LIFT CONFLICT FRAMEWORK

LIFT's strategic approach and action plan

November 2019

Livelihoods and Food Security Fund

Managed by UNOPS

by Richard Smith

LIFT Conflict Sensitivity Adviser

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1. Overview

LIFT's strategy for 2019-2023 includes an increased geographical focus on less accessible border areas in ethnic states, and in conflict-affected areas, to support more sustainable and predictable approaches to poverty and hunger reduction in protracted crises. LIFT is therefore developing a more strategic approach to conflict sensitivity.

The LIFT Conflict-Sensitivity Principles, originally developed in 2015, were revised and updated in recognition of the changes in the conflict context. These principles, combined with the revised LIFT Conflict Framework, will establish deeper awareness among LIFT staff and management of 'Do No Harm' and conflict sensitivity, and build capacity to analyse and understand the dynamics of conflict in the communities where LIFT is supporting implementing partners.

LIFT's conflict-sensitivity principles will guide strategic direction, programme and project design and implementation, including during monitoring and evaluation and in generating programme learning, as part of LIFT's commitment to ensure that LIFT's work does not exacerbate conflicts, leaves no one behind and that work in conflict-affected areas is accepted by key local actors.

A capacity building process for LIFT's implementing partners and the LIFT Fund Management Office (FMO) was designed and implemented by RAFT[1] with the support of LIFT. This will seek to establish minimum expectations with regards to sensitivity across all grant recipients.

A multi-stakeholder consultation process, and in-depth participatory conflict analysis, will inform and guide the implementation of the LIFT Strategy 2019-2023. Scoping missions of states and regions will inform the design of programmes and the calls for proposal process. These processes will inform the types of interventions that are designed and the way they are implemented. An analytical base will be regularly updated and will feed into, and inform, adaptations and responses to changes in the contextual dynamics.

2. Categories of conflict

While it is possible to identify several categories of conflict in Myanmar it is important to recognise that these categories form part of an interconnected system of conflict dynamics. The complex political economy of Myanmar includes several structural conflict drivers that work together to produce the proximate tensions and open conflicts that permeate the context.

Four main categories of conflict are identified:

[1] RAFT is a specialised organisation providing technical assistance to LIFT and the Access to Health Fund over two years as implementation in conflict-affected areas is rolled out.

2.1 Conflict between Ethnic Armed Organisations and the Armed Forces of Myanmar

About 118 of 330 townships in Myanmar are affected by long-term subnational conflict that stems from longstanding political, social and economic tensions between minority groups, the central government and the Myanmar Tatmadaw. The conditions in these townships, mostly in states rather than regions, vary considerably. Some areas are only lightly affected, others suffer from ongoing violent clashes. Some conflict-affected parts of Myanmar remain under the authority of Ethnic Armed Organisations (EAOs) and other areas experience mixed forms of control.

The Self-Administered Zones and Self-Administered Division in Shan State add another complexity to the dynamics between the Tatmadaw and EAOs and the issue of governance and authority. Southern Shan includes the Self-Administered Zones (SAZs) of Pa-O and Danu. In northern Shan, there are the Kokang and Pa Laung Self-Administered Zones and the Wa has a constitutionally legislated, significantly different form of government from the rest of the state.

Ongoing negotiation processes including the Nationwide Ceasefire Agreement and the Political Dialogue Process offer opportunities to build sustainable peace, but conflict is likely to persist. The term 'conflict-affected areas' is preferred here to the term 'areas emerging from conflict' given ongoing armed clashes in numerous areas. Even in areas where ceasefires are holding, tensions persist and suspicion still surrounds many development projects that are perceived locally as unwelcome impositions of the central government.

Most development partners have established working relations with the government and now increasingly channel aid to the state through technical assistance, sectoral programmes, or direct budget support.[2] There are also many who are now working either directly with EAOs or through ethnic service providers and civil society initiatives that are closely connected. The selection of implementing partners, and choices about which authorities to work with, is sensitive because of the contested nature of governance arrangements in several states and regions. Supporting the extension of government influence in contested areas, may undermine the self-governance aspirations of ethnic minorities and EAOs. Conflict-sensitive development practice needs to consider these dynamics and actively engage all authorities active in the project area.

2.2 Conflict over territory, land and resources

Economic opportunities and the control and ownership of assets and natural resources, including land, agricultural supply chains and trading routes, are highly politicised in Myanmar. Forms of ownership and control within the formal economy are dominated by Myanmar's military. Militias and non-state armed groups are also involved in revenue collection and economic activity dependent on the control of land and natural resources. The trade in timber, gems and precious metals including silver is matched by mining zinc, lead, iron, tungsten and tin, as well as malachite and quartz.

[2] The Contested Areas of Myanmar; Subnational Conflict, Aid, and Development, The Asia Foundation, 2017

The informal and illicit trade of drugs and arms are also a feature of an economy caught up in conflict systems, with trade routes cutting through territories controlled by contesting forces. Myanmar has emerged as one of the largest global centres for heroin and methamphetamine production. Large quantities of the drugs, with a street value of tens of billions of dollars, are shipped across the Asia-Pacific.[3] Production is said to happen in safe havens in Shan State held by militias and other paramilitary units allied with the Myanmar military, as well as in enclaves controlled by non-state armed groups. Drug production and trade are now central to the political economy of Shan State as they have become large enough to overshadow the formal sector of the region.[4]
Land ownership mechanisms and land use practices vary across the states and regions, and EAO-controlled areas. Traditional communal land use practices add complexity to development initiatives that impact on land.

The political economy creates a complex context affected by multiple forms of conflict including armed conflict between EAOs, the government military and government backed militias. This complicates efforts to resolve the area's ethnic conflicts and undermines the prospects for better governance and inclusive economic growth in Shan State. In 2018, numerous clashes were reported between the military and EAOs and between EAOs themselves.[5]

Political and economic forces at union, state and sub-state level will impact on projects and LIFT will need to work carefully to navigate the relationships and dynamics involved.

2.3 Identity-based and religious communal conflict

Myanmar is an ethnically diverse nation with 135 distinct ethnic groups officially recognised by government, and dozens more laying claim to official recognition. Government recognises eight "major national ethnic races"- the Bamar, Chin, Kachin, Kayin, Kayah, Mon, Rakhine and Shan. The Bamar constitute 68 per cent of the population.[6] These classifications are controversial and contested and form part of the underlying tensions that are being negotiated through the political dialogue process.

The protracted crisis in Rakhine, including the deeply concerning extreme violence and human rights abuses against the Rohingya community, has had a profound effect on communal relations across Myanmar. In 2018, over 100,000 people remain detained in camps in central parts of Rakhine State, while over 700,000 fled to Bangladesh following campaigns undertaken by the Armed Forces of Myanmar. The related escalation of anti-Muslim sentiment has sparked violence in several parts of the country, including Yangon, and the forms of religious nationalism that have emerged remain a serious driver of conflict.

[3] Fire and Ice: Conflict and Drugs in Myanmar's Shan State, International Crisis Group, Asia Report No: 299, 2019
[4] Ibid.
[5] Myanmar's Changing Conflict Landscape, ACLED, Brining Clarity to Crisis, Jan 2019
https://www.acleddata.com/2019/01/17/myanmars-changing-conflict-landscape/
[6] https://en.wikipedia.org/wiki/List_of_ethnic_groups_in_Myanmar...16/02/2019

As the situation in Rakhine State escalates, with armed confrontations between insurgents, the Arakan Army and the military, it has become clear that the conflict in Rakhine is not a separate form of conflict, but part of deeper structural factors that include identity-related aspirations that are connected to the control of territory and resources, and a desire for greater self-determination.

The dynamics in Rakhine have had a profound effect on relations within and between civil society groups. Levels of uncertainty about the shifting balance of forces have deepened mistrust between the conflicting parties. The case of Rakhine has sharpened issues of citizenship and identity, making the application of the principles of inclusion and non-discrimination more sensitive and challenging.

2.4 Conflict between communities and investors

Several land disputes have arisen between communities and investors, and unresolved claims have been lodged with state- and union-level government representatives. Disputes include concerns over the confiscation and misuse of land and complaints against 'land grabbing' without compensation, or the free prior and informed consent of communities affected by investment projects. These land disputes fuel underlying tensions and add to the sensitivity of development activities related to land.

Despite recent democratisation efforts, the country remains heavily militarised. Tatmadaw officials and investors with military connections retain significant holdings in commercial mining and other natural resource-based enterprises, while a legacy of 'land grabs' continues to affect many rural areas. This association between investment, development and the consolidation of power and authority, is part of the dynamic that escalates the concerns of communities and civil society organisations.

Major infrastructure projects including the construction of roads, dams, hydro-electric power stations and pipelines are highly controversial. National and local civil society networks and movements are actively opposed to many of these projects. Some of these investment initiatives include government and EAO support and involvement.

