

Nepal Post-Conflict Sensitive Approach: Peace-Building Tool (Peace Filter) for Project Design and Implementation

1. The project was assessed for the potential risks linked to social conflicts using Nepal’s peace-building tool (formerly called the peace filter). The tool was developed through the joint work of the United Kingdom’s Department for International Development and the World Bank and aims to support the conflict- and post-conflict sensitive approach adopted by ADB’s country partnership strategy 2010–2012. The tool helps mission leaders and social experts identify potential project risks linked to social conflicts, and develop adequate mitigation measures. It helps identify opportunities for the project to build peace and social cohesion.

2. This tool is meant to be a flexible, living guide. ADB project review missions will check whether the identified mitigation measures are being followed and implemented, and the matrix will be updated and revised as appropriate.

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?	Transitioning with a focus on a return to normalcy. Identity interests in the context of political issues and fresh elections of the constituent assembly (CA) present potential risks in the coming months. Pending political consensus on the federal structure and sharing of natural resources is a topic of ongoing discussions in national politics which may have an impact at community level.	Since access to reliable and adequate irrigation water is a key priority of the project districts, the potential risks might not create tensions in the area.	It is recommended to allow flexibility to adapt the project’s implementation modalities as necessary
	What are the current trends of conflict? Are new conflicts emerging?	Agitations by groups previously excluded from political power structures may impact community politics given the unstable government and forthcoming CA elections.	The planned changes are expected to bring more sustainable peace than creating conflict, thus providing improved environment for project acceptance and implementation. The project’s emphasis on meaningful participation of previously excluded ethnic and caste groups, the poor and women is expected to bring about sustainable peace and provide an	Since the time ahead is expected to remain fragile in general, caution should be maintained in terms of mobility and irrigation water sharing issues.

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		environment for project acceptance and implementation.	
What are the structural causes (root causes) of conflict in the area?	Specific structural causes of conflict in the project area have not been identified at this moment. However, grievances relating to socioeconomic discrimination, social exclusion and lack of job opportunities, gender imbalance, access to resources, lack of transparency and accountability are some of the key national issues that also apply to the local context.	Project has recognized the need for community consultation and participation, and involvement of locally based social mobilizers to help enhance a favorable environment for project implementation. This approach provides adequate scope for building rapport with the community by communicating project benefits, informing of available resources, addressing exclusion issues which in turn will enhance ownership and sustainability of the project.	Project should identify, revive and empower existing local groups through inclusion, adopt transparent hiring and procurement practices in the project design, and engage locals in any employment or skills opportunities in implementation.
Does the project respond to the development priorities of local communities?	Yes, lack of access to irrigation water is a key constraint impeding local communities to increase food production, and improve food security. There is no risk associated with project prioritization as the project only responds to WUA request for irrigation rehabilitation support .	Nepali citizens suffering from lack of irrigation will look at this project as a basic need and priority. Hence it is a peace dividend in post-conflict recovery and a conduit for enhancing peace in many ways.	No specific recommendations are required.
What does the community regard as its post conflict rehabilitation and reconstruction needs?	Destroyed and damaged local infrastructure continues to be an immediate reminder of the impact of the conflict to communities and signals that they are yet to see a tangible peace dividend.	Since key priorities of reconstruction include improved agriculture, and access to reliable and adequate irrigation water, the project is expected to contribute to improved quality of life in general. Rehabilitation is also expected to provide a forum for local community building laying the ground for long-term local	Project should identify specific needs of the people. Community context continue to change overtime, hence the response should be made flexible. It is recommended to consider such needs assessment as a continuum.

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		development . This in turn will help build durable peace.		
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 are no risks associated with it.	Department of Irrigation (DOI) and Irrigation District Division (IDD) and Irrigation Subdivision (ISD) are selected as the natural formal agencies to execute the project. The project is headed by a dedicated project director at the Central Project Management Office (CPMO). There should be no issues regarding the set up. The project appraisal committee (PAC) is expected to facilitate the overall process to mitigate institutional conflict, if any.	The CPMO should keep abreast of the roles and responsibilities of each institution and facilitate coordination and dialogue between DOI and Department of Agriculture (DOA) stakeholders for the smooth implementation of agriculture development plans and integrated crop water management plans (ICWM) activities.
	How will the project affect existing formal political structures and decision-making processes?	Potential changes in state restructuring following political decisions under the new constitution may create some risks to the project.	There may not be any or little effect to the project of the potential political decisions given the not so certain timeline of the new constitution. Project implementation would be better facilitated if/when local elections are held. Meanwhile, the project design has incorporated appropriate local-level consultative mechanisms.	Project needs to remain flexible to adapt to potential changes to a federal structure as provisioned in the new constitution.
What formal peace structures (local peace committees (LPC), community mediation) are currently operating? How will the project interact with them during implementation?	Local or community disputes may escalate to affect development projects.	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 voluntary land donation framework to address	The grievance redress committee (GRC) in each subproject will be flexible to accommodate political reforms. The project uses ward citizen's advisory groups as third party monitors .	

