbouring states might harbour and support hostile refugee communities or armed opponents to a regime. Regional war economies may play a role in undermining national stability.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No	
		1 Low	2	3 High	4			
To what extent are there functioning and accepted regional institutions to facilitate ongoing political dialogue and mediate intra and inter-state disputes?	<ul style="list-style-type: none"> The state is increasingly contributing to regional disputes by providing resources to rebel and militia groups and/or harbouring war criminals. The government is unable to control external financial and/or military support for opposition groups. The government is unwilling to engage in ongoing open and transparent discussions with regional governments. The state is unable to defend itself against the destabilisation policies of a foreign power. 					+	-	
To what degree does the government have the capacity and willingness to provide a neutral space for the security and humanitarian needs of refugees and exiles?	<ul style="list-style-type: none"> Refugees or exiles cannot expect support from a sympathetic local community (e.g. historical trade and kinship links). Refugees are unable to anticipate the protection of the international community in refugee settlements. The refugee camps are increasingly used as unofficial recruitment grounds for militias. The domestic population believes that their needs are being marginalised to provide for the refugees or resettled populations. 					+	-	
To what degree is the government unable or unwilling to control/regulate illicit or destructive war economies?	<ul style="list-style-type: none"> Lack of a regulatory framework for the activities of foreign businesses and banks which would ensure that they are transparent and accountable to the local population. Absence of alternative, permitted livelihood opportunities (e.g. legal trade) or government compensation/ support schemes for those involved in illicit trade. Pressure for political-economic change is unlikely to lead to major reform. The sale of the country's natural resources is used by the dominant elite as a means of increasing their political and economic power. The benefits of the war economy outweigh the benefits of peace for significant interest groups. 					+	-	
To what extent does the government provide a framework to responsibly and efficiently regulate the flow of arms and combatants across state borders?	<ul style="list-style-type: none"> The government fails to provide controls over national/international arms brokers. Police/ customs staff are incapable and/or unwilling to combat illicit trafficking of arms over national borders. Illicit trade increasingly undermines the sustainability of legitimate livelihoods. Failure of the government to promote peacekeeping activities of military forces, including monitoring of arms and combatants. 					+	-	
Illustrative linkages: Harmful external engagement may link to Problem Areas 3 and 4 as well as to lack of dispute mechanisms (10) and may contribute to regional and national war economies (16).								
Statement / conclusions:								

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 14: Weak civil society organisations

Definition: Existing non-governmental organisations depend either on various state agencies, or they reflect the agendas of one or more political parties. Urban-based advocacy groups are disconnected from realities on the ground. Civil society groups do not have democratic internal structures and represent only the interests of their leaders. Hence, few non-state entities are actively addressing widely shared public problems such as civil and human rights, health, education and the environment, leaving these to political manipulation.

Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem area.	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No	
		1 Low	2	3 High	4			
How far does the legal and political framework of the country allow and encourage civil society actors to work independently?	<ul style="list-style-type: none"> Absence of a constructive legal framework for the operation of civil society organisations preventing neutral space for dialogue. Public institutions do not permit civil society involvement. The state fails to protect civil society organisations. Civil society organisations are unable to readily influence policy processes. 					+	-	
To what extent do civil society organisations represent wide constituencies independent from party politics?	<ul style="list-style-type: none"> Critical numbers of civil society members lack formal or informal ties to political influence. Civil society organisations reflect social and political divisions of the country. Civil society organisations do not attempt to bring various constituencies together around shared interests. Marginalised groups are inadequately or inappropriately represented in civil society. 					+	-	
How far do civil society actors, e.g. NGOs, have sufficient resources and capacities to contribute effectively to political processes?	<ul style="list-style-type: none"> Civil society organisations tend not to be financially and institutionally viable or independent. Most civil society organisations have neither democratic internal structures nor are they dedicated to serving the interests of their constituency. Most civil society organisations lack sufficiently qualified staff with which to achieve their objectives. A critical number of civil society organisations lack the experience and skills necessary to participate effectively in the political process. 					+	-	
To what extent do civil society organisations play an integrative social role?	<ul style="list-style-type: none"> The majority of civil society organisations promote narrow partisan interests. Civil society organisations largely fail to adhere to and promote a democratic political culture. Civil society organisations shown an inability to promote group interests without infringing on the common good. Failure of civil society organisations to become involved in resolving communal tensions. 					+	-	
Illustrative linkages: The integrative potential of civil society may be hampered by strong socio-economic inequalities and low levels of education (Problem Area 1). The flourishing of civil society requires the respect of basic political rights by the major political and social forces (Problem Area 3). Civil society can provide useful conflict resolution mechanisms (Problem Area 10).								
Statement / conclusions:								

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 15: Absence of professional and independent media

Definition: Media are tightly controlled by public censorship, or serve the partisan agendas of contending political movements. The audio-visual media remain completely state-owned and show a strong pro-government bias in political reporting. Journalists risk their jobs – or fear for their physical security – when expressing dissenting views. Corporate organisations of media workers are banned or controlled. Basic technical and ethical education of journalists is insufficient. Some media address sensitive issues (like local inter-communal clashes, ethnic stereotypes, election campaigns etc.) intentionally or unintentionally in a provocative way. Rumours are presented as facts.