In addition to the concerns of civil society and communities directly affected there are also deeper concerns about the implications of opening up development and investment opportunities in Myanmar without fully addressing or acknowledging the depth of grievances among EAOs. Seeking a developmental solution without adequately addressing the underlying political concerns has the potential to obstruct the ability of EAOs to have their grievances fully addressed.

3. Conflict framework outline

This cross-cutting strategy defines how LIFT will engage with conflict in its approach. The key issues are LIFT's capacity to work effectively in conflict-affected areas, and the conflict sensitivity of LIFT's programmes across the country.

The LIFT Conflict Framework includes actions that will mitigate the potential for unintended negative consequences, and promote efforts that 'Do No Harm'. The LIFT framework uses an integrated programming approach to livelihoods and food security to establish mechanisms and processes that work deliberately to encourage cooperation and build social cohesion.

These mechanisms and processes will acknowledge and engage with the conflict dynamics and the contesting stakeholders in the context, and in so doing aim to contribute to a sustainable peace and development agenda.

3.1 Connecting conflict sensitivity and conflict analysis

The LIFT Conflict Framework outlines an approach to conflict sensitivity and conflict analysis that will strengthen and complement existing LIFT practices.

Conflict sensitivity is about deepening an awareness of the interactions between programme implementation and the dynamic tensions that exist in every context.
Conflict analysis is about deepening an understanding of how and why the tensions in a context shift and change over time.

These two elements complement and reinforce each other and share the aim of enhancing the ability of LIFT to operate effectively as it works with implementing partners.

3.2 Conflict analysis

IPs and the LIFT FMO will need to be familiar with, and make use of, the conflict analysis tools attached to this framework as Annex 5 and Annex 6.

Annex 5 provides a generic example of a **Power, Stakeholder and Relationship Map**. This tool should be completed for every township where LIFT will be working.

Annex 6 provides an example of a **Proximate, Structural and Trigger Factor Analysis**. An analysis of these factors should be carried out for every state or region where LIFT is working.

These tools should be updated every three months. Identifying the **peace and conflict drivers**, and the **connectors and dividers** in each context, elicited out of the stakeholder discussions at township and village levels, will add an important additional element to the analysis.

Understanding conflict is about understanding the dynamic tensions present in every context. Tensions are often described as 'issues' or 'problems' and are understood differently because of the varied perspectives of each person or group of people. Analysis tries to understand the connections between these issues, and how they are understood differently, and uncover other issues to which they are connected. By rooting programme strategy in a deeper understanding of the context LIFT will significantly reduce the risk of unintended negative outcomes.

The underlying tensions in Myanmar influence the relationship between actors, between institutions, and between people and groups of people. They are dynamic because as with any relationship they are constantly shifting and changing. Dynamic tensions also affect LIFT, as one of the actors in a context, as its actions influence and support different forces, impacting on the Myanmar political economy and the peace process, and affecting local power balances.

The LIFT approach to conflict sensitivity and analysis aims to assist LIFT staff to develop an analytical approach to understanding and explaining where the tensions come from, what drives them and what escalates or influences them. While it is true that some tensions escalate to the point of confrontation, and some confrontation becomes violent, the tensions behind the violence are the real drivers of conflict. These tensions exist at many levels, some are on the surface but many are also deeper, linked to history, identity, power and control over resources.

3.3 Conflict sensitivity

The **LIFT Conflict Sensitivity Principles,** outlined in **Annex 1**, and the **Reflective Framework for Conflict Sensitivity, Annex 2**, are included in this Conflict Framework as a key resource. The principles are intended to guide LIFT at each stage of the programme cycle, while the Reflective Framework provides a set of questions that IPs and the FMO can use to guide a reflective discussion on the conceptual thinking behind a programming intervention. These questions provide an additional analytical component to planning and monitoring that turns the lens away from the context and onto the programme and the implementing organisation.

Conflict sensitivity means the ability of an organisation to:

- understand the conflict dynamics in the context in which it operates;
- understand the interaction between the organisation's interventions and these dynamics;
- act upon the understanding of this interaction, to avoid negative impacts (i.e. to 'Do No Harm') and maximise positive impacts.[7]

Conflict sensitivity gets us to think about **HOW** we do things. It helps us to think about the implicit messages we are sending out, how we might be influencing and affecting the context in which we are operating, and how the conflict sensitivity principles are being put into practice.

Developing a common language and a common way of talking about conflict will allow LIFT staff to clearly communicate with each other and with IPs about how the context is changing and the effect the programme is having on the conflict dynamics.

[7] Conflict Sensitivity Consortium 2015: *Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding Resource Pack*, Chapter One. *http://local.conflictsensitivity.org/key_reading/conflict-sensitive-approaches-to-development-humanitarian-assistance-and-peacebuilding-resource-pack/*

Being more aware of tensions in the context and the effect of programming choices allows organisations to make more effective decisions, to anticipate risks, to reduce the potential to escalate tensions and push things in an unintended negative direction and to contribute to social cohesion and peace building processes.

Conflict sensitivity is a cross-cutting concern of relevance to all LIFT priority areas, including the four thematic areas (financial inclusion, nutrition, agriculture/rural market/food systems, decent work) and specific issues such as migration and labour rights. Conflict analysis draws attention to the close associations between the political contestation between conflicting parties, the military struggle associated with this contestation and the economic opportunities presented by extending control over natural resources and managing access to livelihood opportunities.

3.4 Examples of upstream conflict considerations

Annex 3: Graphic Summaries of Conflict Sensitive Approaches provides two useful figures that explore the features of development initiatives that contribute to or undermine peace in contexts of subnational conflict, and the types of processes that can be used to ensure programming is conflict sensitive. These tools provide practical examples of the considerations essential to a conflict-sensitive approach and can be used to strengthen the discussions that will be initiated through the **Reflective Framework (Annex 2).**
These graphic summaries focus on the following important features of development initiatives:

- Extending service delivery or building infrastructure into conflict-affected areas can be interpreted as a controversial attempt to strengthen the authority of union- or state-level governments, and thus to weaken or undermine the authority and legitimacy of ethnic armed organisations. Conversely, aiming to build consensus across conflict lines can enable improved service provision and support peace processes, by building mutual understanding and cooperation.
- 'Do No Harm' outlines how humanitarian and development resources have a substitution effect. When external resources are used to respond to humanitarian needs in areas under the control of an authority it allows the controlling authority to possibly use their resources for other purposes, including purposes that prolong the fighting.
- The legitimisation effect of support also needs to be considered; the way in which resources are given to one group, and not another, legitimises that group. For example, in an area of mixed control, resources given to an EAO will legitimise the authority of that EAO. Sometimes this might form a deliberate part of a strategy and be part of the desired outcome.
- The potential for substitution and legitimisation effects to have unintended negative consequences escalates in areas where two or more EAOs are contesting the same space. In areas where an EAO has authority over more than one ethnic group the effect becomes even more complex. When there are tensions within a group, support to one section of that group can also be an issue. This includes tensions within the ranks of militias and EAOs and among the Tatmadaw.

- In volatile areas resources also run the risk of being diverted, or confiscated, potentially fueling conflict and sustaining war efforts.
- Addressing inclusion and equity between groups, especially in areas with multi-ethnic populations, may have significant repercussions; drawing attention to minorities and marginalised communities may invite accusations of bias, and escalate tensions.
- A shared developmental purpose can also be a powerful unifier, bringing conflicting parties together, and enabling forms of cooperation that can build relationships and strengthen levels of trust and confidence. Establishing cooperation and consultation mechanisms and supporting existing forms of collaboration can also build social cohesion and contribute positively to stability, security and peace.

3.5 A principled and pragmatic approach

In 2017, in refreshing the strategy for the next phase, Fund Board members expressed their expectations that LIFT make further efforts to reach the most vulnerable communities in Myanmar. Adopting an appropriate position on conflict across its work is an important means to achieve these aims.

The steps carried out so far by LIFT generated some capacity and awareness of how development programmes need to operate differently in conflict-affected areas, but considerable work remains to be done to ensure that conflict-sensitivity principles are taken on board across LIFT, both in setting strategic direction and during implementation.

For 2019-2023 LIFT will adapt its approaches and systems accordingly to work effectively in conflict-affected areas:

- LIFT's revised Conflict Sensitivity Principles, **attached as Annex 1,** will continue to define the overall approach.

- LIFT will aim to ensure that a conflict-sensitive approach is integrated into programme design and planning, partner and project selection, risk mitigation and management, and monitoring, evaluation, accountability and learning (MEAL). LIFT will also consider conflict issues at a strategic level, integrating conflict sensitivity into its programme approaches, calls for proposals, strategic level monitoring and evaluation, and other upstream processes.