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		unforeseen issues . There are LPC in all districts and community mediation services in selected VDCs.	
	Local acceptance		
How does the project ensure that hiring practices are regarded as equitable?	Nepotism and favoritism in hiring were some of the grievances of the conflict.	Dissemination of notices on sub project selection, fairness in selection process and hiring practices with a concern for maintaining gender balance will help to ensure that hiring practices are equitable contributing to public satisfaction.	Project should follow procedures and rules in hiring staff and procurement, and strict adherence to subproject selection criteria as indicated in the Project Administration Manual (PAM).
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 infrastructure development, community participation in irrigation improvement, inclusiveness in training, and fairness in sub project selection will help demonstrate the structures following transparent decision making and actions.	A project consultation, participation and communications plan has been prepared to inform project beneficiaries of project benefits, available resources, and timely disclosure of relevant information. Information about subprojects will be posted at each VDC.
What steps have been taken to ensure that stakeholders accept the implementation approach?	Experiences have shown that poor communication or miscommunication, absence of local consultation and participation may create dissatisfaction, resulting into non cooperation and non acceptance by the stakeholders. There may be some issues in terms of water rights and water allocation between upstream and downstream users.	The nature of the project itself does not raise question of non acceptance. However, communicating project benefits at the outset will help gain support from the stakeholders. The project has identified potential risks and mitigating measures as far as possible.	The project emphasizes local consultation and participation at the outset. This will help create a critical mass of supporters to the project, ensure local acceptance, and ultimately create an environment for project ownership and sustainability.
How does the project ensure that selection of direct beneficiaries (i.e.,	The project is farmer driven, meaning to qualify for project	The project's subproject selection and scheme verification process will	There are no such specific recommendations

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	individuals, user groups, areas, regions) is regarded as transparent, equitable, and inclusive?	assistance at least 70% beneficiary households must request for assistance. There are no risks associated with the selection of direct beneficiaries.	maintain fairness and transparency in the selection process. The project CPCP identifies households who may find it difficult to meaningfully participate relative to local elites, and outlines additional activities for these households.	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 is no risk associated with the selection of the indirect beneficiaries at this stage. However, selection of sub projects, NGOs or any other entities in the process may create some issues: e.g. elite capture.	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 consulting firm/NGOs in implementation will be helpful in minimizing disputing issues, if any.	Project should maintain transparency in the selection of consulting firms in order to reduce potential disputes and community grievances. The CPMO will ensure transparency in recruiting.
Informal peace-building structures	Social capital			
	How will the project impact existing collaboration among social groups?	There is no risk associated with collaboration with social groups.	The project has identified water user associations as the key driver to inclusive growth and sustainable development which will be attained by fair distribution of water across different reaches of the system. The process of rehabilitation will provide a forum for local activity and community-building across all caste/ethnic groups, the poor and women.	The project will identify existing groups for consultation, collaboration, and monitoring. Such indicative groups include: farmer groups, women's groups, field channel groups, local clubs, and cooperatives.
	Traditional institutions			
	Are there local/traditional structures, authorities, or institutions in place for decision making or conflict management? How will the project interact with these?	Existence of local or traditional authorities for decision making or conflict management in the area is not known at this stage.	Identifying such groups may help the project to strengthen collaboration and better acceptance of the project interventions and approaches.	The project's social mobilizers can identify such groups.
	Participation/interests			

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Social issues	Does the project impact on vested interests (i.e., traditional authorities, political parties, business interests, state actors)? If so, how?	Involvement of local interest groups in the project in the form of watch dog or monitoring agents will protect the project from vested interest groups. As long as the beneficiary groups are convinced of the project benefits, they are likely to protect the project from such vested interest groups.	Project procedures require that applications are submitted from communities; all subprojects will therefore be community-driven. The project will, follow transparent procurement practices and comply with fairness in all processes to minimize potential influence of such interest groups.
	Intergroup relations		
	What are the existing social tensions in the project areas?	Project approach of involving community groups in the process will help create favorable environment for implementation.	The subproject preparation reports will include identification of such existing or potential tensions so that the drivers of conflict can be treated from the very beginning.
	How might the project impact these tensions?	Subproject selection criteria screens out subproject for disputes relating to water rights.	Subproject preparation reports will identify potential social tensions. GRCs formed in each subproject will register and resolve grievances.
	What are the various ways the project might affect the relationship between different identity groups?	Project approach of including various interest and identity groups will help build inter group relations and smooth operations of the project.	Exchange of ideas and sharing of cultural activities will help build and strengthen inter-group relations.

