

NEPAL POST-CONFLICT SENSITIVE APPROACH: PEACE-BUILDING TOOL (PEACE FILTER) FOR PROJECT DESIGN AND IMPLEMENTATION

1. The following peace-building tool (formerly called the peace filter), developed through the joint work of the United Kingdom's Department for International Development and the World Bank, aims to support the conflict- and postconflict-sensitive approach adopted by ADB's country partnership strategy (CPS) in Nepal. This tool should be used as an analytical tool, to help mission leaders and social experts identify potential project risks linked to social conflicts, and develop adequate mitigation measures. It should not substitute for, but rather help structure the project's conflict-sensitive analysis, which was already mandatory under the 2005–2009 Country Strategy and Program. The questions proposed in this tool should help focus the conflict assessment, suggesting areas where a potential for social conflict may exist or develop. The tool focuses also on finding opportunities for the project under preparation to build peace and social cohesion. Not all questions may be relevant to the project under preparation, and hence need not be answered (for example the questions related to socioeconomic issues). However, the missions should endeavor to fill in the peace-building tool matrix as much as possible, given the importance of a comprehensive conflict analysis to ensure that ultimately ADB projects do support the end of social tensions and the successful conclusion of the peace process, or at least the principle "do no harm."

2. This tool is meant to be a flexible, living guide. The peace-building tool matrix should be first duly filled in during project preparatory technical assistance (PPTA) fact-finding, and then revised during PPTA implementation. The tool should be accompanied by a more extensive conflict-sensitive approach developed during the PPTA and the finalization of project design, in the case of projects for which the existing conflict risks are significant. After project approval, this peace-building tool will guide project review missions to check whether the identified mitigation measures are being duly followed and implemented. The matrix should be updated and revised as appropriate during project implementation.

3. During PPTA fact-finding, after an initial filling in of the matrix, the mission leader, guided by the answers to the questions, should determine if the PPTA should envisage the services of a social/conflict specialist to address the risks and concerns identified. Support in completing the matrix, and possibly in further developing the ensuing fully fledged conflict-sensitive analysis and approach, was provided under the RETA 7269: Supporting ADB's Engagement in Fragile Situations (R-CDTA), under which specific support for Nepal is planned, which continues through RETA 8065-Enhancing ADB's Engagement in Fragile and Conflict Affected Situations.

Peace-Building Tool (Peace Filter): Matrix of Project-Based Conflict Risks and Opportunities

Issues		Associated conflict risks	Possible peace opportunities	Recommended adjustments to project
Post conflict environment	What have been the main impacts of 10 years of insurgency in the project area?	Specific post conflict environment in the river basin is not known. The general situation shows increasing trend of internal displacement, over burdened housing, poor sanitation and urban environment, low carrying capacity of sewerage and water,	Project has kept into consideration all the associated risks	Project should track rate of internal displacement and make projection of infrastructure needs

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		high ground water, sand and stone extraction,		
	What are the current trends of conflict? Are new conflicts emerging?	Project area specific conflicts may be influenced by the national context of emergence of ethnic, identity or religious issues or local community politics driven by the unstable government and forthcoming elections of the CA	Project plan of engaging in general interest of larger segment of the Bagmati river basin will protect the project from being abused by local politics	It is important to note that development projects are usually influenced and abused by the political context in fragile situations. One of the mitigation measures to protect it from such emerging issues is to continue protecting public interests securing outcomes that are of long term interest of the community
	What are the structural causes (root causes) of conflict in the area?	Structural causes of conflict in the project area have not been identified at this moment. However, lack of job opportunities, equity and gender imbalance, transparency, and accountability are some of the key issues	Community participation and consultation, and involvement of local NGOs, CBOs or groups (mothers, forest, irrigation) help enhance a favorable environment for project implementation	Project should identify, revive and empower existing local groups through inclusion, adopt transparent hiring and procurement practices, engage locals in any employment or skills opportunities that may be created in the implementation of the project.
	Does the project respond to the development priorities of local communities?	There is no risk associated with the project prioritization	Improvement of the Bagmati river basin has been one of the peoples' wishes for a long time, which is likely to enhance peace in many ways	Project should assess the development priorities overtime and maintain flexibility in addressing them accordingly
	What does the community regard as its postconflict rehabilitation and reconstruction	Bagmati river basin improvement has been one of the key needs of the valley	BRBIP has rightly identified the rehabilitation needs of the Kathmandu valley	Project should accept the needs assessment as a continuum. Needs