- Effective risk management will enable the LIFT Programme to achieve optimal results and reduce the potential for unintended negative consequences. Risks to LIFT programming in Upland areas are significantly higher than in the Delta, Dry Zone or Ayeyarwady regions of Myanmar. The politicised nature of the context also means that risks have the potential to impact more significantly on LIFT itself, and on the wider context.

- LIFT will develop a dynamic Programme Risk Assessment Matrix (PRAM) for each operational area, that will be regularly updated (at least every quarter). These PRAMs will assess the level of risk associated with each component of the LIFT programme against seven key areas:

- ***Contextual Risks*** – concerned with changes in the context, often related to the volatility of the context over which LIFT has little or no control.
- ***Partner Risks*** – related to the capacity of partners to operate in a conflict-sensitive manner consistent with the needs of operating in a conflict-affected area.
- ***Programme Risks*** – associated with delays in programme implementation or the inability to access or remain active in areas affected by the shifting conflict dynamics
- ***Political Risks*** – connected to issues of access but also issues of authority and acceptance on the part of the controlling authority in the areas where LIFT partners are operating.
- ***Reputational Risks*** – in line with how the LIFT programme is perceived by external stakeholders, magnified by high levels of tensions related to interpretation of the interim arrangements and concerns over encroachment of one authority into an area historically controlled by another authority.
- ***Security Risks –*** The likelihood of increased clashes among EAOs, and between EAOs and the Myanmar military, will present security risks to LIFT personnel and those of their partners. LIFT needs to develop a strategy to mitigate and manage these potential risks.
- ***Fiduciary Risks*** – Weak capacity and the unpredictable nature of operating in a volatile context will likely increase potential for risks in relation to the management and accounting of programme expenditure.

- LIFT will expand its risk management and mitigation systems to include these forms of risk and explore ways in which risk can be shared between the FMO at the strategic level, and implementing partners at the operational level.

- IPs will be expected to carry out inclusive participatory analysis of the local dynamics and influential stakeholders in every township that will be affected by the implementation of project activities.

- LIFT will design and establish a consultation process with stakeholders at the state and sub-state level, including representatives of the Myanmar Government; EAOs; national NGOs operating in the area; INGOs; sub-state level farmer's associations; land groupings; youth and women's movements including the Women's Action Networks, women's formations built as part of the EAOs; Youth Formations; the Farmer and Land User Unions, and the Environmental Conservation and Farmer Development Organization.

- LIFT will establish a Programme Reference Group that includes representatives of these stakeholders and meets regularly to receive reports and give feedback on project implementation and its effect on communities.

- Vulnerable groups and marginalised communities will be identified within the targeted townships during beneficiary selection, while care will be taken to ensure that

beneficiary selection considers the ethnic and religious diversity in the area and the sensitivities around identity.

- Land-related activities within the project will analyse, understand and acknowledge local land disputes and ensure that beneficiary selection considers historical forms of land confiscation and dispossession

- Identify opportunities for ways of working that connect people and strengthen local drivers of peace

- Follow international best practices in engaging and communicating with communities that will be affected by the project, including practices related to free prior and informed consent and fair compensation for crops, land and assets affected by development practices

- LIFT will co-design with implementing partners a learning-based programme Theory of Change that explores topics related to:
    - Including internally displaced persons and returnees in development programmes
    - Social cohesion and inclusion
    - Gender equality and women's empowerment
    - Programmes in the ethnic/border states and conflict-affected areas
    - Work with governing authorities on targeted policies and policy reforms
    - Mainstreaming conflict sensitivity across the programme

- LIFT will address conflict factors from its core areas of comparative advantage and within its main strategic objectives. A conflict-sensitive approach will not involve defining an entirely new direction or separate initiatives. While being open to new opportunities, LIFT will build on its experience to date, including where it works and with whom it works.

- As a multi-donor fund, LIFT can consider innovative programmes that have great potential but also carry high risks of underachievement or failure. This may involve unconventional ways of working on issues at the interface of conflict, livelihoods and food security. It may also involve supporting development interventions in conflict-affected areas where the unstable security environment generates additional risks of achieving only a limited impact.

- Expectations need to be realistic given that sustainable and broad impact is often elusive in areas where political structures are unstable and institutions are weak. LIFT will consider working with unconventional non-military partners, including ethnic organisations that carry influence in some conflict-affected areas, civil society organisations, and the private sector.

- While remaining flexible, LIFT will operate within defined limits. It will remain impartial and work within established UN guidelines. In the field, it will follow security advice to assure the safety of staff from the Fund Management Office and implementing partners.

The principled and pragmatic LIFT approach to programming will be strengthened by:

- Considering conflict issues at a strategic level and integrating conflict sensitivity into programme approaches, calls for proposals, monitoring and evaluation, and other processes.

- Applying a more systematic approach that will consider conflict factors within strategy formulation and as a part of assessing funding proposals at an early stage.

- Identifying conflict-affected areas with conflict-affected populations for integrated interventions, based on livelihood and food security needs, and addressing factors from the point of view of LIFT's areas of comparative advantage and within the main strategic objectives.

- Working in conflict-affected areas incrementally and seeking initially to build on successful existing partnerships, prioritising partners with experience and knowledge of the operating context.

- Looking to build mutual understanding across conflict lines on livelihood and food security issues, recognising the presence of multiple service providers, including civil non-state bodies and affiliates associated with some EAOs; and, in some cases, engaging directly as an FMO with local stakeholders to generate trust and working relationships.

- Strengthening connectors at union, state and township level, and connecting with multiple stakeholders to build relationships and contribute to social cohesion.

- Establishing communities of practice on conflict and livelihood, involving implementing partners and associates.

- Adopting a pro-active approach to generating alternative funding modalities where there are very few potential partners who can work effectively.

4. Geographical areas of engagement

LIFT supports programmes that may operate in any of Myanmar's 330 townships in support of LIFT's livelihoods and food security objectives. The unpredictability of armed conflict generates a need to be prepared to respond to new contexts. LIFT will aim to avoid areas of intense live conflict (which are typically fairly limited in size and shift over time) and zones where even humanitarian access is severely constrained.

LIFT will grow its work in conflict-affected areas incrementally and in most cases seek initially to build on successful existing partnerships. The following list of potential focus areas is indicative and does not exclude the possibility of working in other conflict-affected areas. Specific calls for proposals will be considered to ensure that these identified areas are reached:

- **Conflict-affected areas of South-East Myanmar** where existing implementing partners are active, including northern townships of Kayin State, Mon State, Kayah State, eastern Bago and northern Tanintharyi. While tensions and some violent incidents continue, ceasefires have generated new livelihoods opportunities for sedentary, displaced, and migrant populations. Key issues include supporting market-based smallholder production and value chains, and durable solutions for current or potential returnees. Opportunities exist to improve the capacity of implementing partners and key stakeholders (including government, the civil wings of ethnic armed organisations, and NGOs) and to work with a range of different bodies.

  Violence has decreased in some parts of this zone but tensions remain, armed clashes have persisted, and significant areas are under mixed authority or are controlled by ethnic armed organisations. LIFT will ensure that consultation takes place and consensus is reached across key local stakeholders including armed groups and civil society before initiatives are implemented. Issues of displacement, and of potential returnees to the area, are significant.

- **Eastern Shan State**. High levels of poverty, access constraints, and complex local politics create a challenging operating environment. Engagement may require partnerships with one of the few existing organisations able to operate on the ground. This area receives very limited international assistance.

- **Southern Shan State -** building on existing involvement in the area. Potential may exist to work in less accessible and more heavily conflict-affected areas that typically have higher rates of poverty. Market access both within Myanmar and across borders generates significant potential although conflict-related problems persist, including the impact of repeated displacement and unstable governance structures.

- **Kachin State and northern Shan State**. Active conflict generates significant constraints in some areas although access is possible in many townships and local implementing capacity exists. Supporting humanitarian to development transitions by backing durable solutions for displaced people is a priority.

- **Rakhine State**. LIFT recognises the deeply entrenched challenges facing residents of Rakhine State and will operate along agreed lines identified by United Nations agencies and LIFT donors including the Advisory Commission on Rakhine State's report and United Nations frameworks for Rakhine State. Support will follow internationally agreed norms. There is a need to improve development outcomes for all people living in or returning to Rakhine State, while also recognising that economic development alone is

insufficient to tackle the causes of conflict or to uphold human rights. Approaches that fail to recognise the needs and rights of all people will not be supported. LIFT will seek to avoid support that fails to address or effectively work around institutionalised discriminatory practices.

- **Other areas:** LIFT will consider engaging in other conflict-affected areas of Myanmar if appropriate opportunities arise and continue to work in areas less affected by conflict to ensure an appropriate balance of projects across the country.

5. Conflict-related Vulnerabilities

LIFT is well positioned to address some specific conflict-related livelihoods and food security issues. Such issues may cut across more than one strategic objective and an effective response will require cooperation between different programmes. LIFT will seek to address conflict-related issues that the Fund Board prioritises where viable approaches can be found and where sufficient knowledge and understanding exists to enable informed, high quality engagement.