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	the status quo, or resistance to change.		
Socioeconomic issues	How will the project affect differential access and competition over any of the following:		
	Education?	The project does not create any competition. The poverty and social assessment highlighted that the literacy rate for both men and women were less than the national average.	The community will benefit from trainings on improved irrigated agricultural practices and education on water management. With increased household income, the population will likely invest in education for their children.
	Health?	There are no risks associated with the health sector.	Citizens in the subproject area will benefit from improved irrigation facilities and create opportunities for multiple and diverse farming, off season products, and cash crops. This will provide access to improved nutrition, income and better quality of life.
	Employment?	The project foresees expanded employment opportunities due to increased cropping intensity.	Project approach of engaging local labor force will increase household income and food security, which will help minimize grievances, and reduce the need for male outmigration.
	Natural resources?	No such direct risks are likely.	-
	Productive resources?	No issues are identified at this stage.	The project approach of engaging local labor for improving irrigation infrastructure, reducing poverty in the area, decreasing outmigration, and improving agriculture productivity is expected to create better environment for
			The project will look at overall improvements to natural resources sustainability.

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			enhancing productive resources in general.	
	Land/housing/property?	No issues are identified.	-	NA
	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 project benefits in all development projects in Nepal.	Project provision of safeguards, due diligence, procurement procedures, transparent hiring practices and technical guidelines help mitigate such unwanted elite capture.	Project should not deviate from procedures established and agreed in the PAM.
Geographic issues	How does the project affect linkages, divisions, and/or competition?			
	Within regions?	The division between the regions is not known at this stage. Planned federalism may have some impact on the geographic divisions.	The project will be implemented in the central and eastern development region. There is no risk associated with divisions or competition.	Project should watch the planned federal structure which may have some impacts on the location of the water source, and hence, will maintain a flexible approach keeping in view possible changes in boundaries.
	With adjoining regions?	No such risks associated with the regional linkages at the moment. However, the planned federal structure might bring out issues of natural resource sharing and may impact district boundaries.	The issue is not directly applicable to peace opportunity at this moment, but could be a matter to explore.	No such specific recommendations are required under this issue.
	Between rural and urban/semi-urban areas?	The project is being implemented only in the rural areas.	Forward and backward linkages will increase economic activity and create the conditions for more inclusive economic growth which is a key requirement for consolidating peace in Nepal.	Project should track any issues as they arise so that flexible approaches can be adopted for strengthening such linkages.
	With international neighbors?	There is no such risk associated with the international neighbors in this	The issue is not relevant to analyze.	NA

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Security	Does the project support specific conflict-affected groups or geographic areas? If yes, describe which ones and how.	The project does not specify conflict affected groups in the area.	Ensuring conflict affected families' (if within the command area) access to project supported trainings is an opportunity for providing peace dividends.	Subproject preparation reports will identify disadvantaged groups that need targeted assistance, including Dalits, Janajati (if any), and women-headed households
	Is the security of women and children an issue? How? (e.g., human trafficking, abduction, food, forced labor)	The security of women and children is a common concern for all project planning and implementation. Women do not want to irrigate their fields at night for reasons of security; gender and caste based discrimination contribute to an unequal level of opportunities and attainments between women and men. Gender inequality contributes to a growing sense of grievance.	Keeping special consideration for women and children issues helps strengthen relation with the community, hence better support to the project. GESI action plan covers the activities in detail.	The gender and social inclusion plan has assessed the situation and recommended actions for including women in the process. Women and children security issues in general should be given due attention, e.g. awareness and education on migration, anti trafficking, HIV/AIDS as important aspects of human security.
	Is the project area stable and security appropriately managed? How?	The overall security situation seems appropriate at this moment. Unstable security situation may emerge (forthcoming CA elections) and issues related to ethnicity and federal structure may erupt and affect project implementation.	Experience shows that proper arrangement of security umbrella helps manage fair procurement and bidding process, and protection of physical infrastructure from attacks and damages.	Security system will be gradually installed in process of reconstruction works under the Ministry of Peace and Reconstruction, hence there is no specific recommendation made for the project.
	Is the security environment favorable for the internally displaced people (IDPs) if and when returning home? How?	Unfavorable environment for displaced people usually impact on the project acceptance and support.	Including households impacted by displacement will directly provide opportunities for peace and a return to normalcy.	Project will identify IDPs in subproject areas along with other disadvantaged groups and arrange for targeted assistance in consultations and subproject participation.

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	How does the project itself impact local security directly or indirectly (i.e., through improved access, environment).	There is no such risk.	Project outputs and outcome is expected to improve the local environment.	No specific measures are recommended on the issue.
	How does security impact the project? (e.g..staff safety, abduction, extortion, threat)	Infrastructure projects do face challenges such as sporadic extortion, staff abduction, and “donations” being demanded by criminal groups operating in , unstable post-conflict environments. However, this is not a high risk situation at this point.	Consideration for staff training on how to deal with threats, extortion or abduction will increase staff morale and confidence. Hence building on such skills ensures smoother implementation.	Security awareness orientation to staff could be planned. Staff training on how to work in fragile situation and in post conflict transition is recommended.