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		1 Low	2	3 High	4		
To what extent is the media free to express its views with minimum interference from state or non-state actors?	<ul style="list-style-type: none"> Absence of a legal framework guaranteeing the freedom of the press. Mechanisms have not been developed to monitor the implementation of legal instruments. The state and/or social groups practice censorship beyond the bounds of nationally accepted norms. Influential investigatory reporting is neither undertaken nor published and there have been incidents of repression or intimidation against journalists. 					+ -	
Do the media have the financial, organisational and staff capacity to work professionally and independently? To what extent do the media provide a forum for public debate?	<ul style="list-style-type: none"> The media is owned or controlled by the state. The media have been unable to develop viable funding systems that minimise their dependence on single sponsors. Most journalists do not receive or have access to professional training. Absence of a significant number of journalists that are organised into professional bodies which demand adherence to professional standards. Failure of the media to reflect the views of a wide range of social groups. The population lacks access to a variety of independent sources of information. Minorities do not have access to the media (e.g. minority language sections). Media reporting has been unable to bring important issues on the political agenda for discussion and debate. 					+ - + -	
How balanced is media coverage of events and issues?	<ul style="list-style-type: none"> The media does not routinely cover controversial or politically difficult issues in a balanced way. Lack of media commitment to thorough investigations. Influential media represent strong ideological positions or exclusive group interests. Increasing tendency towards exclusionary propaganda and defamation of certain social groups in media and public discourse. 					+ -	
Illustrative linkages: The media are often among the first to suffer from the violation of political rights (Problem Area 3). They may be used by exclusive government elite's (Problem Area 2) to enhance their legitimacy (Problem Area 6). The media may give a reflection of the deep distrust between social groups (Problem Area 12).							
Statement / conclusions:							

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

Problem area 16: Lack of economic ‘peace interests’

Although political instability and conflict are generally bad for business, there are certain business interests that do benefit from such a situation. Not infrequently, businesses have seen advantages in supporting extremist causes and made economic gains from the repression and persecution of other groups. The decreasing steering capacity of the state due to internal political turmoil favours the development of war economies, which are mainly based on the extraction of and trade with precious or illegal goods. High-yielding war economies attract armed groups from all parties to the conflict and may be difficult to convert. A climate of insecurity stifles private initiative and hinders economic development, thus leaving certain groups even more vulnerable. Arms become an economic asset for criminals and organised groups, which use violent means to make a living. Such an economy of violence risks to protract the conflict indefinitely. The mobilisation or presence of guerrilla forces, personal armies and private security companies make a country prone for the outbreak of violence. These forces are difficult to reintegrate into society as they lack other marketable skills, have to fear reprisals in later life, and are often ostracised within their own communities. Many regard war as their profession and need to continue with it to secure a livelihood.