Two issues can be initially identified. Further issues may follow in response to Fund Board interests and the changing context.

- **Displaced people.** Conflict has generated repeated, long-term displacement within Myanmar's borders and into neighbouring countries. Large-scale land acquisitions and development-related displacement continue to generate further displacement in many parts of Myanmar, especially in conflict-affected areas. LIFT is already supporting efforts to seek durable solutions to displacement in South-East Myanmar, and also works with partners in areas where displaced people are living in Kachin State and northern Shan State. Initiatives with experienced implementing agencies can develop approaches and offer direct support to improve the livelihoods and food security of people returning home or settling in other areas, improve enabling conditions such as market access or land rights, and assist people living in areas experiencing displacement or affected by the return of displaced people. Critical issues include access to land and land rights, documentation and citizenship, access to markets, and opportunities for vocational training or adult education.

  LIFT will work with humanitarian agencies, but avoid duplicating or filling gaps in their work, and will not aim to fund directly the short-term immediate costs of return processes. Support will uphold principles of voluntary return and concentrate on collective assistance rather than individual stipends or benefits. Continuing conflict tensions and a lack of cross-party agreement make many people in border areas of South-East Myanmar and elsewhere reluctant to join official systems for settlement. In response, LIFT will aim to support people who return informally unless the context changes significantly. LIFT will prioritise the promotion of community-led or demand-driven practices rather than centrally-planned construction and resettlement schemes. Progress will be monitored over time.

LIFT will consider support that addresses the needs of displaced people, returnees and of receiving 'host' communities. Key concerns include vocational training, financial systems, and overall preparedness to resettle or accept settlers. Where tensions continue, low-key steps to specify and include support in these fields within a general call for proposals could be more appropriate than a specific call for proposals.

- **Natural resources and conflict**. Resource management and rights to natural resources including land, forests, fish stocks, and minerals are fundamental to rural livelihoods and food security, and to the overall economy of Myanmar. They are also a key aspect of ongoing peace processes given close links between local level conflict tensions and natural resources in many conflict-affected parts of Myanmar. From the perspective of small-scale farming and fishing in conflict-affected areas, LIFT will seek to promote better resource management and dispute resolution at the local level and in policy formulation. Work in this field may involve cooperation with existing or new national or local implementing partners, 'mainstreaming' issues into ongoing programmes, or cooperation with other international agencies and funds.

- **Other issues as identified over time.** For example: labour abuses and trafficking that relate to conflict conditions; work to reclaim and improve land that was abandoned due to conflict, including support to the selective clearance of landmines and unexploded ordinance.

6. Partnerships and conflict sensitivity

Conflict conditions and their impacts on livelihoods and food security vary greatly even across short distances within a township. LIFT recognises the need to work with partners, and to support systems, that can respond to this diversity.

Conflict sensitivity will be considered when defining overall approaches, in selecting partners, assessing bids or funding proposals. LIFT's stringent appraisal process evaluates and prioritises local experience, looking for implementing partners who are well versed in their operating environment. LIFT will also ensure that conflict-sensitive measures proposed in initial project plans are carried through by partners.

As LIFT moves increasingly into the policy arena, national approaches are especially critical. The FMO will aim to identify and support adaptations to government approaches to respond to ethnically diverse populations and conflict conditions. Attempting to support national policies and initiatives that strengthen local ownership and counter the grievances generated by centrally imposed initiatives can be a challenging undertaking. But opportunities to back such reforms need to be pursued.

Within its area-based programmes, LIFT will look to build mutual understanding across conflict lines over issued related to livelihoods, food security and nutrition. Positive experiences in the health and education sectors of common approaches in conflict-affected areas of Myanmar offer examples to adapt.

Opportunities for networking and exchange of knowledge within and between conflict-affected areas will also be sought, potentially through supporting issue-based networks of organisations or by establishing communities of practice among implementing partners and other bodies.

LIFT will consider working with a range of non-military implementing partners as appropriate: Government of Myanmar, civil ethnic authorities in areas of mixed control and where the Government of Myanmar has limited influence, NGOs, civil society bodies, academic institutions, and the private sector. Where appropriate, LIFT will support relevant sub-national government and non-governmental bodies, from the state and region level down to the village level.

The Fund Management Office will in some cases engage directly with local stakeholders in order to generate trust and working relations with key stakeholders. Developing effective relationships can be slow and difficult in conflict-affected areas where both trust and access are limited. A need may arise for a limited number of field staff based in strategically selected locations to manage relations and liaise effectively.

Funding modalities that include calls for concepts as a precursor to a call for proposals, or as an alternative process should be considered. LIFT should proactively explore opportunities for creating synergies between implementing partners, ethnic service providers and civil society groups that have complementary skills and experience. For many conflict-affected areas, there are very few potential implementing partners that have sufficient connections, knowledge and capacity to work effectively. Potentially viable partners in such areas may not be able to fulfil the complex requirements of conventional calls for proposals, generating a need to proactively seek partnerships and to adapt how calls for proposals are undertaken.

7. Issues, Focus Areas and Actions

Issue	Required outcome	Proposed actions
1. Strategy and approach	1.1 Conflict sensitivity integrated into LIFT strategy and across pillars 1.2 Conflict analysis and Do No Harm mainstreamed	1. Discuss and agree on the LIFT Conflict Framework 2. Discuss and agree on a set of revised **Conflict Sensitivity Principles (Annex 1)** 3. Workshop for senior FMO staff to discuss mainstreaming conflict into programme pillars and build agreement on action points 4. Utilise the Conflict Sensitivity Adviser 5. Encourage discussion on conflict sensitivity across the programme
2. Applying conflict sensitive principles	2.1 Conflict Sensitivity Principles are applied consistently across the LIFT programme 2.2 Capacity building in conflict sensitivity is supported across IPs	6. Use the **Reflective Framework (Annex 2)** within LIFT to identify areas of improvement 7. Engage an IP with specific technical expertise support to carry out a series of workshops with IPs 8. Integrate conflict sensitivity into a revised Risk Matrix and MEAL plan
3. Identifying appropriate implementing partners (IPs)	3.1 Effective approaches to engagement in conflict-affected areas established. 3.2 Long-term conflict-sensitivity capacities of local actors developed 3.3 Interventions are innovative and technically sound	9. Prioritise implementing partners with experience and knowledge of operating contexts. 10. In priority areas, ensure a mix of partners responding to different needs who can bring complementary expertise 11. In some hard-to-reach areas, seek strategic partnerships with agencies and local actors that have access; support context-specific responses. 12. Elicit feedback on operational challenges from IPs and other key stakeholders through mechanisms that they understand and can access

4. Adapting funding modalities	4.1 Local CSO groups and ESPs with limited capacity to access and manage funds are still able to make a key contribution	13. Consider a new Call for Proposals: A Civil Society Fund Plus for conflict-affected areas, enabling longer-term support to build capacity of non-state bodies (potentially through intermediaries) 14. Encourage more national non-state actors to apply to CfPs 15. In conflict-affected areas, publicise and explain proposals, offer support for proposal development following an initial concept note 16. Adapt main calls for proposals to account for differences in conflict-affected areas, and respond to the need for greater flexibility.
5. Geographical areas	5.1 Priority areas for integrated intervention identified 5.2 Harder-to-reach areas are covered by specific measures undertaken 5.3 Geographical spread of funding regularly reviewed.	17. Identify priority conflict-affected areas and specific townships within each area, based on an assessment of livelihood and food security needs 18. Develop specific CfPs for priority conflict-affected areas, or build specific targeting into other CfPs. 19. In conflict-affected areas, CfP should be supported through a public workshop 20. Key local stakeholders should be consulted. 21. Review and update the geographical reach of funding every 12 months
6. Knowledge, staffing, capacity	6.1 Understanding built across FMO on conflict sensitivity and the implications of working in conflict affected areas 6.2 Staff appropriately selected and tasked 6.3 Specific skill gaps identified, including conflict analysis skills 6.4 Communities of practice strengthened	22. In-service conflict analysis and sensitivity training for FMO staff 23. Appoint LIFT Coordinators in key states 24. Field and FMO staff should be tasked to consult and build relationships in conflict-affected areas 25. Value area-based knowledge when recruiting staff 26. Ensure staff diversity, especially for work in conflict-affected areas 27. Support networks and knowledge generation among partners in or about work in conflict-affected areas. 28. Establish communities of practice with partner-generated agendas

7. Risk Management, Monitoring, Evaluation and Learning	7.1 Ongoing monitoring of approach and impact 7.2 Adapted approaches for some conflict affected areas	29. Design a dynamic Programme Risk Assessment Matrix that shares risk management between LIFT and IPs 30. Design a people-centred MEAL Plan and ELQs that integrate key conflict indicators 31. Simplify M&E tasks and support IPs where capacity constraints exist 32. Conduct assessments or mid-term reviews with FMO involvement to ensure that programmes in conflict-affected areas can adapt

Annex 1: LIFT Conflict Sensitivity Principles

Updated October 2019

The conflicted and dynamic nature of the political, economic and socio-cultural context of Myanmar has a direct impact on the LIFT Programme. Myanmar is engaged in a process of change that affects people in every township and in every administrative district.