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	needs?	population, hence there is no risks associated with the rehabilitation needs	community, hence the project is likely create more positive impacts in the long term	
Formal decision-making and implementation structures	Distribution of power/control			
	How representative, transparent, and accountable are the current formal local/central decision-making structures? Give examples.	Since the project has identified relevant formal institutions for making decision and implementation, there is no risks associated with it	Ministry of Irrigation, Water and Energy Commission, municipalities and VDCs are the major formal decision making and implementation structures, which is the natural fit to the project	Project implementation unit should keep abreast of roles and responsibilities of each institution and maintain a sound coordination between the formal institutions to minimize the institutional conflicts, if any
	How will the project affect existing formal political structures and decision-making processes?	Potential changes in the federal structure followed by political decisions under the new constitution may create some risks to the project given the nature of assigned duties to individual formal institutions	There may not be any or little effect to the project of the potential political decisions given the uncertain date of the constituent assembly (CA) elections and not so certain deadline of making the new constitution	Project needs to follow caution given the potential changes followed by federal structure as provisioned in the new constitution in the making and make necessary adjustments to the project management structures
	What formal peace structures (local peace committees (LPC), community mediation) are currently operating? How will the project interact with them during implementation?	Stopping the informal use of the riverbed for private purpose could be some of the disputing issues in the project LPC or community mediation type structures don't operate in the project catchment area	Project has made provisions for carrying out consultations and grievance redress as part of the safeguards requirement for resolving any disputes associated with the project. Besides, the project has a resettlement framework to address unforeseen issues related to involuntary	The Grievance Redress Committees should be empowered with skills and authorities to deal with any issues that can be locally addressed. In doing so, the project should mobilize local NGOs with such specific training capacity.

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		resettlement.	The project should allocate certain budget for capacity building training of the committees. Type of training will help the committees to improve skills on reconciliation and mediation and how to work in fragile situations
	Local acceptance		
How does the project ensure that hiring practices are regarded as equitable?	Nepotism and favoritism in hiring are some of the causes of grievances in general	Publication of hiring notices, fairness in selection, giving regards to qualification and gender balance help to ensure equitable practices	Project should follow due procedures and rules in hiring staff.
How does the project structure ensure transparent decision making and actions?	There is no risk associated with the structure given project procedures in making decisions and taking actions.	Transparent process in land pooling, consultation with locals in decision making and creating awareness on community benefits of the project help ensure local acceptance	Mobilization of community groups and NGOs for messaging, communications, 'watch dog' role, solid waste management, set up of nursery etc are good strategy to enhance transparency and reduce potential disputes
What steps have been taken to ensure that stakeholders accept the implementation approach?	Experiences have shown that poor communication, absence of local consultation and participation might create dissatisfaction and hence non acceptance by the stakeholders	Project intervention of rainwater harvesting, solid waste management, tree plantation, irrigation, improvement of river banks, improvement of cremation area and temples are some of the general interest and will be accepted by the stakeholders	Project should plan more innovative initiatives and approaches to ensure local acceptance: e.g. involvement of religious groups, local clubs for cultural preservation, traditional institutions.

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	How does the project ensure that selection of direct beneficiaries (i.e., individuals, user groups, areas, regions) is regarded as transparent, equitable, and inclusive?	Direct beneficiaries are the total population residing in the Bagmati river basin. There are no such perceived risks associated with the issues.	Since all population living in the Bagmati river basin and Kathmandu valley at large, they will equitably benefit by the project interventions. The project procedure of maintaining fairness and transparency in selection processes will mitigate issues, if any.	There is no such specific recommendations made in this regard.
	How does the project ensure that selection of indirect beneficiaries (i.e., government, project implementation unit, private sector, NGOs) is regarded as transparent and equitable?	There seems no risks associated with the selection of the indirect beneficiaries at this stage. However, selection of NGOs and private sector in the process may create some issues: e.g. elite capture, collusion etc.	Government institutions have been selected on the basis of natural roles of the proposed activities whereas project compliance with rules and procedures for selection of NGOs and private sector in implementation will be helpful in minimizing issues, if any.	Project should maintain transparency and proper communication strategy in selection of NGOs and private sector in order to reduce potential disputes and community grievances.
Informal peace-building structures	Social capital			
	How will the project impact existing collaboration among social groups?	There is no risks associated with collaboration with social groups at this phase.	Project provision of involving indicative groups (farmers CSOs, local activists, private sector) is a good approach for generating overall support	Project should list down all the existing social groups for possible collaboration—consultation, implementation, monitoring etc. Such indicative groups include: religious groups Bagmati preservation groups, women in waste management, environment protection groups, cultural clubs etc.
	Traditional institutions			
	Are there local/traditional structures, authorities, or institutions in place for decision making or	Since the major part of the project area falls in the religious	Identifying such groups may help the project to strengthen collaboration	Given the sensitive nature of the geographic location,