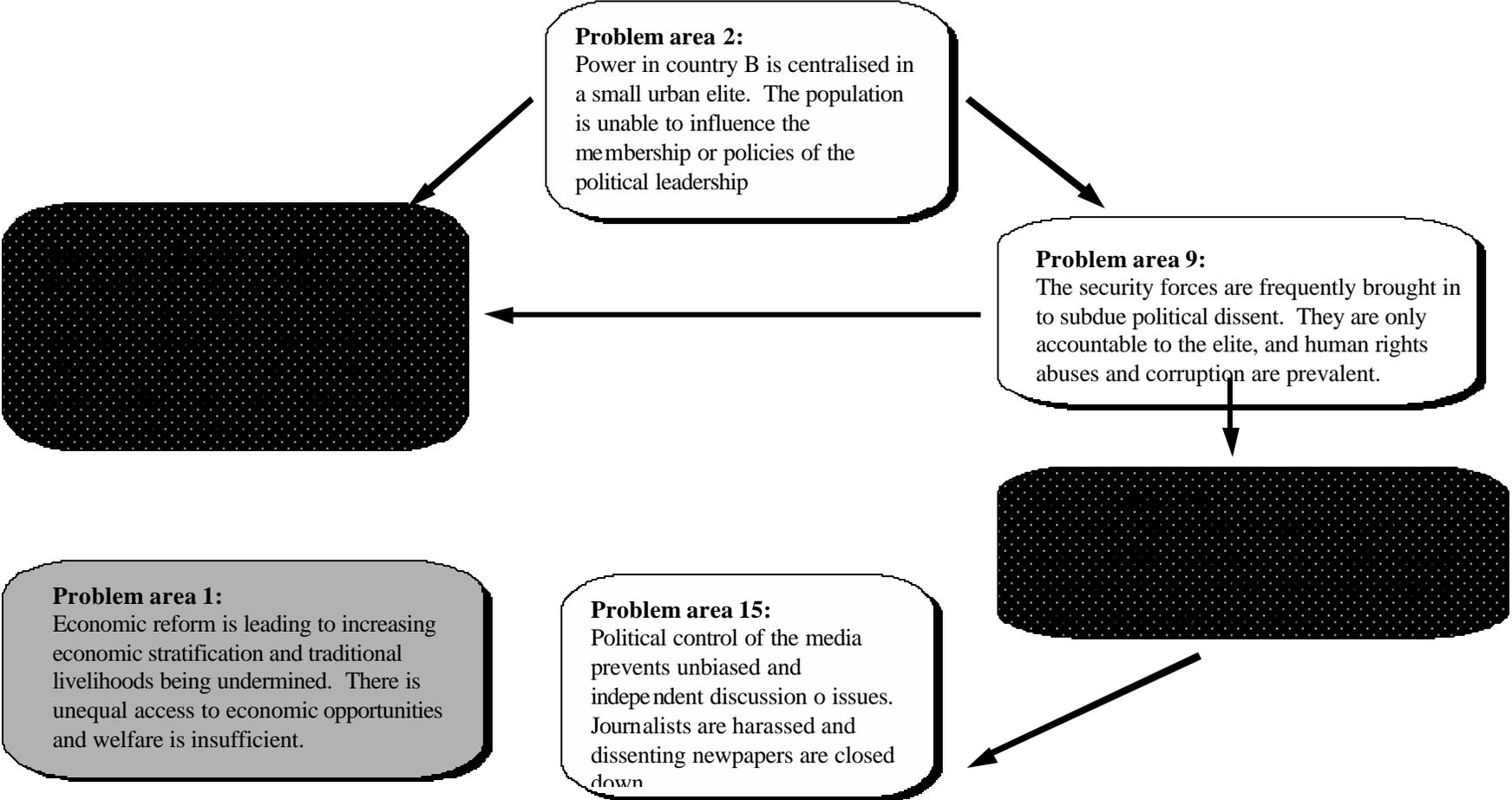
Column A Components of problem areas	Column B Possible manifestations of the problem which indicate significance of the problem areas	Column C Scoring				Column D Problem is: (+) intensifying or (-) decreasing social tensions & conflict	Column E Significant problem area Yes or No	
		1 Low	2	3 High	4			
To what extent do businessmen, politicians and parties to a violent conflict have shared interests?	<ul style="list-style-type: none"> Government officials are taking advantage of their positions in private (illegitimate) business activities. Exclusionary political groupings are able to attract financial support from the business community. Profiteering by businesses from recent riots, pogroms and ethnic "cleansing" (e.g. building projects in evacuated areas). Failure of the business community to become involved in forming peace constituencies. 					+	-	
Are security issues being shifted from state actors to private actors?	<ul style="list-style-type: none"> Inability of the state to provide an enforceable legal framework for business transactions. Businesspeople are increasingly taking the law into their own hands (e.g. by using violence to enforce contracts). There are a rising number of private security firms. Mafia networks control significant sectors of the economy. 					+	-	
Does the growing instability provide new opportunities for illegitimate economic activity?	<ul style="list-style-type: none"> Unstable situations have permitted an increase in illegal economic activity, e.g. smuggling, arms trade. An emerging class of war profiteers, whose lifestyles contrast with those of the wider population. An important part of the population relies on illegitimate economic activities for their livelihoods. General failure of regional and international arrangements to succeed in limiting the movement of illegal goods. 					+	-	
To what extent do the main armed units finance themselves through illegitimate economic activities?	<ul style="list-style-type: none"> Businesses finance armed groups or maintain private armies. Armed groups are involved in illegitimate economic activities. Armed groups established territorial control over parts of the country. Armed units receive significant support from external powers. 					+	-	
Illustrative linkages: A lack of economic peace interests among certain social groups is often linked with exclusive elite's (Problem Area 2), a poorly controlled security sector (Problem Area 9), strong criminal networks (Problem Area 8), and sometimes even the resources brought into the country by humanitarian aid (Problem Area 4). Illegitimate trade is usually linked into regional economic systems (Problem Area 13).								
Statement / conclusions:								

A problem area with a total score of 12 or more should be treated as significant. A component of a problem area with a score of 3+ should be treated as significant.

ANNEX 2

GROUPING PROBLEM AREAS AND IDENTIFYING LINKAGES

From Step 2 significant problem areas will have been identified. In order to consider possible interventions it is useful to group problem areas and identify causal linkages. Below is an illustrative example of how this is done, where the arrows indicate causal linkages.



Conclusion: The above example indicates that there are a range of problems linked to democracy, good governance and violations of human rights. In this instance, a politicised security sector works with the government in maintaining oppressive policies. The issue of economic reform may need further investigation and consultation with stakeholders. More importantly, local civic groups can be consulted in looking for opportunities for change.

Early Response and Preventive Assistance Measures