Implementing a food security and livelihoods programme in conflict-affected areas, where the administration and governance of local communities is contested, requires heightened attention to conflict sensitivity.

LIFT works to ensure that integrated programming approaches to livelihoods and food security also establish mechanisms and processes that work deliberately to build greater social cohesion. These mechanisms and processes acknowledge and engage with the conflict dynamics, and the contesting stakeholders in the context, and in so doing contribute to the sustainable peace and development agendas.

A 'Do No Harm' approach seeks to better understand and analyse the conflict dynamics in the context, and to pay attention to the interaction of a development intervention with these dynamics. A 'Do No Harm' approach then adapts programming in a way that seeks to maximise positive outcomes by strengthening connectors and minimise the potential for unintended negative consequences that arise when dividers are inadvertently fortified.

Conflict sensitivity builds on this approach, but also emphasises a stronger analysis of the conflict systems affecting the context, and greater communication and coordination with all stakeholders, including political actors, to harness better synergies between humanitarian, development and peacebuilding processes. In situations of fragility and volatility the first aim should always be to 'Do No Harm'. But the aspiration should be to also improve security and reduce the fragility of the situation at multiple levels.

The following set of principles establish the foundation for an integrated approach to conflict sensitivity that will inform and guide LIFT at all stages of the programme cycle.

Principle 1:

Analyse the conflict system in your context and understand the power relations and influencing forces operating at every level.

Conflict analysis will be carried out at both strategic and operational levels.

At the strategic level, the Fund Board and the LIFT FMO will regularly monitor and update an analysis of the national conflict context, and use this to inform decisions about the selection of partners, target areas and calls for proposals. Analysis will also inform risk

management, MEAL, communications strategies, and consultation and cooperation processes.

At the operational level, conflict analysis carried out by LIFT implementing partners will include:

- An inclusive mapping of all stakeholders in the operational context
- Including perspectives on the needs and interests of each stakeholder
- A thorough understanding of the local political and socio-economic drivers
- The dynamics between and within conflicting groups
- The power relations between stakeholders
- The local drivers, dividers and connectors, that will escalate tensions or build social cohesion and peace

The revised LIFT Conflict Framework, and the Conflict Sensitivity in UNOPS Guidelines[8] outline several practical conflict analysis tools relevant to this Principle. A good enough conflict analysis should include at least a power, stakeholder and relationship Mapping, a structural and proximate factor analysis and an analysis of the peace and conflict drivers in the context.

Principle 2:

Understand the interaction between your programme and the conflict context

LIFT and the IPs will identify and consider the potential impact and consequences of LIFT-supported interventions on the conflict dynamic. The interaction between LIFT interventions and the conflict dynamics in the context will be appraised regularly to ensure no harm is being done, and to identify opportunities for building social cohesion and contributing positively to local, sub-national and national peace efforts.

In the conflict-affected areas of Myanmar many communities are governed and administered by more than one authority. In several areas, parallel systems of governance, with varying degrees of formality, collect revenues and administer services. Without a unitary system of governance for these territories, or clear demarcations to separate them, consultation processes, and engagement with authorities is complicated. Township level relations amongst rival armed actors and between governing authorities will be properly analysed and understood, for each township in the LIFT programme operational areas.

Access to land and development resources affects the social and economic dynamics between people in a context. Development practice changes the access of local actors and wider stakeholders to livelihood opportunities. This impact on livelihoods has a direct effect on power relations, and can disrupt the balance of power in a fragile context.

[8] Conflict Sensitivity in UNOPS Guidelines Version 1.0, Infrastructure and Project Management Group

Because land and water are so closely linked to issues of identity, emotions can run high when the power balance changes. The political effect of these power shifts is further magnified because of the emotional aspects that identity evokes.

Dialogue, clear transparent communication and a strong focus on the relations between stakeholders, and within communities, will be used effectively to counter the potential for causing harm, and for managing unintended negative consequences.

Principle 3:

Establish meaningful multi-stakeholder multi-level consultation processes

LIFT will establish meaningful consultation processes with all key stakeholders in LIFT programming areas, including representatives of governments, the private sector, civil society organisations, other humanitarian aid, development and peacebuilding service providers, and ethnic armed organisations.

These consultation processes will seek to achieve three key objectives:

- Inform stakeholders about the LIFT strategy and its intentions
- Seek support and engagement with the implementation of strategy
- Encourage the ongoing involvement of stakeholders in local-level consultation processes

Where necessary LIFT will meet separately with organisations to build trust and establish confidence in the LIFT approach. Meaningful consultation includes fostering participation in decision-making processes as well as promoting a sense of ownership. More inclusive, informal, and empowering channels of communication are required, especially where there are power imbalances between stakeholders.

Initial consultation processes will form the basis for the establishment of a Reference Group (RG) including Union and State level stakeholders.

An IP Coordinating Committee and a minimum set of requirements for IPs regarding regular consultation processes at township and village tract levels will add additional elements to the inclusive consultative approach.

Principle 4:

Support cooperation between conflicting parties

LIFT will establish mechanisms that enable long-term, inclusive cooperation among different communities and conflicting parties, and that assist in building social cohesion, increasing stability and sustaining peacebuilding efforts.

At township and village levels these mechanisms can assist in local dispute resolution processes. Mechanisms should build on existing local forms of organisation including local Peace and Development Committees. Where an opportunity arises, it is important to encourage different groups to work together towards common activities and goals for local area development. These will include developing common parameters on vulnerability, identifying target groups, coordinating capacity-building initiatives and identifying areas for joint work that create synergies between areas of work in the same location and across different areas of operation.

The programme will facilitate co-operation on interventions between government and non-government entities where feasible. LIFT will also work with civil society organisations, faith-based and community-based organisations who have a significant role to play, and support bridge-building processes that facilitate connectivity and relationship building between conflicting parties.

LIFT initiatives will aim to strengthen and improve development structures of the local government administration as well as of non-state armed groups, and will minimise demands on the administrative and human resource capacities of existing systems and institutions.

A long-term goal of inclusion among the different communities and conflict parties needs to be maintained as part of the process of building local social cohesion. Development and humanitarian aid will aim to become regarded as equitable and inclusive.

Principle 5:

Demonstrate values of transparency, openness and cooperation

The programme will operate in a way that builds cooperation among development actors. This will help minimise duplication in each other's work and build synergies and trust. At all stages of intervention, it is important to ensure the objectives, activities, implementing partners, and availability of LIFT programmes and services are transparent. Transparency and openness can counter destructive rumours about inequitable assistance and mitigate against manipulation that deliberately creates animosity between conflicting parties.

LIFT will integrate conflict sensitivity into its communications strategy, and incorporate learning from the analysis and monitoring of the programme into the content and approach that communicates information in an appropriately conflict sensitive, open, transparent and responsive manner.

As the relationship between vulnerability, nutrition, resilience, protection, food security and indebtedness is not linear, a better understanding of the causes of vulnerability should inform an integrated programme, across implementing partners, that responds to the

multiple pathways which lead to vulnerability, and in so doing also reduce the complex vulnerability risk factors. LIFT IPs will be encouraged to operate within the comprehensive integrated programme framework developed by LIFT.

Principle 6:

Demonstrate values of inclusion and non-discrimination

Intervention programmes should adhere to the values of inclusion and non-discrimination, and ensure that services are provided equally to all population groups, regardless of ethnicity, language, religion, gender and age.

These values should inform target communities, beneficiary selection and staff recruitment. In ethnically-divided contexts it is vital to recruit staff from all population groups. Programme decision making need to be sensitive to local ethnic, linguistic, faith and cultural diversity and the dynamics between different groups. The inclusion of historically excluded and marginalised groups will assist in building stability and ensuring sustainability, and create space for effective collaboration between stakeholders.

Principle 7:

Recognise historical grievances and respond to the needs of conflict-affected communities

The LIFT programme must be based on the need for stable livelihoods, sustainable communities and a recognition of the fundamental rights of all people. Vulnerable groups who may have previously been denied access to resources, forced to leave their homes, or dispossessed of their land, will intentionally be included in the programme.

It is important to recognise that in many conflict-affected areas communal aspirations go beyond economic development and improved livelihoods and food security. Efforts to establish service delivery systems by non-state actors are often linked to political and social aspirations aimed at establishing forms of federalism and advancing self-determination. In other areas, these efforts are part of the implementation of the nationwide Ceasefire Agreement. LIFT programmes will understand this dynamic and ensure IPs adopt an appropriately conflict-sensitive approach.