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	<p>conflict management? How will the project interact with these?</p>	<p>site (Gokarna, Guheswari), there might be some local or traditional institutions (trusts, clubs, social, cultural, religious) dealing with management of the geographic area or conflict resolution.</p>	<p>and better acceptance of the project interventions and approaches.</p>	<p>identification of such traditional institutions helps support the project.</p> <p>There should be some cost allocated to the social assessment for identifying such groups</p>
Social issues	Participation/interests			
	<p>Does the project impact on vested interests (i.e., traditional authorities, political parties, business interests, state actors)? If so, how?</p>	<p>The vested interest groups have been active in fragile situations, which is likely to create tension in the beneficiary community and groups. Land mafia, political and/or business groups might interfere in land pooling by demobilizing the community.</p>	<p>Involvement of the local interest groups in the project in the form of a watch dog or monitoring agents will protect the project from vested interest groups.</p> <p>As long as the beneficiary groups are convinced of the project benefits, they are likely to protect the project from such vested interest groups.</p>	<p>Project should inform the beneficiaries of the project plans through consultations, any changes in between, follow transparent procurement practices and comply with fairness in all processes to minimize potential influence of such interest groups.</p>
	Intergroup relations			
	<p>What are the existing social tensions in the project areas?</p>	<p>Though the existing social tensions are not known in the area, some tensions may emerge based on ethnic, religious or cultural issues—as influenced by the national politics over community politics.</p>	<p>Project approach of involving community groups in the processes will help create favorable environment for implementation</p>	<p>Social assessment should include identification of such existing or potential tensions so that the tension creating groups can be involved from the very beginning</p>
<p>How might the project impact these tensions?</p>	<p>The project is unlikely to impact such tensions. But such tensions, if any, may create problems in taking off the project—by blocking the take off or</p>	<p>Timely identification of such tensions helps prepare the project team to maintain caution</p>	<p>Project should identify various groups and find ways to build inter groups relations by engaging them in joint activities, formation of mixed</p>	

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	implementation, questioning the procedures or practices and/or any other unforeseeable political or religious factors.		users groups and or joint consultation	
	What are the various ways the project might affect the relationship between different identity groups?	Various identity groups might have individual interest and perception of the project, which might create issues in project implementation.	Project approach of including various interest and identity groups will help build the inter groups relations and smooth operations of the project	In addition to existing farmers, mothers or forest groups, the project should identify other ethnic, religious, cultural or special interest groups for inclusion in the process. Social assessment team should identify such groups for which project should allocate funds, if necessary
Socioeconomic issues	How will the project affect differential access and competition over any of the following:			
	Education?	There is no risks associated with education, neither it is creating any competition over education	Improved water management system and economic opportunity will create opportunity for improved investment on education	Project should keep track of improvement in education sector and document it
	Health?	There will be no risks associated with the health sector. Without such interventions might create several health hazards though	Improvement of river banks, improved water quality and sewerage, tree plantation, park development etc. will have positive impact on health	Project should track the health impacts of project and document it though some management information system: prevalence of water borne disease, respiratory problems, heart disease etc.
	Employment?	It is a general perception that	Project approach of engaging local labor	Project should document the