LIFT will increase efforts to work in conflict-affected areas and areas that have historically been difficult to access. LIFT will work inclusively with all stakeholders to strengthen legitimate forms of local authority and include vulnerable groups in identifying, prioritising and achieving programme outcomes and outputs.

Principle 8:

Involve local and national civil society organisations in meaningful forms of participation

Civil society organisations in Myanmar, including farmers' associations, land groupings and youth and women's movements, as well as faith-based and community based organisations (CBOs), play a key role in maintaining the social fabric of society. Local and national NGOs, and IPs will be encouraged to identify, include and support these local forms of organisation.

Local CSO networks connect local communities to national level policy processes and play an essential role in amplifying the voices of vulnerable groups and influencing and engaging policy makers and decision making bodies. At the local level, CSOs often have established working relationships with conflict actors and have access to areas outside of government control. CBOs often have a nuanced understanding of the community (including culture and language) that enriches analysis processes and improves decision making about cooperation and consultation processes.

Principle 9:

Adopt a pragmatic, adaptable, flexible and responsive approach

The situation in conflict-affected areas is often fluid and subject to change. Different regions may need different intervention approaches. A localised understanding of the conflict transformation challenges involved is necessary. Standard and rigid approaches in conflict zones are risky. The programme and its projects therefore, need to be flexible and provide for pragmatic approaches that adapt the programme in response to changes in the contextual dynamics.

The volatile and dynamic nature of conflict-affected areas may undergo rapid changes that will require urgent meetings with conflict actors, immediate discussions with community members, the management of unexpected security concerns, and the ability to pause implementation and review the approach, including the design of complementary responsive programming interventions.

Flexibility is also important to achieve results and sustainability. Design and implementation approaches need to be adaptable and based on experience and real time learning. This can be supported by a people-centred and process-oriented MEAL system that provides for reflection on lessons learned, best practice approaches, and feedback from partners and beneficiaries, that inform future programme design and planning.

Principle 10:

Establish feedback, accountability and grievance mechanisms

LIFT will establish partner and beneficiary feedback, grievance and accountability mechanisms that reflect the values of openness, transparency, inclusiveness, non-discrimination.

Feedback will be actively sought on the extent to which LIFT has demonstrated transparency, enabled the informed consent of beneficiary communities, created space for concerns and complaints to be raised, and ensured that LIFT staff and IPs have the required skills and competencies to effectively deliver.

The principle of accountability is central to conflict sensitivity and in line with the Paris Declaration and the Accra Agenda for Action, two key processes that guide the LIFT approach.

The revised LIFT Accountability Framework will contain further details of a clear mechanism for responding to complaints, concerns and suggestions. Partners are expected to set up similar mechanisms at sub-state and township levels, adapted to local conditions.

Principle 11:

Build collective ownership around a project exit strategy

Tension can arise at the end of a programme, particularly if the stakeholders and community do not understand the reasons why the programme is ending or an organisation is leaving. It is important to have a well-considered and agreed exit strategy well in advance of a programme or project ending.

A well-designed exit strategy will make use of the coordination and consultation processes and mechanisms established as part of a conflict-sensitive approach. Resource allocation decisions will carefully consider the effect resources have on the existing balance of power in the context.

The ownership arrangements for project assets and infrastructure should be agreed at state, township and village level, in discussions between all stakeholders. These arrangements should seek to strengthen existing forms of cooperation in a manner that builds local ownership, encourages consensus between stakeholders and establishes forms of collective interest around a shared development agenda.

Principle 12:

Operationalise these principles throughout the programme cycle

LIFT will integrate conflict sensitivity across the programme through the application of these principles and the implementation of the LIFT Conflict Framework. LIFT will also continue to support partners in integrating conflict sensitivity principles into their interventions and in conducting conflict analysis at project level and provide tailor-made and ongoing support on conflict sensitivity to enable IPs to implement interventions in a way that is responsive to the context specific conditions in which they take place.

The volatile and unpredictable nature of the context make significant changes in the short term more likely, and therefore difficult to plan for. The politicised nature of the context also mean that risks have the potential to impact more significantly on LIFT itself, and on the wider context. LIFT will establish effective risk assessment mechanisms and an approach to people-centred monitoring evaluation and learning.

Integrating conflict sensitivity indicators into risk assessment and ongoing monitoring and learning by LIFT and the IPs will enable a deeper awareness of the impact the programme is having on conflict, and heightened sensitivity to the need to avoid unintended negative consequences.

Annex 2: A Reflective Framework for Conflict Sensitivity

The conceptual framework can be used in several ways but serves its most useful purpose as a framework for reflecting on and analysing the conceptual thinking behind a programming intervention. It provides an additional analytical component to planning and monitoring that turns the lens away from the context and onto the programme and the implementing organisation.

How to Use the Framework

Used as a discussion starter and as a reflective or inwardly focused tool of analysis this framework enables groups to focus on several areas of questions pertinent to a conflict sensitive intervention.

The reflective questions are intended to guide a discussion among LIFT staff and IPs. Each team will need to decide on exactly who should be included, but the wider the discussion, and the more staff it includes, the richer and more useful the framework will be.

The questions are arranged into five sections, with each section containing several more specific focus questions. Remember these are intended as a guide to help to focus a discussion and not as a checklist. Generating discussion is more important than working through the questions one by one.

Conflict analysis

- What are the key insights that emerge from the conflict analysis framework that has been carried out?
- Does the analysis include a Factor Analysis and a Power, Actor and Relationship Mapping?
- Are people familiar and comfortable with the analysis and the process used to develop it?
- How do programming decisions connect to the analysis?
- How regularly does the analysis get updated?
- Are changes in the context discussed in more detail and communicated to others? Give examples.
- How differences in perception are understood and recognised in the final analysis?

Values and Principles

- What are we doing to make sure that our values and principles are being communicated through the programme?
- How do we express our values in a practical way?
- Where are the weaknesses in the way in which the values and principles of LIFT are being clearly articulated, commonly understood and discussed in relation to each aspect of the programme?
- How are others with whom we are working perceiving LIFT?
- What are the implicit messages that are being sent out by LIFT and its partners
- Are there examples of where these messages might not fully reflect our values?
- What are the attitudes we need to demonstrate to ensure our values are being consistently communicated?
- What can we do better to make sure the values of LIFT are being communicated through everything we do?

Strategy

- What is the longer-term effect that we hope our activities and the activities of our partners will have?
- How are our short-term actions guided and informed by their contribution to longer-term goals and objectives?

Linking forms of action

- Is the programme conscious of the way it is influencing and affecting the dynamics of the relationships between actors?
- Have you thought about how the programme affects the Power, Stakeholder and Relationship Map?

Collaboration and Coordination

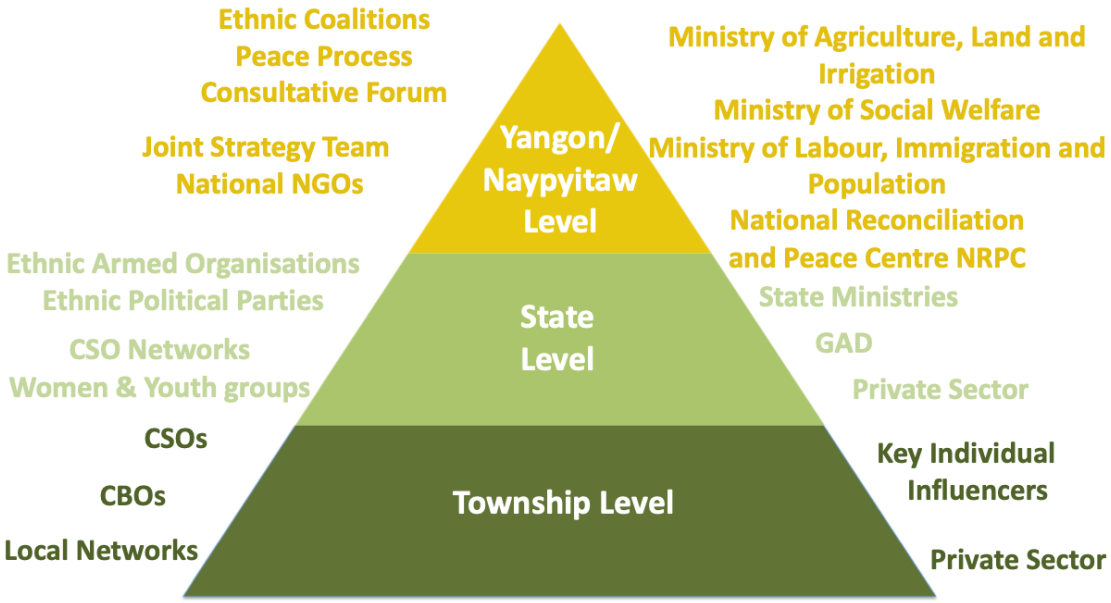
- Is the programme team aware of, in contact with, and coordinating with other organisations in the context doing similar work?
- Share examples of where organisations are complementing or working against LIFT strategies?
- What more could be done to enable alliance building and collaboration between partners, and with others doing similar work?

As the team of staff members works through the questions note down any interesting insights that are generated or any areas where there are gaps in knowledge or where information is not available.

Develop strategies and an action plan that aims to address these gaps or use the insights to improve or strengthen programming decision-making.

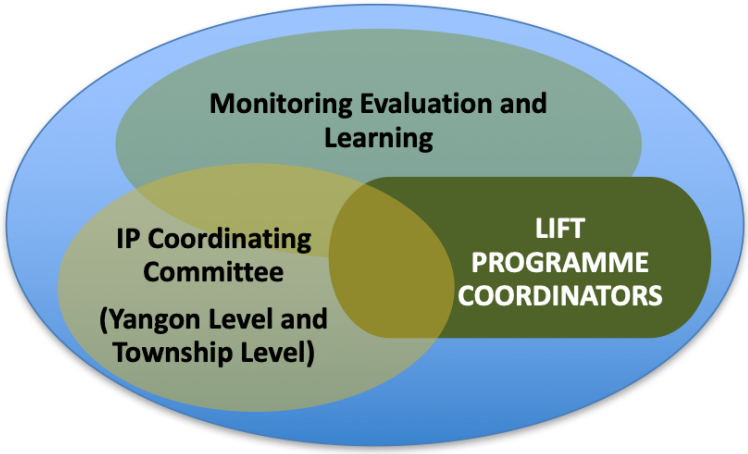
Annex 3: Coordination, communications and consultation

INITIAL CONSULTATION



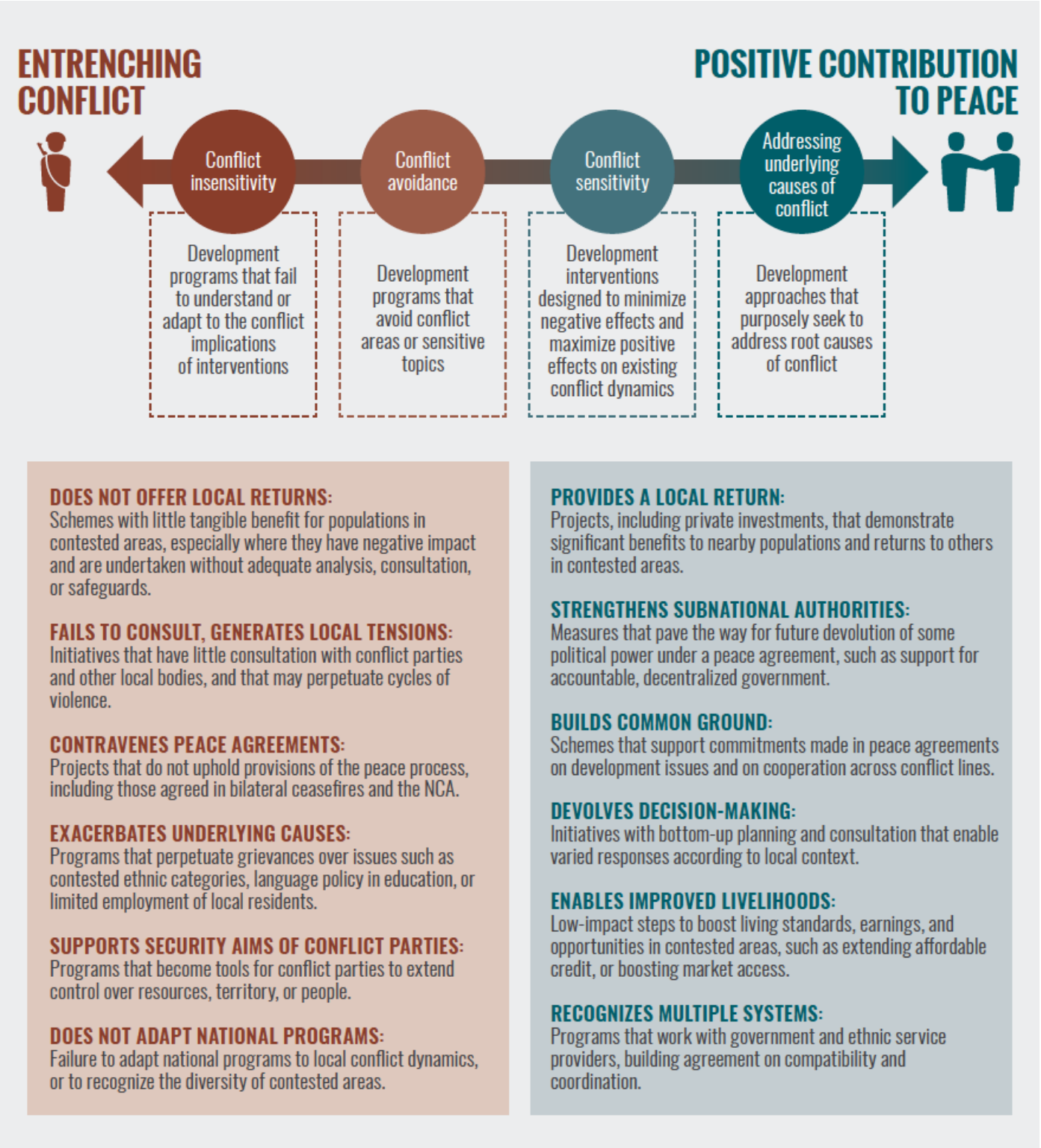
REGULAR COMMUNICATION and FEEDBACK

ONGOING COORDINATION



Annex 4: Conflict-sensitive approaches – graphic summaries – Two Figures

Figure 1: Features of development initiatives that can contribute to or undermine peace in subnational conflict areas[9]



[9] Reproduced from The Asia Foundation's *The Contested Areas of Myanmar* (2017).

Figure 2: Examples of aid agency processes for conflict sensitive programming[10]

CONDUCTING UPSTREAM ASSESSMENT OF THE SCOPE TO BUILD A BASIS FOR PEACE ACROSS PROGRAMS

- Back ongoing government reform processes that tackle underlying causes of conflict
- Find entry points for inclusion and representative diversity in government programs
- Support more accountable and equitable use of natural resources in contested areas

ENSURING COMPATIBILITY WITH THE PEACE PROCESS

- Consider how to support relevant elements of the NCA, other ceasefire agreements, and ongoing peace dialogue
- As stated in the NCA, ensure that initiatives are planned *"...in consultation with local communities"* and *"...coordinated with relevant ethnic armed organizations"*

INCREMENTAL INVOLVEMENT

- Start slowly, potentially with a small number of conflict-affected townships
- Adapt and learn from approaches in conflict areas over time
- Consider pilot initiatives to introduce new ideas and practices
- Build up staff capacity and knowledge through ongoing training and careful recruitment

SCREENING ACROSS PROJECTS

- Make use of conflict sensitive indicators, context and conflict assessments, and safeguards
- Consider applying formal conflict sensitivity frameworks and other, simpler assessment tools
- Ensure that funding does not enable expansion of government or EAO presence in contested areas without prior cross-party agreement