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	development project will provide employment opportunities. Though project is not directly focused on job creation, ignoring locals for any such opportunity is likely to create disputes	force, when opportunity arises, will help minimize grievances associated with the project.	number of jobs created during implementation as part of the project monitoring framework.
Natural resources?	No such direct risks are likely. Unplanned and hazardous urbanization by encroachment of the public property in the river basin, deforestation, competition over water extraction, and scarcity of water resources are a few risks related to the project	Improved and integrated water resource management plan enhances quality of life in the river basin and in turn overall satisfaction of the population	Project should conduct a periodic and random 'people's perception survey' in between implementation which contributes to the overall results. In doing so, there should be some budget allocated for such survey
Productive resources?	There seems the project does not have major risks associated with the productive resources	All proposed interventions help improve productive resources: land quality, labor force, investment climate for income, local enterprise development	There is no such specific recommendation on the issue
Land/housing/property?	There will be a competition over land quality and prices due to improved situation. Land or property prices will increase	Increase in land or property prices and rental will cause increased satisfaction for certain groups	There is no specific recommendations on the issue
What is the potential for benefits/inputs to be captured by unintended groups (i.e., local elites, business interests, political actors, "conflict economy")?	There is a general tendency of local elite or political actors to capture the project benefits in all development projects	Project provision of safeguards, due diligence, procurement procedures, transparent hiring practices and technical guidelines help mitigate such captures	Project should not deviate from rules and procedures in order to prevent the project from potential capture by the unintended groups.

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Geographic issues	How does the project affect linkages, divisions, and/or competition?			
	Within regions?	No such direct linkages or divisions seen within the region. Water sharing between the district or regional boundaries could be one of the potential issues in the division of federal structure	The project plans to improve the overall basin between upstream and downstream in various ways, which have opportunity to link between settlements, villages and rural-urban areas.	Project should watch the planned federal structure which might have some impacts on the water management and sharing issues
	With adjoining regions?	No such risks associated with the regional linkages	Regional linkages or competitions issues are not relevant to the project.	No such specific recommendations are required under this issue.
	Between rural and urban/semi-urban areas?	The natural course of Bagmati river being taken through rural, semi urban and urban areas, there seems no such divisions or competition emerging	The project indeed links the rural and urban areas through various interventions, communications and mobility	Project should track such linkages, divisions or competitions as it arise
	With international neighbors?	There is no such risk associated with the international neighbors in this project	The issue is not relevant to analyze	No specific recommendation is relevant in this regard
Security	Does the project support specific conflict-affected groups or geographic areas? If yes, describe which ones and how.	The project does not have such a mandate. All residents in the Bagmati River Basin are equal beneficiaries of the project.	Though the does not have mandate of supporting conflict affected people, including any excluded groups, especially, victims of conflicts is a great opportunity for providing peace dividends and enhancing sustainable peace	It is recommended to identify and include conflict affected people and singled women in the processes and activities in order to strengthen the post conflict transition. Social assessment process can be of help in finding it out by allocating some funds
	Is the security of women and children an issue? How? (e.g., human	The security of women and children	Keeping special consideration for	Though gender and social inclusion

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	trafficking, abduction, food, forced labor)	women and children issues helps strengthen relation with the community, hence better support to the project	framework has assessed the situation and have recommended actions, the women children security issues in general should be given due attention
	Is the project area stable and security appropriately managed? How?	Experiences have shown that proper arrangement of security umbrella helps manage fair procurement and bidding process, and security of physical infrastructure, if any.	Project should ensure arrangement of security posts and force in the project area by coordinating with the executing agency
	Is the security environment favorable for the internally displaced people if and when returning home? How?	Though there are no such groups settled in the project area, it would be helpful to keep a watch if such a situation prevails, and that will help minimize associated risks, if any.	Followed by assessment, the project should engage, through executing agency, in a high level political negotiations and settlement to manage or resettle such groups before or during implementation, if such issues arise in course of time.
	How does the project itself impact local security directly or indirectly (i.e., through improved access,	There is no such risk associated with access or	The local environment will instead continue to improve with outcomes

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	environment).	environment.	of the project	the issue
	How does security impact the project? (e.g.staff safety, abduction, extortion, threat)	Security issue does not seem to have any impact on the project	Consideration for staff training on how to deal with threats, extortion or abduction will increase the staff morale and confidence, hence building on such skills ensures smoother implementation	Security awareness or orientation to staff at minimum could be planned. Staff training on how to work in fragile situation is recommended. A reasonable cost for such training should be allocated