ADAPTING NATIONAL PROGRAMS FOR CONFLICT-AFFECTED AREAS

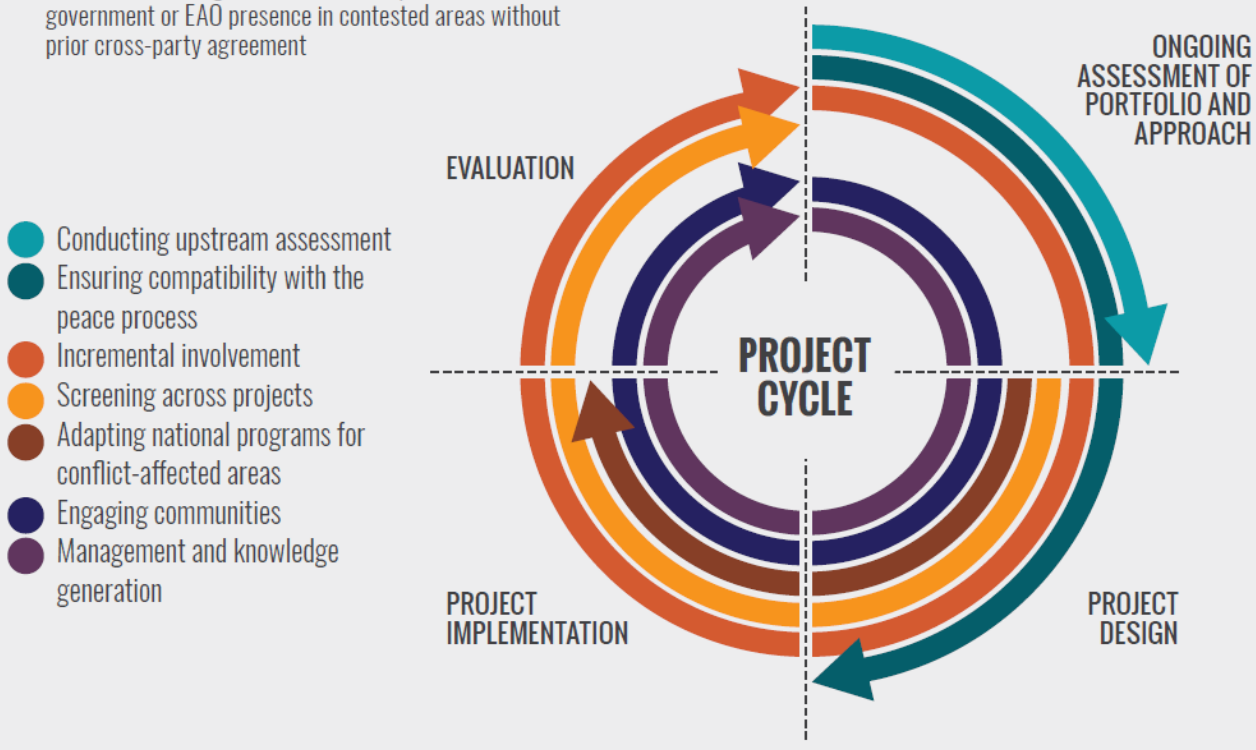
- Find entry points with both EAOs and government
- Decentralize implementation, enhancing the scope to adapt between areas and as conditions change
- Support separate mechanisms for some conflict areas, and seek diverse opinions
- Seek support and training from specialist peacebuilding agencies and experienced domestic organizations

ENGAGING COMMUNITIES

- Promote and respond to public consultations and participation in planning
- Operate as transparently as possible and share information with interested groups
- Establish effective feedback processes and respond to grievances

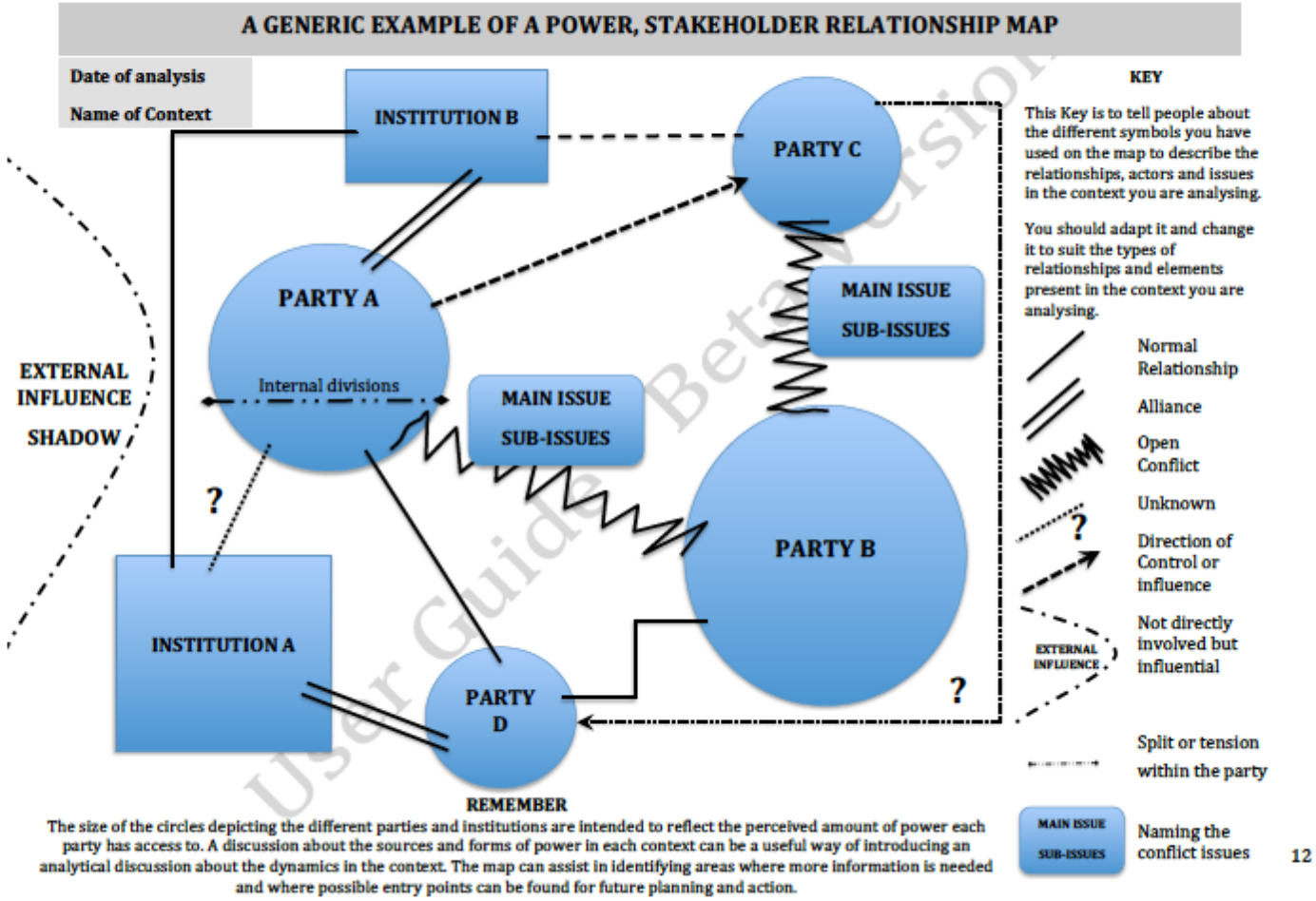
MANAGEMENT AND KNOWLEDGE GENERATION

- Employ local staff, recruit people from diverse backgrounds, and fund relevant training
- Prioritize training on conflict management and sensitivity for aid agency staff and counterparts in government
- Use advisors or other specialist inputs at an upstream level as well as to filter projects
- Support and share relevant evaluations and knowledge generation beyond individual projects



[10] Reproduced from The Asia Foundation's *The Contested Areas of Myanmar* (2017).

Annex 5: Power, Stakeholder and Relationship Mapping – A Generic Example



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Annex 6: Structural, Proximate and Trigger Factor Analysis

	POLITICAL	ECONOMIC	SOCIO-CULTURAL	SECURITY	LEGAL AND JUDICIAL	CONTEXT SPECIFIC FACTORS
FLAMES *Proximate or surface factors causing tensions in the context*	The existing political systems, relationships between and within political parties, and the policies that are managing or controlling participation	Economic policy and its effect on people, patterns of income and wealth generation and the actions of the corporate and private sector and systems established by economic actors	Changes in levels of awareness and unmet expectations around rights and services, changes in the demographics or generational make-up of a context, changes or challenges to social cohesion	Existing or non-existent forms of dialogue and communication between security forces, security sector policy and practice, changes in the balance of forces between security apparatus	Manipulations of the legal system, the administering of justice and the perceptions around this, extra-judicial actions, changes in the constitutional basis or overarching legal frameworks in the context	Context specific factors that influence or affect the relationships between actors and the tensions in the context that do not fit into any of the other categories can be named and recorded in this category.
FUEL *Underlying structural or historical factors affecting the tensions*	The legacy of previous political systems and the structural ways in which power is controlled	The macro-economic systems and structures, legacies of previous economic systems, including forms of production, patterns of consumption, and skewed distributions of wealth and income	Levels of literacy, historical accessibility to services, historical social relationships between groups, historical animosity between diverse identity groups within a context, traditional ways of managing power between groups, including men and women	Historical role of the military in society, historical relations between the state and the military, citizen perceptions and experiences of the security forces	The judicial structure, including traditional and contemporary systems affecting access to justice and legal remedy, historical imbalances in the way justice was served	Every context contains historical factors or structural aspects that are unique to the context and that might not fit neatly into any of the other categories. This is the place to name those factors.

SPARKS *The actual or potential triggers that cause conflict to become violent*	Political announcements or the emergence of new groups or new strategies that affect the existing relationships.	Rapid changes in the economic climate, announcements of price increases, decisions that lead to changes or challenges to the economic status quo	Statements by religious leaders and influential traditional leaders, unexpected or unsatisfactory changes in educational, health, water or a related service delivery sector, rapid changes in the balance of power.	Actions and statements by security forces, including police, defence and non-state armed groups.	New laws that change patterns of discrimination or that are perceived to be introducing new forms of exclusion or marginalisation.	Every context contains specific sparks or triggers that might not fit neatly into any of the categories; this is the place to name those factors.